F O C U S K A N S A S C I T Y

Building Blocks

To keep the component parts of the FOCUS plan connected, the Work Teams developed an overall "unified strategy" to guide and link their specific recommendations. The details of each component plan were developed to support the unified strategy and as we implement the action steps, we will stay on this strategic course.

This unified strategy is "Building the New American City – Making Connections for the 21st Century." Twelve strategic Building Blocks form the foundation for building the new model for a connected city and provide the programs and context for implementation.

Citizen Access and Communication

City Life

Community Anchors

Competitive Economy

Connecting Corridors

FOCUS Centers

Healthy Community

Investing in Critical Resources

Life Long Learning

Moving about the City

Neighborhood Livability

Quality Places to Live and Work

FOCUS BUILDING BLOCKS

Citizen Access and Communication

Communication and access to the information being communicated are the elements most critical for creating a well-educated, active, and informed citizenry and beginning to create the connections that the New American City demands—connections between people and between people and their government. Information and communication can also help to foster citizenship and to provide information that will engage residents in what is happening at both City Hall and in the larger community. Because of its central role in fostering citizenship, the City will take a lead role in a partnership with private interests to establish a system of communication for and among the people of Kansas City.

Effective communication with citizens and easy citizen access to that communication can be achieved through a three-tiered set of programs.

These programs are:

- An expanded Communication Office at City Hall to provide more information and more understandable information about what is happening in City government
- A quasi-public Kansas City Spirit program to promote activities in the city and a positive image of the city,
- A citywide clearinghouse for neighborhood information

What does the expansion of the City Communications Office include?

The new elements of the City Communication Office's mission will expand the current City communications program in two ways: **first**, to provide access to reliable and understandable information for all citizens of Kansas City—that is, to act as a clearinghouse, particularly for information pertinent to the issues of City government—since providing accurate information helps create better decisions among our citizens; and **second**, to solicit citizen ideas and opinions that can help to strengthen local democracy. Both activities will help create more engaged and involved citizens.

From details of the City's taxation structure to scheduling for curbside recycling pick-ups, the office will provide a wide range of information using both traditional and electronic media. The office will also develop on-line services that are accessible through the Internet and / or at public terminals in the new FOCUS Centers (see that building block).

Other possible areas in which this office should consider working include:

- Creating and helping to implement strategies that give citizens better access to City government in terms of what services government provides, how those services are delivered, what issues government is dealing with, what meetings are scheduled to discuss those issues, and how citizens can have input on those services and issues
- Providing information on how City processes work, in order to help educate citizens about City government and create more informed citizens
- Establishing ways for citizens to discuss key questions and issues directly and regularly with elected officials and City staff members, and for elected officials and staff members to discuss these issues with citizens
- Creating a speakers' bureau of City employees, elected officials, retired City employees, etc., to enable residents to learn about City government, City processes, and City services—this could also include the development of videos to highlight the City's activities and services
- Providing the media with accurate and up-to-date information on City activities
- Creating linkages and connections by providing information on school operations and activities in the city, and operations and activities of other levels of government that affect Kansas City

How do we implement the expanded City Communications Office?

Several things must happen to expand this office:

- Define what City information will be disseminated and coordinated
- Define how each type of information will be disseminated—by computer, through FOCUS Centers (see that building block), on Channel 25, in written form, through mail, through existing homes-association- and neighborhood-newsletters, through City newsletters to the broader community (perhaps with

Water bills), through City speakers at meetings and events, through PSAs, through the City's Web page, etc.

- Determine how interactive linkages will be created with City departments and agencies and with the City's Action Center's new electronic linkage to City departments, to implement these new efforts and to obtain the information and get it into the proper format
- Determine what input will be received from citizens and on what issues
- Determine how all of these activities will coordinate with FOCUS Centers (see that building block)
- Define what information will be solicited from outside sources (schools, other levels of government), how it will be solicited, and how it will be disseminated
- Work with marketing organizations or personnel to make information attractive, understandable, and interesting and work with others to translate information to other languages if necessary (link this with the "Bi-Lingual City" component of the City Life building block)
- Determine what information will be distributed to the media and how it will be distributed
- Determine how many and what types of staff will be needed to manage the expansion of the City office and whether existing staff can redirect some of their activities to do this, including identification of opportunities to recruit retired persons or other volunteers to help, borrow employees of other entities to help set up the new programs, share employees with other levels of government or the schools, use students fulfilling their community-service requirements or students studying communications as interns to implement parts of the program, etc.
- Identify the amount and sources of funding needed to expand the City Communication Office to provide these functions; explore opportunities to obtain funding from outside City government
- Determine how this provision of information will be linked with the provision of information through the neighborhood clearinghouse (see later description)

What is Kansas City Spirit?

Kansas City Spirit will encourage a strong ethic of active involvement among our citizens, celebrate local history and culture, and help build self-esteem and community among Kansas Citians. This means that Kansas City residents will be proud to be Kansas Citians. Part of this effort will give average citizens and citizen organizations the information they need to participate actively in what is going on in the city, especially the activities and events that are unique to the city.

Spirit Festival

The mission of Kansas City Spirit will be fourfold: **first**, to encourage enthusiasm and support for participation in city events and activities; **second**, to enable people to learn about and celebrate the city's history and culture; **third**, to encourage citizens to identify themselves as Kansas Citians and identify with the city; and **fourth**, to provide opportunities for diverse groups of people to participate together in unifying activities.

Kansas City Spirit will both promote existing activities and create new activities.

The program may do the following:

- Help coordinate the goals, timing, and locations of current civic events and activities
- Promote Kansas City activities positively and widely in the media, using PSAs, other radio and television opportunities, etc.
- Develop ways to communicate, particularly with youth and other specific groups of citizens who may not be actively involved, about Kansas City community activities
- Develop enthusiasm for civic events and activities
- Develop a "Kansas City Spirit Week" that highlights all of the exciting things going on in the city—possibly tied in with the "Spirit Festival"
- Build on and widely publicize existing Citizen and Volunteer of the Year awards to recognize individual contributions to civic quality and pride
- Establish a Kansas City "Feature of the Month" program that covers ethnic or racial communities, the arts, the parks and boulevard system, entrepreneurship, learning and schools, jazz, etc. The program could be used in schools, media presentations, private marketing efforts, libraries, scholarly programs, and local festivals to draw attention to the positive aspects of life in Kansas City
- Create opportunities for bringing diverse groups together in community activities
- Develop multi-media presentations that promote activities in the city, areas of the city, the history of the city, etc.
- Develop ways to encourage citizen participation in events and other city activities
- Develop ways to encourage more citizens to be informed and to vote
- Improve citizen perceptions of Kansas City, its people, its Downtown, and its neighborhoods, and use organizations like the Convention and Visitors' Bureau, the Area Development Council, the Economic Development Corporation, and Midwest Research Institute to do this

- Provide information and training for cab, bus, and trolley drivers on the history, landmarks, and other facts about the city so they can give visitors and newcomers a good first impression of the city
- Provide citizens with information on the city's history and culture
- Provide citizens with information on tours that showcase areas, neighborhoods, businesses, etc.

How do we implement Kansas City Spirit?

Kansas City Spirit will work as a partnership of public, private, and non-profit organizations, programs, and activities already existing and underway within the city, and will work to unite and expand these activities. The program will add elements that involve new programs, improved media relations, and training and information on city history and culture. It will try to anticipate the desires of residents and the needs of the community in terms of the events and activities it coordinates and establishes. It will respond to ideas from citizens.

In implementing Kansas City Spirit, we will:

- Form the public / private / non-profit partnerships that will implement the program
- Identify funding sources from the partnership organizations
- Create an advisory board to assist the partnership in developing information, create new events, and implement the other initiatives of the program
- Involve groups like the following on the advisory board—Chambers of Commerce, tourism and visitors bureaus, KCLIM (the local library network), historical societies, other cities in the region, cultural organizations (relate this to the Culture and Amenities building block), civic organizations, marketing professionals
- Involve community residents on the advisory committee
- Involve groups like the following to help disseminate information and get involved in Kansas City Spirit—restaurant associations, visitor and tourist bureaus, businesses, neighborhoods, schools
- Determine what specific information the program will disseminate
- Develop a marketing component that is geared to successfully getting the word out on events and activities, generate enthusiasm for them, increase citizen involvement in them, work with the media to change perceptions of the city and its people and activities, and develop multi-media presentations to promote activities and unity in the city
- Determine how the information will be disseminated, how existing networks will be used to get information out, and how the existence of Kansas City Spirit will be made known—include development of a Home Page for the program on the World Wide Web
- Develop a training component that includes training for trolley and cab drivers, materials on the history and culture of Kansas City and how to dissemi-

nate these materials, and tours of neighborhoods, businesses, historic areas, etc.

- Identify and contact groups carrying out similar efforts to get their input on how to implement a successful program
- Identify ways that volunteers can help implement Kansas City Spirit—including providing information needing dissemination, encouraging people to attend events, helping in the office, acting as "Kansas City Ambassadors" who would be knowledgeable and available to provide information to residents and tourists, etc.
- Determine if there are any legal problems with creating the partnerships needed to implement the program and address them
- Determine the staff and funding needed to implement Kansas City Spirit
- Since Kansas City Spirit may be confused with the Spirit Festival and since a more specific name may be possible after the program is fully outlined, sponsor an essay contest to determine what the name of the program should be, and organize a public vote to determine the winning theme

What is the Citywide Clearinghouse for Neighborhood Information?

The Clearinghouse for Neighborhood Information will be created by a public/private partnership that brings together government, neighborhoods, and private and non-profit sector organizations (including Community Development Corporations) with an interest in neighborhoods. The clearinghouse will bring together existing information sources and organizations providing information with neighborhood organizations.

The mission of the clearinghouse will be threefold: **first**, to provide a mechanism to get useful and important information to neighborhoods in an understandable and timely manner; **second**, to provide a mechanism to get information from neighborhoods about City activities, pending legislation, etc.; and **third**, to enable neighborhoods to share information with one another regarding their activities, problems, and successes. The clearinghouse will give many organizations a vehicle for communicating with neighborhoods, including City government, Community Anchors (see that building block), and non-profit organizations, including CDCs. It will also give neighborhoods a way to communicate with one another (by providing them the means to do this).

The clearinghouse will provide benefits to neighborhoods such as assisting them in better monitoring programmatic activity in their areas, that ultimately will help them stabilize and maintain their areas. This information activity may also help link neighborhoods together to work on common issues and/or projects.

The clearinghouse may not be an actual place. The emphasis in the program will be to provide data and information. In this sense, the effort will be to create mechanisms for getting this information to neighborhoods, whether this happens through existing neighborhood offices, FOCUS Centers (see that building block), community centers, Community Anchors, or other means. Combining this pro-

gram with the Neighborhood Data Project of the Kansas City Neighborhood Alliance is a possibility.

The clearinghouse may do the following:

- Provide on-line City maps, including zoning, land use, sewer and water lines, and Community Development Block Grant project areas
- Provide on-line City data and information, including Census data, ownership, building permits issued, City Council and Council Committee meeting schedules, pending City Plan Commission and Board of Zoning Adjustment cases, code enforcement information, community center schedules of activities
- Provide information so that neighborhoods can monitor zoning and other City legislation and activity that broadly impacts neighborhoods
- Provide information for neighborhoods on how many people in their areas have accessed the programs of a particular non-profit organization or CDC
- Provide a mechanism for residents to communicate with the City on issues, about the information they have received, or on pending City legislation
- Provide a mechanism for residents to communicate with non-profit organizations regarding problems or successes with their programs
- Create a system for exchanging information—including success stories and workable approaches to dealing with problems—among neighborhood associations, Community Development Corporations, and the City

How will we implement the clearinghouse?

To begin creating an information clearinghouse, we need to:

- Form the public / private / non-profit partnerships that will implement the citywide information clearinghouse, including an analysis of whether the KCNA's Neighborhood Data Project is a potential partner
- Identify the information to be disseminated
- Identify the way the information will be disseminated—through FOCUS Centers, through the KCNA's Neighborhood Data Project, through the Community Resources Network, through neighborhood newsletters, through a City newsletter for neighborhoods, through other means
- Identify the mechanisms that will allow communication from residents and among neighborhoods

- Determine how the clearinghouse coordinates with the expanded City Communications Office
- Determine the need for marketing assistance from the City Office of Communications or volunteers, to help make information understandable, useful, and interesting; translate information to other languages if necessary
- Create mechanisms for all entities to make information available and communication possible through the clearinghouse, and use existing networks to ensure that information is readily accessible and complete (Computer networks, computer newsletters, and other newsletters can assist in this endeavor)
- Identify funding sources for the clearinghouse

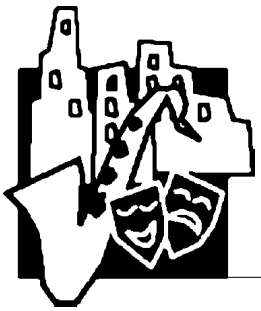
How do citizen access and communication relate to other FOCUS building blocks?

One of the principal tenets of FOCUS is that actions in one sphere of activity have effects in other spheres. One of the missions of FOCUS is to anticipate and take advantage of synergy and to mitigate unintended consequences. The Citizen Access and Communication building block relates to other building blocks in many ways, and many of them present great opportunities for synergy.

Some of these relationships are listed below:

- **FOCUS Centers**—many of the information-providing activities called for in the three access and communication programs can be carried out in, or in conjunction with, FOCUS Centers.
- **Connecting Corridors--**information about planning and development of corridors will be available as part of these programs.
- **Community Anchors**—anchors may be part of the public/private partnerships called for in the access and communication programs and they might provide some of the programs' funding.
- **Moving About the City**—information provided in the three access and communication programs can include information on transportation and transit options, locations, and schedules.
- **Neighborhood Livability**—the clearinghouse for neighborhood information can help improve livability by providing information that will enable neighborhoods to improve their livability and possibly work together to build connections and work on common issues and problems.
- **Investing in Critical Resources**—much of the information provided in access and communication will be on critical resources like fire protection, police protection, infrastructure, and the environment. It can also create an environment in which citizens understand the need for these resources and are willing to invest in them.
- **City Life**—information on such activities will be provided as part of all three programs.

- **Healthy Community**—the Community Wellness Program includes disseminating information on available social services, and the Community Building Program includes providing information to neighborhoods and city residents. Both of these programs relate directly to all three programs in access and communication.
- **Competitive Economy**—information provided in access and communication can include information on economic programs and incentives and where they are available.
- **Life-Long Learning**—information being provided through the three programs is a fundamental part of the life-long-learning process.



FOCUS BUILDING BLOCKS

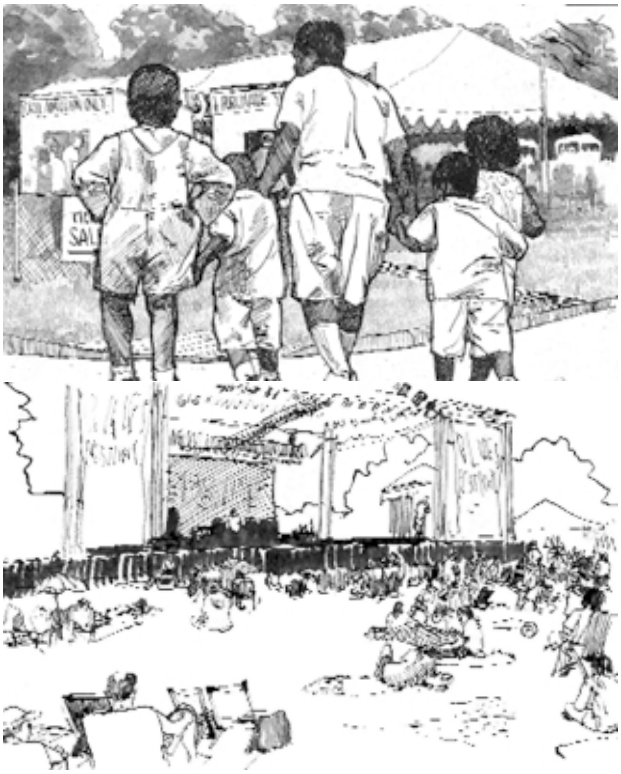
City Life

Cities are exciting and invigorating places, and the New American City provides a rich venue in which to take advantage of and enrich the typical elements of a city. People formed cities to communicate with one another, to ease commerce, and to join together for fun. The New American City recalls some of these historic elements of urbanization and expands them to meet the needs of 21st Century America. "City Life" includes all of the characteristics that make cities exiting and the specific characteristics that make Kansas City a unique and urbane place to be.

City life includes the **excitement of activities**—from street fairs, ethnic festivals, and neighborhood homes tours, to major-league sports and the standard cultural fare that all big cities provide to their residents—symphony, opera, art galleries, theater, the ballet. These activities help give a city an identity as a specific place, as a fun place to be, and as a place in which important things are happening.

City life includes the **environment** in which we live—the environment that makes Kansas City a special place. Environment includes the special meeting places of cities that enable us to come into regular contact with many different people. It includes "graffiti art" on a bridge abutment, "sky stations" on top of the Bartle Hall pylons, and the unexpected painting on the side of a downtown building. It includes the fountains, parks, and boulevards that help give Kansas City its identity. All of these things begin to define the unique character of the city.

City life includes **diversity**—the myriad little things that are not found all together in one spot, except in cities. Kansas City is a microcosm of a larger place—we do not have everything you might find in a New York or San Francisco, but we have grown significantly in recent years. We have ethnic neighborhoods, ethnic restaurants, any kind of culture a person would want, and institutions that bring us all



together to enjoy our diversity. By celebrating our differences and diversity, we will make the New American City a reality and add quality to all our lives.

How do we create excitement?

Cities are by their nature exciting places to be. They usually contain the major community facilities of a region and host the region's main community events. Programs to expand the scope, appeal, and diverse content of these events will bring everyone into and identify with the city and will increase connectedness in the New American City.

In order to expand the appeal of events and to increase excitement in being in the city, we should:

- Provide cultural programs at FOCUS Centers (see that building block) to highlight the character and culture of the surrounding area
- Create youth programs that highlight the culture of youth and ethnic groups
- Develop creative youth programs of existing cultural organizations to provide future audiences and performers for these groups and to enrich young lives
- Expand the number and types of street festivals in the city
- Expand the jazz festival so as to solidify our reputation as a home of great jazz

How do we enrich our environment?

Cities also have an inherent appeal in terms of the feeling one gets just by being in a city, seeing the unique places that help comprise a city, and coming across the unexpected. Caring about this environment, making its elements work together to create synergy, and focusing on actions to make it even better will make city life something special in the New American City.

Actions that will enrich our environment include:

- Concentrating major cultural facilities in the downtown area—locating a Performing Arts Center downtown, reinforcing the Avenue of the Arts
- Creating additional amenities, a unified streetscape, and design guidelines for downtown
- Developing an entertainment-based nightlife concentration near the convention center
- Clustering compatible cultural activities

- Identifying cultural hubs and corridors (see the Connecting Corridors building block) in addition to downtown, throughout the city:
  1. along the Missouri River, linking new development along the river with adjacent ethnic neighborhoods, downtown, and the City Market
  2. also along the Missouri River, creating a riverfront walkway system from Parkville to the Broadway Bridge area through the City Market area and including the Town of Kansas Archaeological site
  3. in the area north of the river along the Inter-urban Rail Line, Strang Line, and the areas that are archaeological zones
  4. linking 18th and Vine and Southwest Boulevard, creating a corridor tying together the African-American and Hispanic cultural areas, with the Jazz Hall of Fame, the Negro League Museum, Gem Theater and the restaurants and retail establishments at one end and the revitalized Hispanic district with its distinctive restaurants and retail activities at the other
  5. the Brush Creek Corridor which passes through the Country Club Plaza and past the Nelson-Atkins and Bruce R. Watkins Museums as well as the University of Missouri at Kansas City, Rockhurst College, and the Midwest Research Institute.
- Encouraging the adaptive re-use of existing and historic resources and structures at cultural hubs
- Using infrastructure investments and other investments to reinforce cultural hubs and culture downtown
- Establishing a positive arts and graffiti program to engage youthful energy in activities that will highlight local culture
- Creating widely recognized gathering places to hold major citywide events
- Creating gathering places throughout all parts of the city for smaller events
- Making Penn Valley Park into a “festival park”
- Expanding the role of the Municipal Art Commission
- Requiring 1% of City infrastructure projects to go toward design enhancements and beautification of public projects
- Establishing development guidelines that address public art, billboards, and streetscape
- Making public areas in public buildings into display spaces for works of art

How do we enrich people through diversity?

One of the characteristics of a city that makes a city an exciting place to be is the diversity of cities. They are full of people of different types—ethnic groups, economic groups, cultural groups, interest groups, and everything in between. The New American City will make connections between all of these groups, and the fun of meeting and getting to know someone completely different from oneself will be ever-present and celebrated.

In order to increase opportunities for encounters and communication among diverse groups, we should:

- Create mechanisms and events that will emphasize our Hispanic population, their heritage, and our potential to become a bilingual city and use this to spotlight positive aspects of diversity and to create an economic tie for the city to Mexico along the I-35 corridor
- Expand participation in all forms of the arts
- Develop ways to bring ethnic groups and cultures together to experience each others art and culture
- Provide multi-modal transportation to arts and cultural activities
- Publish a monthly calendar of events that includes small organizations as well as the major cultural institutions of the city
- Create mechanisms for larger cultural organizations to meet regularly with smaller, especially diverse, organizations to create partnerships, share space, and unite in presenting programs
- Add minority and ethnic group representatives to the boards of major cultural organizations

What will make city life even better?

Many public/private partnerships for funding and supporting essential culture and amenities already exist in the city, and their increase or expansion is an important ingredient in the equation for reinforcing and expanding future cultural activities and amenities. We will target incentives and gear development standards to the types of cultural activities and amenities that represent connection and synergy. We will create benefit districts to implement capital improvements needed for connections and synergy among cultural groups and amenities.

Incentives, development standards, and zoning will encourage mixed-use development and amenities, and will encourage the concentration of activity in cultural hubs that make cultural activity and synergy possible. Design guidelines will

reinforce area identity, streetscape designs, and amenities.

Cross-cultural programs and multi-community mentoring will create partnerships among a variety of ethnic groups. A central cultural coordinating organization will bring the agendas and needs of organizations together. And shuttle buses will connect cultural attractions. Later, park and ride services will provide transportation to major cultural events.

How does "city life" relate to the other FOCUS Building Blocks?

Creating excitement, improving the quality of our "urban" environment, and celebrating our diversity are but three components to make Kansas City a unique and enjoyable place. To be successful, these strategies must be related to other strategies outlined in the other FOCUS Building Blocks. The relationship of the "City Life" Building Block to the other FOCUS Building Blocks is outlined below:

- **Citizen Access and Communication** — The proposed Kansas City Spirit program and an expanded City Communications Office could take on many of the responsibilities of publicizing and promoting activities related proposed in "City Life."
- **Community Anchors –** Depending on their level of involvement in the community, anchors could sponsor events for youth, ensuring that they are exposed to the variety and culture that exists in "city life." Anchors could also take a major role in decisions relating to the location and funding for the creation / expansion of new / existing cultural facilities.
- **Competitive Economy –** An active "city life" will enable us to attract and retain businesses and jobs. Recognizing culture as commerce will make Kansas City an enjoyable city for residents and visitors alike.
- **Connecting Corridors –** The "corridors" program would include a cultural corridor linking 18th and Vine with Southwest Boulevard and the West Side neighborhood. Other corridors linking historic, cultural and ethnic enclaves throughout the city could also be a component of the "corridors" program.
- **FOCUS Centers –** New FOCUS centers located throughout the city could be used to create programs highlighting the culture and history of surrounding neighborhoods.
- **Moving About the City –** A multi-modal transportation system will increase physical transit connections between major cultural and entertainment venues. Pedestrian bicycle pathways will connect neighborhoods so that people can participate in neighborhood cultural and entertainment activities.
- **Quality Places to Live and Work** – Cultural facilities and other physical components of our urban environment could be used as the focal points of mixed use centers, enhancing the sense of place for the area in which they are located.

FOCUS BUILDING BLOCKS

Community Anchors

A community anchor is an organization that contributes to the identity, stability, and growth of specific neighborhoods or of the community at large. An anchor may have this impact for many reasons—because of its size, role, activities, history, location or tenure in the community, and also because it chooses to be an anchor and it has the capacity to be one. Many such anchors are institutions such as foundations, hospitals, community clinics, universities, churches, schools, community centers, community development corporations, and similar organizations and facilities. Others are corporations, lenders, and other businesses with a significant history or presence in the community. Most anchors work within a neighborhood or a group of adjacent neighborhoods. A few have a city-wide perspective and work throughout the city.

An individual, as well as an organization, can be an anchor. In fact, it is often an individual within an organization that propels that organization to anchor status. The individual him- or herself may also act as an anchor. Kansas City also has a rich tradition of leading families that have invested in the community and have made their organizations into anchors having a significant impact on the community as a whole and on the city's neighborhoods.

Why do individuals and organizations become anchors?

At a time when the Federal government and other levels of government may clearly be spending less, responsibility for providing needed community programs will necessarily fall more heavily on community members to fill the service and funding gaps.

A community meeting at a church

Organizations become community anchors not solely because of altruistic impulses, but also because of the benefits they perceive that they will gain by engaging in this type of community support.

These benefits include:

- Neighborhood and community goodwill, which may increase business for retail and service establishments and provide support for a firm undergoing hard times or needing to expand or relocate
- Greater exposure within the existing geographic market, and/or exposure in additional markets
- Tax benefits, e.g. those related to community development and enterprise-zone investments
- A better, more highly skilled workforce with greater loyalty fostered by the enterprise's good works

For a not-for-profit organization, acting as a community anchor may simply fit within its mission statement.

What will make them happen?

The primary consideration in implementing this building block may be summed up by the word **partnership**. Kansas City is already home to a variety of admirable collaborative efforts, and Kansas City will continue to promote and broker creative partnerships that can help the community meet current and future needs. Often the anchor's partner is the surrounding neighborhood.

The New American City will recognize and reward current anchors and attempt to retain and attract additional good corporate citizens. It will encourage additional enterprises to become community anchors. It will promote the benefits of becoming and being a community anchor, on both an individual and an organizational basis. It will encourage anchors to get involved where there are existing transit facilities, arterial streets, and contiguous development. It must also encourage the formation of partnerships among enterprises within the public, private, and non-profit sectors in order to support and broaden the activity of community anchors.

What do they do?

There are four basic types of anchors that provide the following types of services:

- **Stable Community Presence—**The most basic type of anchor, it is an organization that has maintained a presence in an area over a period of time, and has contributed to the area's well-being by providing jobs, paying taxes, maintaining and reinvesting in its property, and providing residents for the neighborhood from among its employees. Their mere presence has benefited the neighborhood and the city, both directly and indirectly.

- **Participating Neighbor**—In addition to providing a stabilizing presence in the community, some anchors are active local citizens. They may join the local neighborhood association(s).] They may open their facilities for use by adjacent neighborhoods and community organizations, or they may provide in-kind services for certain causes and local activities, such as paint-a-thons, Little League teams, and block parties. Many are partners with the surrounding neighborhood.
- **Active Outreach**—These anchors have also developed active community outreach programs derived from the expertise or mission of their organization. These anchors seek out those in need instead of waiting for them to seek help. They have joined the local neighborhood association(s) and have frequently sought out the neighborhood as a partner, or vice versa. They may offer such programs as child care that the entire community as well as employees can use. Hospitals that are anchors might offer daycare for sick children. They may offer programs and activities for area children to acquaint them with the work world. They may affirmatively seek out neighborhood residents as employees.
- **Super Anchor**—Some anchors not only fulfill all the roles described above, but stretch beyond their normal missions and activities to participate actively in all facets of community life. Many times, their activity consists of investing in the development or redevelopment of areas near their facilities, alone or in partnership with other organizations. Usually, they are active partners with the surrounding neighborhood.

Anchors already provide a potent and needed partner and addition to governmental support. They can offer a wide range of specific and direct community assistance, all of which should meet FOCUS goals and objectives and the objectives of the surrounding neighborhoods. These types of assistance currently include or can be expanded to include the following, which does not constitute an exhaustive list. Every anchor would not be involved in every type of assistance listed below. Anchors would provide the specific services needed or desired by the surrounding area, often defined in cooperation with the residents and representatives of the area.

Types of services anchors might provide include:

- Providing jobs for neighborhood residents
- Developing partnerships between schools and businesses of all kinds to increase the skill levels and experience of the future labor force
- Developing learning satellites in existing schools and / or in FOCUS Centers (see that building block); use the facilities and resources of these schools for classes and job training that increase the knowledge, skills, and capacity of available workers in the neighborhood surrounding the school so as to im-

prove their ability to find good jobs—particularly targeting the unemployed and underemployed

- Helping other institutions and organizations develop alternative schools
- Setting up scholarships or forgiving loans in order to encourage people to undergo training for occupations that are under-represented in the area's population, with special emphasis on targeted populations that have high rates of employment problems
- Providing special workplaces for vulnerable workers—those whose jobs are being phased out, handicapped workers, uneducated or untrained workers, etc.
- Developing programs to provide human services, such as adult daycare, multi-generational interaction, preventive health measures, child care, and social services for low-income residents
- Providing arts and cultural activities
- Helping surrounding neighborhoods develop connections and partner with other neighborhoods of different race, income, urban/suburban character, etc., in addressing opportunities, issues, or problems
- Creating and strengthening programs to assist small developers and non-profit corporations in redeveloping small-scale commercial areas where previous structures have been demolished, which revitalizes areas, createsjobs, and helps bring residents to the area
- Creating programs by which they, together with nearby lenders, businesses, or CDCs can develop risk pools for credit, and offer assistance to employees or nearby residents in repairing or rehabilitating homes, meeting down-payment requirements, or co-signing loans for home-ownership in the area surrounding their facilities. An anchor could even be or become the local CDC
- Using Federal Income Tax Credits and Low- and Moderate-Income Tax Credits to help improve the surrounding area
- Rehabilitating Dangerous Buildings
- Using or re-using historic properties
- Helping organize, or participating in, historic surveys or creation of a historic data base
- Using the National Trust for Historic Preservation's Main Street Program to help preserve anchors and their surrounding areas
- Providing new or existing moderate-income housing, subsidized housing, or Public Housing in the surrounding area
- Providing housing for middle- and upper-income residents in the urban core, developing downtown housing, or re-using commercial buildings for residential use
- Participating in adopt-a-school and adopt-a-block programs

- Donating materials, printing, or seed money for neighborhood projects, e.g. refurbishing playgrounds
- Lending legal or financial advice to neighborhood organizations
- Creating a program that places used business computers into neighborhood centers and into the hands of those who otherwise could not afford them
- Initiating efforts that help protect the environment
- Providing leadership or support programs for new entrepreneurs, including micro-enterprise loan programs, business directories, and business mentoring
- Being sensitive to the surrounding area when the anchor expands its physical facilities—in their maintenance of all properties they own and in the way that the expanded facilities relate to the surrounding properties and people

What is the value of having anchors?

FOCUS recognizes the value of current community anchors and will build upon these successes to more fully take advantage of the benefits of having them. Anchors are essential to making FOCUS happen in a variety of ways, including obtaining community buy-in, raising the community's awareness of important projects, moving forward on public/private partnerships, and helping fund needed initiatives. FOCUS will include strong anchors as an integral part of the New American City. We will accomplish this by implementing a "Community Anchors Program."

What is the Community Anchors Program?

In order for Kansas City to take full advantage of the services that anchors can provide, and in order to ensure the existence of anchors in the community, FOCUS recommends the creation of a Community Anchors Program. After FOCUS is completed, an organization will implement the building blocks and the seven component plans. This organization may be part of City government, a separate non-profit, a combination of the two, or something else. This organization would also manage the Community Anchors Program. Regardless of the form this organization takes, the Community Anchors Program would have an advisory board made up of representatives of existing anchors, neighborhoods, businesses, government, and foundations. The advisory board would review program design and materials and would monitor the program's progress.

The goals of the Community Anchors Program would be to:

- Create/encourage anchors in areas where there are none, and recognize and reward anchors who are having a significant impact on their areas
- Create a system for identifying problems that need addressing and anchors that can help address those problems
- Provide incentives that will create or encourage anchors
- Provide anchors with the tools needed to move up a step or two in the anchors hierarchy by adding to the types of activities in which they are involved
- Create mechanisms for anchors and other organizations to establish partner-

ships that add to the benefits for the community from having anchors

A generous atmosphere, a philosophy of caring in the community and in organizations, and informed leadership help create anchors. Creating or encouraging the creation of new anchors is an important community activity.

A program to create anchors would involve the following steps:

- Identify **areas** having few or no anchors or identify areas that have anchors providing a limited range of services. Work with neighborhoods and other community organizations to identify anchors. All parts of the city need anchors, and some areas do not have them, often because they lack strong businesses with the experience or capacity to get involved with no advice or direction. Prioritize those areas with the greatest problems or issues and fewest anchors for the first action.
- Identify **issues or problems** that need to be addressed, by areas of the city, and define those that should be addressed first, consistent with FOCUS goals
- Identify **support services** and local land uses than will provide an environment in which a potential anchor can succeed.
- Identify **potential anchors**, including anchors in adjacent areas, anchors active in cities adjacent to Kansas City, major businesses and institutions and other organizations in the area, new businesses or organizations moving into the area or the city, and "start-up" businesses and organizations, which might be anxious to become anchors and to address specific issues, especially in the areas identified above as most needing anchors. Encourage these organizations to become anchors, as defined below.
- Put together **information packets** to let potential anchors know what the benefits are in becoming anchors, how can they help meet community goals, how they can integrate the community mission into their corporate mission, how other organizations have helped address similar problems or have helped in similar areas
- **Review** all of the above information with the advisory board to obtain their advice and comments
- Create an outreach program of **peer-contact** to work with prospective anchors. Get the CEO of an anchor to carry packets of information to new businesses or organization that might become anchors. Organizations and people respond most often to their peers, and we should use them to promote the idea of anchors through having existing leaders of existing anchors work with leaders of other organizations. Peer pressure and showing that organizations have common concerns, needs, and challenges both create anchors—peers will often have the same self-interest as the target organization, and peers can help other organizations see what their self-interest really is.
- The CEO should show other organizations how the organizational **mission** must include the community in order for the organization to truly be an anchor. The vision and mission of the organization will draw individuals into the organization. An anchor must include their responsibility to the community and community involvement in their mission statement and strategic plan

and the leadership must see the value in going beyond the basic mission. Such goals might include creating a livable and safe environment for future children, building for future generations, doing the "right thing," intervening in the community to prevent problems through preventive measures, and better use of tax dollars.

- The CEO should show other organizations how enlightened **self-interest** can help them when they become anchors. Most anchors are not anchors only because of altruism. Enlightened self-interest can link with becoming an anchor and with involvement in the community if organizations can see how it will also help them. Reasons involving self-interest might include protecting current physical investments, improving the organization's image, gaining recognition, or helping create stability in their surrounding area.
- Establish mechanisms to promote **leadership** within organizations, which must be developed in order for an organization to become an anchor or to remain an anchor. We should expand the number of individuals of influence within an organization and recognize their ability to make things happen. We need to identify successors to the individuals who drive anchors and train these successors (possibly in conjunction with current community leadership programs) so the organization will continue and grow as an anchor. We need to begin training the second tier of leaders and get them involved in community-building activities, so the initial leaders can pass on their philosophy of service. Anchors must become systemic, not personality-driven. In order to do this, they need: continuous development of leadership and an atmosphere of ownership in the organization so it will continue as an anchor.
- Develop a package of **incentives to help create** or encourage new anchors. The existence or non-existence of incentives can encourage an organization to become an anchor.

Besides convincing organizations it is in their self-interest to become an anchor, other incentives might include providing tax abatement and other development incentives (especially needed in the urban core), providing City infrastructure, providing City assistance with property acquisition or demolition needed by anchors, providing special City processing of the anchor's requests, priority for City funding or programs, providing linkages to other government programs like LINC, decreasing crime levels or education about the false perceptions of crime levels, providing information on a specific problem and issuing a challenge for them to address it, creating a program to promote excellence in order to inspire anchors, and creating networks so that anchors can feel ownership of their activities and gain strength from working with other anchors.

Incentives could be higher for organizations that create partnerships. Non-profit organizations may feel less need for certain types of incentives and may respond

more directly to the benefits the community derives from their activities.

- Develop a program to **publicize and market** the availability of incentives for new anchors.

Existing anchors also need recognition and encouragement and sometimes need incentives in order to remain active or even to remain in the city or in their neighborhood(s).

Rewarding and retaining existing anchors would include the following steps:

- Develop a strong program to **retain** anchors. The process of reaching out as an anchor and seeing how they help an area can inspire some anchors to remain in a community. Others may need encouragement. Incentives can cause anchors to leave or stay. We can also challenge existing anchors to address a particular goal that the City or the community feels is important. Addressing problems in the area around the anchor and that are within the City's control can also encourage anchors to stay and add their involvement to problem-solving.
- Develop a package of **incentives to help reward and encourage** existing anchors—publicize and market what anchors have done—which organizations are doing "the right thing" rather than those who are not, and create a program of awards and recognition for successful anchors—K.C. Anchor of the Year, District Anchors of the Year, partnerships of anchors, or anchors that have been active for many years. Rewards might also serve as incentives to create new anchors.
- Develop a program to **publicize and market** the availability of incentives for existing anchors.
- Develop a program of **City investments** to support anchors. Target public investment to help create and reinforce anchors, and create public facilities that actually <u>are</u> anchors, such as KCI. City staff should think about creating or reinforcing anchors with public investments, such as making an area a priority for receiving a community policing CAN center if the area needs an anchor. Economic development dollars and incentives can also help create and reinforce anchors (see the Competitive Economy building block). Areas should be priorities for new anchors when they need economic development, public investment, or redevelopment.
- Develop a program to **expand the involvement** of anchors. Part of this effort would include showing anchors how to let the community know they exist, so more people know about their services if they need them. This would also involve creating mechanisms for anchors to move up in the hierarchy of anchors, from perhaps a "Stable Community Presence" to an anchor that provides "Active Outreach."
- Develop a program to encourage successful anchors to work with other anchors or organizations and create **partnerships** that are even more effective than individual anchors, in order to leverage and maximize services. There are few anchors that act city-wide, and partnerships can also help create anchors that do work city-wide.

Sometimes anchors can create a partnership of two private-sector organizations. Sometimes they can create a public/private partnership that establishes an anchor in an area with few anchors. The City already requires some anchors to form partnerships, as when it requires CDCs and developers to work with surrounding neighborhoods. At a minimum, this partnership effort would require the anchor(s) to work as a partner with the surrounding neighborhood(s).

As the concept of anchors becomes more sophisticated, the program would identify specific community or neighborhood institutions to work together to meet a range of needs for the surrounding area. For instance, a specific neighborhood or group of neighborhoods could have a partnership that included a business, a school, and a social service organization. These groups could work together to target resources to families in need and identified by the school, and the social service organization could work to meet those needs. The business and school might provide volunteers to work with the social service programs.

As with creating anchors themselves, creating partnerships also involves creating mechanisms for the organization to see how the partnership will benefit them—how it will help the organization fulfill its mission, how the organization's success depends on the health of the community, how it will help the organization save money, how the synergy from a partnership will allow an organization to accomplish its goals or mission more effectively, etc. Initial projects should have a lot of impact for a minimal cost in order to get buy-in and ownership. Using existing networks and groups that anchors already belong to will also help create partnerships.

The Community Anchors Program will develop as a progression, with the most basic components implemented first. These first steps would include recognizing existing anchors, identifying areas needing anchors, identifying organizations that could potentially be anchors, and identifying needs of the surrounding area. More difficult, and perhaps more costly, components would follow after evaluating the success of the initial steps in the program.

How will the Community Anchors Program be funded?

The Community Anchors Program may be operated as a non-profit entity, but even if it is, there will always be a component of government involvement. FOCUS anticipates that the public and private sectors will together fund the initial start-up of the program. This start-up will take three to five years. After that, hard funding for the program will transition to a greater portion from the private and/or foundation sectors. The public sector will also provide technical input related to neighborhoods and their needs, and assistance in coordinating elements of the program.

How do anchors relate to other FOCUS building blocks?

One of the principal tenets of FOCUS is that actions in one sphere of activity have effects in other spheres. One of the missions of FOCUS is to anticipate and take advantage of synergy and to mitigate unintended consequences. The Community Anchors building block relates to other building blocks in many ways, and many of these present great opportunities for synergy.

Some of these relationships to other building blocks are listed below:

- **Moving about the City**—existing transit facilities or providing new facilities will make it easier for anchors to have an impact in some areas; anchors may be located near public transit
- **FOCUS Centers**—anchors may help provide FOCUS Centers; schools may be anchors and may also be FOCUS centers and activity centers
- **Connecting Corridors**—corridors may connect anchors, the anchor's physical plant, facilities and services they provide, and neighborhoods they are located in or near
- **Quality Places to Live and Work**—anchors that provide specific facilities should include the specific development characteristics of quality places to live and work as they develop these facilities; anchors' own facilities should include the characteristics of quality development so that they will be physically tied to their surrounding community
- **Neighborhood Livability**—an anchor can help provide some of the elements of a livable neighborhood (connections, identity, homeownership assistance, housing rehabilitation, etc.)
- **Citizen Access and Communication**—anchors can encourage and make provision for citizen involvement and for communication and connection between people and areas
- **Healthy Community**—an anchor can help provide many of the elements of a healthy community (prevention and health services, forums in which diverse groups can connect with one another, youth mentoring, etc.)
- **Competitive Economy**—Kansas City can work to attract businesses that have a record of being anchors in other cities; Kansas City can provide incentives to encourage businesses to become anchors; and Business Retention strategies can help attract businesses that will become anchors

FOCUS BUILDING BLOCKS

Competitive Economy

The economy of a city affects every element of life, from jobs to taxes, to our quality of life. Technology and trade have opened new opportunities in regional, national and global markets. Not only are cities, regions, and countries more interconnected with one another but they are also in competition for the economic gains associated with a rapidly growing and evolving economy.

As markets expand and technology continues to evolve, the 21st Century will be one of greater economic growth and opportunity. In the New American City, our goal will be to provide Kansas Citians with the opportunity to thrive and succeed in an economic system that is highly competitive. We will also seek to continue to expand our economic base by increasing property values while we create new job opportunities and increased incomes for city residents.

How Do We Meet The Challenge?

The Kansas City, Missouri economy has historically shown moderate expansion with few of the booms and depressions other cities faced. A balanced and diversified economy has helped the city and its citizens avoid difficult economic downturns. As communications, computer technology, professional services and other related industries emerge, the New American City will need to develop an aggressive and comprehensive economic development strategy to respond to the con-

stant changes in markets and technology. In Kansas City, our economic development strategy will be directed to meet the following objectives:

- To build on our strengths.
- To prepare Kansas Citians for careers in the future.
- To facilitate economic activity throughout the entire city.
- To balance support for retention, expansion, and relocation of businesses.

Building On Our Strengths

Our first objective, as we move towards the 21st Century, is to utilize our assets and strengths to our advantage. By promoting and enhancing our strengths, we will make Kansas City more attractive to businesses and we will encourage them to stay, expand or relocate to our city.

Central location

Kansas City's central location has been one of its greatest strengths. Businesses located in Kansas City enjoy a unique advantage because our central location gives them the opportunity to reach national and international markets. Our location is an innate asset that we should continue to exploit. This could be done by adopting the following strategies:

- Strengthen Kansas City as the trade and service center of the Midwest. Promote the city as a major anchor of the North American Trade axis between Canada, the United States and the Southern Hemisphere. This could be done by:
  - Using and continuing to promote Interstate 35 as the major connecting corridor for trade between North and South America.
  - Developing Richards Gebaur as a major industrial transportation center to support international trade activities.
  - Building on our Sister City and other relationships with Mexico, Canada and other cities around the world.

Communication and Transportation Center

Kansas City has historically been a center for the transportation of people, goods and services. This is another strength we should build upon as we continue to become a major center for the exchange of goods and information. This could be done by adopting the following strategies:

- Promoting forums around priorities of attracting and expanding those industries that build on the work underway by the area chambers of commerce, economic development corporations, Universities, and KC-ADC.
- Continue the SMART CITIES program that promotes Kansas City as a center of high technology, telecommunications and information..
- Ensuring that all new and existing commercial and industrial structures can accommodate advanced technology and telecommunications services.

- Making strategic investments in transportation related infrastructure to facilitate mobility between residential and employment areas and to facilitate the movement of goods.

Quality of life

Kansas City's quality of life, low cost of living and strong work ethic have also three of its traditional strengths. Businesses who are looking to ensure their long term profitability often look beyond the short term benefits of tax credits and incentives and look at cost of living and quality of life factors. To the extent that we can maintain our outstanding quality of life and low cost of living, Kansas City will capture the economic benefits of today's competitive economy. The following initiatives will maintain or enhance Kansas City's quality of life:

- Provide quality housing opportunities for all income levels in all areas of the city and in proximity to employment areas.
- Encourage businesses to have a neighborhood attachment or ethic. Encourage businesses in the community to participate in the Community Anchors program (See the Community Anchors Building Block).
- Encourage mergers and acquisitions of businesses in the city to maintain and develop relationships with the community.
- Develop new employment centers as mixed-use districts that provide housing, services, and entertainment opportunities for people.
- Promote and maintain high environmental quality by providing incentives to businesses and industries which have a good track record in complying with environmental regulations.
- Promote and enhance Kansas City's unique cultural and historic assets. We could do this by creating and promoting a Heritage Tourism program or other tourist destinations that will attract visitors to Kansas City. (See the City Life Building Block and the Preservation Plan).

Preparing Kansas Citians For The Future

In a large regional economy such as Kansas City's there are many employment opportunities in a variety of industries, from manufacturing to high technology and services. In this type of an economy, businesses seek a skilled labor pool that can think ahead, anticipate challenges and suggest solutions to improve products

and production methods. In the New American City, people will have the opportunity to receive the training and education so that they can develop a variety of adaptable skills that can be applied in a broad and diverse regional economy. One of the objectives of our economic strategy must be to ensure that a high quality workforce exists now and in the future. To accomplish this we must:

- Create and stimulate partnerships between businesses, technical schools, community colleges, high schools, public sector, community organizations, the labor community and service agencies to design and implement a workforce development curricula which includes parallel training and education components. These include:
  - An intensive educational program that emphasizes, among others, math, science, computer technology communications and interpersonal skills that can be readily applied in real-world work environments. To facilitate access, physical and electronic linkages to schools and other training and information facilities should be improved and / or provided.
  - A variety of internship and mentoring programs that allow high school and college students to apply their education and skills while gaining meaningful work experience.
  - Job placement and counseling programs, with appropriate follow-up, to ensure that people are receiving the necessary training and education.
  - Intensive, front end mentoring and acculturation on the job.
  - Continuous improvement of job skills for all levels and types of employment to ensure that people remain employable in a variety of businesses and industries.
- Promote flexible, rather than semester-based or structured training in order to expand on site skill training — link larger pools of employees to new education and training enhancements — and prepare non-traditional workers for new job situations.

(See the Human Investment Plan for more on workforce development.)

Facilitating Economic Activity

Whether they are looking to expand or relocate, businesses are interested in minimizing the capital and operating costs associated with opening, expanding or relocating their operations. A third objective of our economic strategy is for the City to help businesses in minimizing business start-up or expansion costs. We can do this by developing strategic land use plans and policies, by using public investments and incentives in a well thought out manner to increase private investment, and by providing an attractive regulatory climate.

Land use

Kansas City is in a position to capitalize in today's competitive economy. Much of the city's land area is undeveloped and there are sizable amounts of commercial and industrial land available for redevelopment in the city. To ensure future economic growth in the future, we must:

- Establish development plans for the industrial and business districts in the city with five and ten year implementation timelines. These plans should emphasize the following:
  - Removal of older, blighted industrial areas and brownfields so that they can be easily and inexpensively redeveloped. This could be accomplished by targeting incentives for the redevelopment of these areas, particularly in the urban core.
  - Remedy adjacent land use problems to encourage infill development.
  - Targeted business development in the Central City, Industrial Crescent, 210 and KCI corridors.
  - Provision of advanced telecommunications and technology infrastructure.
  - Development criteria and design guidelines that specify when and where mixing commercial uses with residential uses is appropriate.

(See the Northland and Citywide Physical Framework plans for statements regarding the use of land assets in less developed areas.)

Public infrastructure and incentives

Capital facilities and infrastructure determine the patterns of development in a city and can be used to guide and assist economic development. To obtain the maximum benefit from public infrastructure and capital investments, Kansas City must:

- Develop a consistent process of prioritizing its capital facilities and infrastructure needs. This process should take into account the following:
  - Placing higher priority on maintaining existing infrastructure and upgrading inadequate infrastructure in developed areas than on extending infrastructure into undeveloped areas.
  - Providing adequate funding for new infrastructure and maintaining, replacing and upgrading physical infrastructure.
  - Coordinating public investments to support existing business areas and development programs.
  - Uniting business and government to encourage responsible growth with a long term positive return on investment. (See the Governance Plan).
  - Using major public investments to encourage economic development.
- Facilitate the mobility of people, goods and services and maintain the connections between the region's residential, commercial and industrial areas to maintain the economic health of the entire region. We will accomplish this by:
  - Improving access to employment and educational opportunities by providing a multi-modal transportation system that connects places where people live, go to school, work, and play (See the Moving About the City Building Block).
  - Making improvements and providing increased connections and mobility between the Northland and the rest of the city. Provide east and west

arterials in the Northland to allow greater accessibility between employment and residential areas.

In addition, we must also support and encourage investments in projects that will have a positive impact on the image of the city and the region. These projects can provide a significant boost to the local and regional economy and can serve as catalysts for additional investment from the private sector. To accomplish this, we should:

- Create an integrated, mixed-use 24-hour community with office, housing, retail and entertainment districts. Projects and programs that should be included in this effort are:
  - Completion of the Civic Mall / Government Center
  - Construction of a performing arts center in the Central Business Corridor
  - Continued redevelopment of the River Market and the Garment District
  - Continued construction and rehabilitation of residential and housing units.
  - Construction of a transit system that connects our riverfront and the downtown to midtown, the Country Club Plaza, and institutional areas in Northland such as KCI, and Maplewoods Community College and the southern part of the city
  - Creation of a parking and transportation management program
  - Construction of parks, walking and biking trails and other recreational opportunities

Government and Regulations

In a competitive economy, government has an important role and it is to maintain an attractive, competitive, and responsible regulatory environment for businesses. In addition, government must also make strategic use of existing business and development incentive programs. Using the appropriate combination of incentives and regulations will create a favorable business climate and increase economic activity. To do this, the City should:

- Minimize bureaucratic and regulatory obstacles. Develop a “first-stop shop” development center for getting permits. This place should also serve as a central clearinghouse for information for business. Basic information about licenses, taxes, zoning ordinances, and building codes could be provided.
- Create a “fast track” development review and approval process for developments which are considered strategic investments.
- Be proactive and seek out developers and businesses willing to undertake projects that support FOCUS objectives for quality places to live and work. Ongoing staff support to those projects should be provided.
- Develop a consistent and predictable process for the administration of development incentives.
- Use development incentives as strategic public investments to enhance the

overall availability of capital for private investors. Development projects which receive financial incentives should meet the criteria and priorities established for their use and should be consistent with and linked to FOCUS strategies and should be scaled to the benefits they provide. Specifically, development incentives should be used to support the following activities:

  - To promote development in specific locations (i.e., infill development throughout the city, development in the Central Business Corridor, mixed-use centers).
  - To promote development of a specific type (i.e., compact development, mixed use development, other development that supports multiple transportation modes).
  - To encourage rehabilitation (i.e., rehabilitation of residential areas neighborhoods, historic properties and districts).
  - To encourage the redevelopment of commercial and industrial areas, both large and small.
  - To attract businesses, particularly those which have a record of being good citizens.
  - To mitigate environmental problems (i.e., redeveloping of contaminated, brownfield sites).

- Create labor and tax regulations that are supportive of entrepreneurial activities
- Communicate both the diversity and the fairness of Kansas City's tax structure
- Contact companies on a regular basis to offer assistance and to receive their advice on how to improve the business climate.
- Reinforce communication between the City and the labor community so they can work together to exchange information and ideas that promote increased involvement of labor groups within the community on key issues. Representatives of the City Council, the City Manger's Office, Labor-Management Council, Greater Kansas City Labor Council, AFL-CIO, and the Greater Kansas City Building and Construction Trades Council should collaborate in this effort.

Balancing Support for Retention, Expansion and Attraction of Businesses

Kansas City has been successful in establishing and maintaining relationships with a variety of private and public entities. We have been successful in working with both the State and Federal government to complete tasks and projects that have had a positive impact on the economy of the city. Civic organizations and business organizations have been instrumental in helping Kansas City become one of the most desirable places to do business. The fourth and final objective of our economic strategy is to continue to build upon the relationships that we have established.

As we move towards the 21st Century, we must continue to create strong links with the region, government and businesses. We must continue to provide sup-

We must provide support to large and small businesses alike

port for businesses and entrepreneurial activity. To do this we must:

- Continue to provide assistance to businesses already located in Kansas City to ensure their continued success to enhance their competitiveness.
- Provide increased support and assistance to small businesses and minority and women owned businesses.
- Continue collaboration with MARC and work towards developing a regional agreement that recognizes that economic growth in any municipality within the region will benefit Kansas City and the region as a whole.

We can further ensure our efforts to act strategically by initiating an ongoing series of Economic Development Forums with the participation of educational institutions, government agencies, labor organizations, service agencies, civic organizations and private sector entities. The goal of these forums would be to propose and formulate economic development strategies and tactics relating to business recruitment, retention and expansion, development of educational and job training curricula, improvement of the business climate and other issues that will increase the city's long term economic competitiveness.

How Do We Measure Our Progress?

Overtime, efforts to increase the City's competitiveness should produce measurable results. There are a variety of parameters that should be used as indicators of progress, to compare the city's performance in comparison to other cities in the metropolitan area and other city's throughout the country. These include parameters include:

- Reduced unemployment rates and increased investment in targeted areas.
- Increased satisfaction by employers with workers' preparedness, decreased average time between initial employee search and hiring, and decreased turnover rate.
- Increased satisfaction by employees with job opportunities, wages and benefits.
- Greater participation rates in educational and training programs due to improved transportation systems, use of technological advances, FOCUS Centers, and community anchors.
- Increased number of small businesses and minority and women owned businesses.

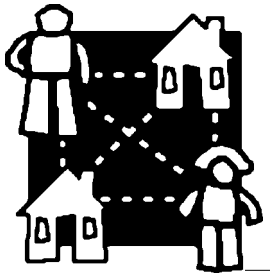
- Increased number of businesses and commercial activity downtown and other areas targeted for development.
- Increase in the number of businesses relocating to Kansas City because of the competitive advantage it provides in relation to other cities.
- Decrease in the vacancy rates for commercial / industrial properties.
- Increase in housing starts and construction permits.
- Increase in the tax base.
- Increase in income / wages.

These are some of the parameters that can be used to measure the success of Kansas City in a competitive economy. City agencies, such as the Economic Development Corporation, will be responsible for developing the baseline measures and tracking the city's progress on a regular basis.

How Does Competitive Economy Relate to Other Building Blocks?

One of the principal tenets of FOCUS is that actions in one sphere of activity have effects in other spheres. One of the missions of FOCUS is to anticipate and take advantage of synergy and to mitigate unintended consequences. The Competitive Economy Building Block relates to other building blocks in many ways, and many of them present great opportunities for synergy. Some of these relationships are listed below.

- **Community Anchors**-Many major economic enterprises will assume a role as community anchors. Small businesses, including start-up businesses, will profit from the assistance of community anchors, and will better thrive in the stable environment that they help to create.
- **FOCUS Centers**-Basic FOCUS Centers will provide information about City programs and services for assisting and regulating economic development. One Expanded FOCUS Center could be a career / entrepreneur center to assist citizens in increasing their job potential, job opportunities, and business profitability. Other centers could provide computer access to a career library, video classes, and technical assistance.
- **Life Long Learning**-Much of the Life Long Learning Building Block expands upon the Preparing Kansas Citians for the Future section of the Competitive Economy Building Block. In doing so, it will play an indispensable role in helping people adapt their skills to a rapidly changing economy. Employers themselves will need to provide opportunities for on-the-job training or cooperate with schools and training programs to see that needed skills are taught.
- **Moving About the City**-A good, multi-modal transportation system will ease travel to and from businesses by their customers, clients, suppliers, service providers, distributors, and employees Those seeking jobs will be assisted by accessibility to job placement and job training services.



FOCUS BUILDING BLOCKS

Connecting Corridors

Corridors are physical and cultural pathways that connect people, neighborhoods, and community anchors. But corridors represent more than mere physical connections. They also link history, culture, and ideas. Corridors come in a variety of forms. They can be extremely large, occupying huge portions of the City, or they can be relatively small, encompassing just a few blocks. Some corridors are urban in nature, dense pathways of automobiles, transit, pedestrians, and buildings. Others may be natural settings, with streams and woodlands providing placid trails or outdoor recreational opportunities.

In the Kansas City area, recent attention has been directed toward emerging corridors of different types. After a three-decade-long legal struggle, the construction of Bruce R. Watkins Drive is well underway. To be successful, it must be viewed as more than just a way of moving vehicles north and south. It must also act as a conduit for urban economic development along its path. Thus, much attention has been directed toward economic revitalization strategies and highway beautification efforts.

The same is true of the proposed light rail transit corridors. Enhanced ridership is an essential factor. But in the federal government's evaluation of Kansas City's application for funding, the positive influence of the transit corridors on the City's future development pattern must be demonstrated.

Like all cities, Kansas City is made up of many corridors. In all their varieties, they provide an overlapping web, which gives the City form and enriches the lives of its residents. Corridors link areas within and outside the City, provide settings for important amenities, and establish a series of landmarks by which to navigate.

When corridors cross, they can become the setting for important activities such as more dense or enhanced development, community anchors, or FOCUS centers. Corridors change over time. Some corridors decay, others are reborn, while others are just emerging. Kansas City corridor types include:

Great Pedestrian Streets

Corridors typically served by several modes of transportation and exhibiting a relatively dense, urban pattern of development. Streets and their adjacent uses have been designed to serve and promote pedestrian movement. They often occur over larger, connected districts best described as "pedestrian zones."

Boulevards and Parkways

For over a century, Kansas City's landmark 1893 Parks and Boulevards Plan has connected the City's parks, provided great physical amenity, united numerous residential and commercial enclaves, and enabled an orderly expansion of the City.

Transit Corridors

Early in the City's development, transit was a dominant influence of urban form. An effective transit corridor is frequently developed more densely than an automobile oriented corridor, and it often supports a pedestrian oriented environment.

Recreational Corridors

Corridors which allow people to engage in both passive, as well as active recreational pursuits. Activities aligning recreational corridors may be as simple as recreational bikeways or as complex as major entertainment or sports venues.

Natural Corridors

Preserved in a relatively natural state, these corridors are characterized by streams and rivers, greenways, wildlife habitats, and open spaces. They may be experienced directly through trails, trailheads and other access points or indirectly, through view points, which allow observations from outside the corridor.

Cultural and Historic Corridors

Corridors which link cultural activities such as museums and fine arts, as well as historic sites, buildings, and districts.

Highway and Interstate Corridors

With dominant automobile access, these corridors have been designed for efficient automobile movement. Adjacent activities are typically developed to be visible from and served by automotive traffic.

In many instances, corridors within Kansas City exhibit the attributes of more than one of these corridor types. For example, nine major corridors have been identified in the accompanying map and table. They are not inclusive of all major corridors in the City, but are listed to illustrate the multiple uses and range of types that exist. They include:

Urban Core/Central Corridor

A complex series of districts and contributing corridors extending from just north of the Missouri River to south of the Country Club Plaza, this corridor links areas such as the Downtown Airport, the Central Business District, Crown Center, Westport, the Country Club Plaza, the University of Missouri-Kansas City, boulevards, parkways, and a wide range of urban neighborhoods.

Kansas Citians enjoying a Natural Corridor

A number of smaller corridors contribute to the vitality of the Central Corridor. They include thematic corridors such as the Avenue of the Arts in Downtown Kansas City, ethnic entertainment and cultural corridors such as Southwest Boulevard and 18th Street, Boulevard corridors such as Linwood Boulevard and Brookside Boulevard, and others.

I-435 Recreational and Entertainment Corridor

On the eastern side of Kansas City, the I-435 Corridor is a highway linking many of the City's most significant entertainment and recreation venues. The northern anchor is Hodge Park, an entertainment, historical, and recreational setting. To the south, private developments such as World's of Fun, Oceans of Fun, hotels, and casinos align the corridor. At the intersection of I-435 and I-35 lies the Truman Sports Complex. At 63rd Street, Swope Park is the setting for the Kansas City Zoo, Starlight Theater, several golf courses and other recreational activities. South of I-470, Longview Park and its vicinity provide for a variety of boating, golf, recreational and educational activities.

I-29 KCI Business Corridor

With the construction of the Kansas City International Airport along I-29 in the early 1970's, a major development corridor emerged in Kansas City's Northland. Hotels, offices, commercial, and industry have prospered due to their proximity to both the airport and a major interstate highway. Extensions of the boulevard system and the development of neighborhoods have also been prominent.

Blue River Natural Corridor

South of Swope Park, the Blue River Corridor provides a pristine setting for hiking along wilderness trails and for wildlife habitats. North of Swope Park, extending all the way to the Missouri River, the Blue River Corridor provides a wide variety of settings ranging from natural to industrial in character.

Armour/MO 210 Commercial and Industrial Corridor

From downtown North Kansas City, to riverfront casinos, to industry and indus-

View of Downtown from the Missouri River

trial caves, to a diversity of commercial, office, and institutional settings, this corridor provides a wide variety of functions and activities serving Kansas City's Northland and the region as a whole.

Missouri River Natural Corridor

The Missouri River provided the stimulus for the establishment of Kansas City. From its origins as a trading post, it became a setting for water borne, then rail based industry. In the late 20th Century, as interstate highways dominated the American landscape, the riverfront continued in a relative state of decline. More recently, casinos have ushered in an era of economic development along the river. The river remains today as one of Kansas City's most important natural corridors, a setting not only for commerce, but also for woodlands and wildlife habitats.

Brush Creek Corridor

The Brush Creek Corridor is the site of an ongoing Corps of Engineers Flood Protection Program and City beautification effort. It is the setting for a wide array of cultural, educational, institutional, community, and commercial activities. The Country Club Plaza, the Nelson-Atkins Museum, the Midwest Research Institute, UMKC, the Kauffman Foundation, Paseo Middle and High Schools, the Bruce R. Watkins Cultural Heritage Center, the Freedom Fountain, and other important activities provide a critical Citywide east-west linkage.

63rd Street/Meyer Boulevard Institutional and Commercial Corridor

The 63rd Street and Meyer Boulevard Corridor also provides a significant east-west linkage across Kansas City. Building from strong residential neighborhoods at State Line Road to the west, the corridor traverses the Brookside district, Baptist Medical Center, the Landing and Metro Shopping Centers, Nazarene World Headquarters, an AT&T office complex, Research Medical Center, and, connecting through several neighborhoods, it terminates in Swope Park.

I-435 (South) Freeway Corridor

The I-435 (South) corridor provides an important connection to neighboring communities in suburban Johnson County, as well as those east of Kansas City. The corridor in Kansas City, Missouri, provides a setting for health care institutions such as St. Joseph Health Care Complex, higher educational institutions, such as Avila College, and a variety of neighborhoods, offices, and commercial uses.

Figure 1: Corridor Types and Major Functions

	Corridor Types							Major Use								
	Pedestrian	Parks and Boulevards	Transit	Recreation	Natural	Cultural/Historical	Highway/Interstate	College	Hospital	Regional Retail (Major)	Hotel	Office	Industry	Entertainment	Recreation	Residential
Corridors																
Urban Core/Central Corridor	●	●	●	●		●	❍	●	●	●	●	●	●	●	●	●
I-435 Recreational and Entertainment Corridor		●		●	❍	❍	●			●	●	❍	●	●	●	❍
I-29 KCI Business Corridor		❍					●				●	●	●	❍		●
Blue River Natural Corridor	❍			●	●								●		●	❍
Armour/M-210 Commercial and Industrial Corridor	❍	●	❍		●			●	●	●	●	●	●	●	●	●
Missouri River Natural Corridor		●		●	●	●					●		●	●	●	
Brush Creek Cultural Corridor	❍	●	❍	●	●	●		●		●	●	●		●	●	●
63rd Street/Meyer Blvd. Instituional and Commercial	❍	●	❍	●			❍			❍		●			●	●
I-435 (South) Freeway Corridor							●	●	●			●			●	●
Vivion Road	❍	●	●									●			●	●

● Primary
❍ Secondary

Vivion Road

Vivion Road provides an important east / west connection in the northland and lies between I-29 and I-35. Transforming it into a boulevard would strengthen this important connection, would enhance the businesses and residences along the roadway, and would beautify the area. The Northland Fountain at Vivion and North Oak would add significantly to the boulevard environment.

Emerging Corridors

There are many areas within Kansas City that have begun to emerge as corridors or show signs of emerging. Like the City's existing corridors, they represent a great variety of types.

Emerging corridors include:

- Barry Road / MO 152 in Kansas City's Northland
- Line Creek Corridor with a potential for transit and greenways
- Bruce R. Watkins Roadway as a corridor to spur redevelopment in the urban core
- Light Rail Transit corridors as an impetus to target higher density, mixed-use development

External Corridors

Many corridors in Kansas City are dependent upon their relationship with corridors outside the City limits. These external corridors provide important linkages and services for both residents and non-residents of Kansas City. In many instances, they reinforce activities within the City.

Examples of external corridors are:

- Independence Avenue and the linkage to the Harry S. Truman Historic District
- I-70 east to Independence and Blue Springs
- I-70 and I-670 west to Kansas City, Kansas
- Shawnee Mission Parkway linking Ward Parkway and the Country Club District to Northern Johnson County, Kansas
- College Boulevard linking to Kansas City's I-435 (south) corridor
- Missouri River Corridor west to Parkville and east to Lexington
- Indian Creek and Tomahawk Creek linking Watts Mill to mid-Johnson County, Kansas

A Corridor Concept for Kansas City

Corridors will continue to exist, whether or not they are actively addressed through the FOCUS implementation process. Corridors, however, do provide a primary means for understanding and moving about the City. By proactively embracing a "corridor concept," they can aid in targeting development and multi-modal transportation opportunities, serve as a catalyst for preserving scarce resources, link vital anchors and other assets, and provide access to employment, housing, and leisure activities.

Indicators of and Strategies for Successful Corridors

Each corridor in Kansas City is unique, so the indicators of a successful corridor concept will vary greatly depending on existing conditions, perceptions, public programs, and market forces. Each corridor type, however, will exhibit standards of success that can be understood and measured.

Key concepts should be followed when considering corridors in Kansas City:

- Reinforce existing strengths and uses within corridors
- Seek a greater diversity of uses and activities in corridors, when appropriate
- Preserve the integrity of natural corridors
- Ensure the consistent development of corridors
- Recognize the unique nature of each corridor

Great Pedestrian Streets

Great pedestrian streets will be created or reinforced when pedestrian movements and amenities are regarded equally to other modes of transportation. Great pedestrian environments must exist within a context of automotive, bicycle and, especially, transit access. The public streetscape must provide a safe, aesthetic, and comfortable setting for pedestrians. Equally important, however, is the private development that serves the pedestrian setting. Activities should directly front onto pedestrian "friendly" environments in a relatively continuous manner. Points of access to adjacent development should occur frequently.

Great pedestrian streets in Kansas City will be demonstrated by:

- The development of infill sites that close gaps in the pedestrian environment
- Zero or near zero lot line development in many instances
- A hierarchy of pedestrian spaces from sidewalks to small courts to plazas to parks and squares
- A coordinated landscape and streetscape system
- The reuse and rehabilitation of historic structures that provide character and a sense of pedestrian scale on the street
- Clustered and mixed use developments, with uses stacked vertically rather than separated horizontally
- Spontaneous or programmed activities, such as festivals, street fairs, and parades
- A real and perceived sense of safety, reinforced by continuous pedestrian traffic
- "24 hour" environments
- Parking lots or structures that do not interrupt the continuity of the pedestrian environment

Strategies

- Create design guidelines for both public and private development along each corridor that is consistent with an urban design plan for unique areas or districts that align the corridor
- Adopt design guidelines and provide enforcement through a revised zoning ordinance or a zoning overlay district
- Proactively target City incentives to attract developments which infill gaps in the urban streetscape, provide pedestrian "friendly" ground floor uses, and preserve historic buildings.
- Initiate special assessment districts, which encourage private participation in enhanced security and common promotions / events for pedestrian oriented corridors
- In dense, urban areas, create parking authorities that act as public utilities and monitor parking needs in an area so that parking can be shared among uses (i.e., offices that need daytime parking vs residences that need nighttime parking), and revise parking requirements in these districts accordingly

Guidelines

- New developments should be required to construct a streetscape concept along the public sidewalk that is compatible with the concept adopted for that street.

- Along pedestrian corridors, the primary entrance to a building must front directly onto the pedestrian sidewalk or onto a public plaza adjacent to the sidewalk
- Except where necessary due to automobile traffic volumes, all pedestrian street crossings should remain at the pedestrian street/sidewalk level. When overhead walkways are deemed appropriate, they should not block views of significant buildings or landmarks. Their design should also be compatible with the buildings they link.
- Pedestrian oriented uses, such as retail storefronts, are encouraged along all pedestrian oriented streets. Frequent pedestrian entrances and smaller foot print buildings are desirable.
- Surface parking lots should be screened with a wall or landscape treatment directly adjacent to the pedestrian sidewalk.
- Parking garages should be mixed-use in character with store front oriented activities at ground level. The width of parking garage entrances should be minimized so as not to adversely impact pedestrian flow.

Boulevards and Parkways

Boulevards and parkways are important to Kansas City's future because they are an essential part of the City's heritage. The extent and character of boulevards and parkways distinguish Kansas City From other American cities. They have and should continue to support the orderly development of the City, as well as provide aesthetic enhancement.

Boulevards and parkways will be successful when they are:

- Integrated within an overall parks and open space framework that extends throughout the city, including into suburban areas that currently are not fully served
- Designed within established standards that are appropriate to their context
- Considered within and supportive of a multi-modal transportation network
- Extended in a logical manner to reinforce desirable development patterns

Strategies

- Expand the Parkways and Boulevards system in accordance with the adopted Board of Parks and Recreation Commissioners Plan
- Concentrate on the extension of Parkways, Boulevards, and arterial streets in Kansas City's Northland, in its far eastern areas, and in the City's Downtown
- Prioritize parkway and boulevard improvements along rights-of-way which currently exist or have been recently acquired
- Existing designated boulevards and parkways which currently lack "boulevard aesthetic characteristics" should be upgraded with elements such as landscaping, street trees, sidewalks, and pedestrian scale lighting.

- Develop standards and policies for the development of parkways and boulevards which encourage adjacent property owners to participate in the funding of their construction and benefit from the enhanced property value that accrues to being located along a parkway or boulevard

- Implement MARC's regional bikeways plan to create a regional bicycle network
- Pursue the implementation of MARC's Metro Green Plan

Guidelines

- Except at major intersections or in pedestrian oriented, urban settings, land uses along boulevards and parkways should be either residential or institutional, such as churches, schools, public buildings and parks.
- Except in pedestrian oriented, urban settings, parkways and boulevards should maintain an ample, green, open space setback requirement.
- Whenever possible, a development's primary entrance should face onto adjacent boulevards or parkways
- The landscape concept for a development aligning a boulevard should be compatible with and enhance the boulevard's landscape concept
- Parking should be screened from view along a boulevard, preferably by buildings. Parking garages along boulevards in urban settings should be mixed-use structures, with non-parking uses on the ground level facing the boulevard.

Transit Corridors

The successful implementation of FOCUS is dependent on an increasingly strong transit system. Transit in the future may be found in several modes from mini-bus to bus to light rail, or even historic rail.

Indicators of a successful transit corridor include:

- A regional transit network that reinforces desirable development patterns and corridors
- Transit that is located and designed to support pedestrian environments
- Transit that promotes higher density, mixed-use development within certain corridors
- Transit that promotes a nodal rather than a strip commercial pattern of development
- Parking and transit that are considered as components of a unified development concept

Strategies

- Implement the KCATA's Light Rail Transit Plan
- Incorporate plans for early phase light rail connections to Kansas City's Northland.
- Target development incentives to reinforce mixed-use, transit oriented corridors
- Create parking authorities in dense, transit corridors to reconcile the needs of the automobile, transit, and the pedestrian
- Amend the City's zoning ordinance to reduce parking requirements in dense, urban, transit corridors
- Create a regional bus system that supports the light rail transit system and work trips throughout the metropolitan area
- Revise the City's zoning ordinance to encourage transit "nodes" with a higher density of development, rather than strip commercial development
- Adopt design and development guidelines to increase pedestrian activity near transit stations and provide enforcement through a revised zoning ordinance or a zoning overlay district
- Consider historic rail transit to link key entertainment and tourist venues

Guidelines

- Increase allowable development density within 1/4 mile of urban transit stations in pedestrian zones.
- Decrease parking requirements for developments within 1/4 mile of urban transit stations in pedestrian zones in order to encourage transit ridership.
- Prohibit automotive uses, such as gas stations, car washes, and drive through restaurants, within 600 feet of urban transit stations in pedestrian zones.
- Encourage and provide incentives for mixed use development within 600 feet of urban transit stations in pedestrian zones. Ground floor uses should be pedestrian intensive, such as store front retail.
- At multi-modal transfer points, such as park and ride facilities, provide pedestrian walkways and amenities to link modal connections and to connect the transfer point with its surrounding neighborhoods.
- In residential areas along transit corridors, provide sidewalks on both sides of the street which connect neighborhoods to transit stops

Recreational Corridors

Recreational corridors may be viewed in two ways. Some recreational corridors can be identified for their outdoor attributes, parks, and bike and walking paths. Other recreational corridors can be perceived for their amassing of entertainment and recreational venues such as stadiums, restaurants, theaters, or casinos. While these two broad categories are often separate, they can coexist within the same

corridor.

A successful recreational corridor should:

- Assure recreational opportunities and access into greenways, along waterways, and in parks.
- Cluster diverse recreational and entertainment opportunities so that they may benefit form similar service and access requirements and a common market attraction.

Strategies

- Implement MARC's Bicycle Plan to create a regional bicycle corridor system
- Use the Metro Green Plan to create a regional greenway system that links both sides of the river and crosses the state line
- Adopt and enforce design guidelines that preserve the natural beauty and integrity of natural recreational corridors
- Proactively promote private and public recreational and entertainment venues to reinforce similar corridors and districts
- Utilize incentives to attract private recreation or entertainment activities when located within a suitable and qualifying area
- Utilize appropriate signage to identify recreational and entertainment corridors
- Promote common advertising for recreational and entertainment corridors

Guidelines

- Assure landscape transitions or "gateways" at entrances into entertainment venues.
- Orient the primary entrance to an entertainment venue so that it is visible from the primary transportation corridor.
- Provide landscape enhancements at all major parking areas which serve recreational or entertainment complexes.
- The size and placement of all on-site advertisement signage should be appropriate to the nature and size of the entertainment or recreational development. For example, illuminated signs may be appropriate for a casino, but not for a golf course.
- Off-site advertising signs should be limited to collective "logo" signs along the transportation corridor.

Natural Corridors

Some natural corridors already exist as a part of Kansas City's parks, boulevards, and greenways system or, alternatively, through a county system. Other natural corridors may exist in private or public ownership, or a combination of both. These corridors include river valleys, flood plains, woodlands, wild life habitats, or open spaces. Some natural corridors have already been developed with recreational trails or bikeways, while others remain in a natural state. Other natural corridors have been developed over time as settings for industrial, commercial, residential, or entertainment activities. Natural corridors may be developed for economic or recreational activities.

All natural corridors should exhibit:

- Environmental soundness and / or remediation / reforestation
- Opportunities for wildlife habitat
- Continuous and unobtrusive pedestrian and bicycle access
- A scale and character of economic development appropriate to the nature of the corridor

Strategies

- Implement MARC's Bicycle Plan to create a regional bicycle corridor system
- Use the Metro Green Plan to create a regional greenway system that links both sides of the river and crosses the state line
- Adopt and enforce design guidelines that preserve the natural beauty and integrity of natural recreational corridors
- Limit development in flood plains
- Prohibit deforestation within flood plains and other environmentally sensitive areas
- Protect wildlife habitats along natural corridors
- Create a greenway along the Missouri River and Little Blue River
- Complete the greenway and create a reforestation plan along the Big Blue River north of Swope Park and enhance the corridor south of Swope Park

Guidelines

- Assure pedestrian access along all publicly controlled portions of the City's waterways, and encourage pedestrian access for privately controlled areas.
- Allow no permanent building development within a 100 year flood plain or flood way.
- Identify and maintain scenic easements and view corridors
- Create requirements which limit heights for buildings directly fronting waterways and, thus, maximize views for buildings which are farther from the waterway.

Cultural and Historic Corridors

Cultural and historic corridors, more than most corridor types, express what Kansas City has been and what it values for its future. While economic development is essential for the City's future outlook, its cultural institutions exemplify shared resources. Historic buildings and sites bind the City together through a common heritage and experience.

Thriving cultural and historic corridors can be supported through:

- The development of heritage trails and tours
- The recognition and reinforcement of clustered cultural activities within corridors
- The development of historic river oriented corridors
- The preservation, rehabilitation, and reuse of historic structures and districts
- The development of archaeological sites

Strategies

- Develop a cultural / historic corridor linking the 18th and Vine Historic District with Southwest Boulevard and the historic Westside Neighborhood by providing a strong sense of identity through connecting linkages and common streetscape elements, as well as the promotion of additional cultural and entertainment activities.
- Incorporate appropriate historic trails, such as the Santa Fe and Oregon Trails, into Kansas City's greenways system. Develop and promote automobile tours along the Santa Fe and Oregon Historic Trails
- Promote further development of the Brush Creek Corridor through the completion of the landscape concept, the encouragement of additional institutional uses, and the promotion of the Blue Parkway Development Plan.
- Reinforce the Avenue of the Arts Concept in Downtown Kansas City through common promotions, an active thematic streetscape concept, and the promotion of additional performing arts activities and centers within the corridor.
- Designate a north / south historic tourism corridor from the River Market to the Country Club District.
- Develop the Missouri River Corridor with continuous pedestrian linkages, the development of entry "portals" from the north and south, and the promotion of water related recreational activities on the river.
- Encourage the reuse and rehabilitation of historic buildings and sites through protective regulations and financial incentives.
- Develop archaeological sites throughout the City

Guidelines

- When appropriate, develop unique, thematic streetscape and signage requirements for each cultural and historic corridor.

Highway and Interstate Corridors

While transit had a prime influence on Kansas City prior to World War II, the automobile has dominated the urban form and development of the City in subsequent decades. The automobile and highways will continue as a primary form giver to most American cities well into the 21st Century, but many cities have begun to investigate innovative approaches to the opportunities and demands of automotive transportation.

Highways and interstate corridors can be flourish in the future if:

- They are viewed as part of a multi-modal, resilient, regional transportation network
- Green space, landscaping, medians and other amenities are included in their design
- Land use, development, and highway planning are regarding as a mutually reinforcing process
- Major entry and exit points are considered as opportunities for transitional "gateways"

Strategies

- Implement highway design concepts which create medians, landscaping, entrance "gateways" and amenities similar to boulevards and parkways, such as the "freeway forest" concept in Downtown Kansas City, the intersection of I-435 and I-35, the entrance to KCI Airport, I-435 at Bannister Road, and along Bruce R. Watkins Drive (US 71).
- Explore concepts and create guidelines for special view corridors at key freeway entrances into Kansas City, such as I-29 from KCI and I-70 from the Sports Complex
- Create and enforce development and design guidelines for signage, site planning, and buildings along freeways and highways
- Cluster commercial development away from major intersections with freeways to allow for green space and relief from traffic congestion
- Develop standards for cooperative and supplemental maintenance with the Missouri Highway and Transportation Department.
- Encourage private sector involvement in highway maintenance through an expanded "Adopt a Highway" program.
- Improve the visual appearance of development adjacent to highways through code and signage ordinance enforcement

Guidelines

- Require a landscape and / or screening plan to be prepared for all new development visible from interstate or major highways which takes into account views toward the development from the highway

- Do not approve new off-site advertising signs and remove existing non-conforming signs whenever legally possible
- Restrict freeway advertising in the City to collective "logo" advertising in cooperation with the Missouri Highway and Transportation Department

Implementation Responsibilities and Funding Sources

Corridors are not owned or directed by a single entity. Therefore, the implementation of a corridor development concept is dependent upon cooperation of many public agencies and private developers. Sometimes, not-for-profit organizations are involved in corridor or district development and promotion.

The complexity of participants in the corridor development process is further highlighted by the number of different funding combinations which support the corridor development strategies. The following table illustrates primary and secondary roles for funding, as well as responsibilities for corridor development leadership.

Figure 2: Responsibilities for Corridor Development

	Participants													Remarks
Key Strategies	Federal	State	Local	Private	Not-for-Profit	City	EDC	Parks	KCATA	MARC	MODOT	Other Jurisdictions	Private/Not-for-Profit	
Revise Zoning Ordinance			●			●								
Create Design Guidelines			●			●	●	●			●			Can be enhanced through modifications in the zoning ordinance or a zoning overlay district
Target Incentives			●			●	●							
Form Special Assessment Districts			●		❍	●								
Create Parking Authorities			●	❍		●	❍							District Parking may be provided privately using TIF or Assessment District
Develop Greenway/Parkways/Boulevards	●		●					●						ISTEA funds may be available for bikeways and pedestrian trails
Expand Arterials	❍	❍	●	❍		●		●			●			
Provide regional Bikeways	❍		●			●		●		❍		●		
Implemetn Metro Green Plan	❍		●					●		❍		●		
Develop Light Rail Transit	●	●	●			❍		❍	●	❍	❍	❍		
Enhance Regional Bus System	●	●	●			❍		❍	●	❍		❍		
Create Common Promotion/Advertising				●	●								●	
Develop Heritage Trails	●		●		❍	●		●				●	●	
Conduct Historic Tours					●	❍							●	Not-for-profit organizations with assistance of Landmarks Commission
Preserve Historic Buildings	●		●			●								Federal tax laws, facade assessment donations
Provide Archaelogical Sites		●	●		●	●		●						
Provide Highway Design Enhancements	●	●	●			●					●			
Enhance Pedestrian Security			●		●	●							●	Local police force my be supplemented by private or not-for-profit security

● Primary
❍ Secondary

Planning for a Successful Corridor Development Program

There are few corridors in Kansas City that can be classified along a single theme or function. A successful corridor development program, therefore, must involve a number of actors in both the public and private sectors. While the public sector may be in a position to stimulate corridor development through planning, targeted public works, and development incentives, the private sector will typically provide most of the actual development along a corridor.

The following activities are suggested as a representative corridor development planning process. It will typically begin with a public sector planning process. It must, however, actively involve the essential private sector participants that will ultimately invest in the corridor.

The corridor planning process would include:

1. City and related agencies, such as the Missouri Highway and Transportation Department, MARC, the KCATA, and/or the Economic Development Corporation, must come to a common agreement on the identification of selected corridors throughout the City
2. A lead public agency should be identified to undertake a detailed corridor development plan to include the following elements:
   - Analysis of Existing Conditions and Trends
   - Market and Economic Analysis
   - Streetscape and Landscape Standards
   - Key public and private sector participants in future corridor development
   - Required and recommended public improvements and costs
   - Required public sector tools and incentives
   - An implementation program stating key actors and phasing
3. Adoption of the corridor plan by relevant governmental agencies
4. Creation of appropriate implementation or coordinating organizations
5. Ongoing tracking of corridor development implementation progress

How do corridors relate to the other FOCUS Building Blocks?

Corridors are an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **City Lif**e - The "corridors" program would include a cultural corridor linking 18th and Vine with Southwest Boulevard and the West Side neighborhood. Other corridors linking historic, cultural and ethnic enclaves throughout the city could also be a component of the "corridors" program.
- **Community Anchors** - Community Anchors will provide and enhance the physical character of corridors. Corridors will connect anchors to one another and will help connect anchors to the surrounding neighborhood.

- **Competitive Economy** - An international trade corridor along I-35 will link Mexico, Canada, and the United States, strengthening Kansas City's role as a transportation center. Employment corridors, including one linking Downtown, Crown Center and the Plaza and another along the new Bruce R. Watkins Drive, will be centerpiece of economic revitalization in the Urban Core. A Heritage Corridor will also be a component of the "corridors" strategy.
- **Moving About the City** - Corridors are the cornerstone of transportation in the city. These corridors will provide opportunities for multi-modal transportation and they will connect people to activity centers and mixed use centers allowing for a variety of transportation options.
- **Quality Places to Live and Work** - Corridors will provide the basic framework to guide the development of the city. Development guidelines for all corridors in Kansas City will follow the charateristics outlined in the Quality Places to Live and Work Building Block.

FOCUS BUILDING BLOCKS

FOCUS Centers

FOCUS Centers are accessible places where information and services are made readily available to Kansas Citians near their homes and neighborhoods. They are a means of providing direct access to advisors and service providers, and a place to meet with neighbors for all kinds of purposes.

The underlying concept of FOCUS Centers is simply to provide a citizen-friendly connection point at the neighborhood level for better access and information about issues, services, programs or ideas. FOCUS Centers will serve as centers of activity where people can feel part of the community in solving problems, sharing ideas or having fun.

It is equally important to understand what they are not. They are not necessarily new physical buildings; they are not necessarily in a single facility; they are not another layer of bureaucracy or a satellite city hall.

Centers may be found within a number of existing buildings. For example, one may include some features located in a fire station, a school and a church and still be a single center. The buildings must be close and must serve a neighborhood or cluster of neighborhoods but they do not all have to be under one roof. In some instances, centers may be housed on a single facility but that is not a conditional requirement.

This idea is not new to Kansas City. There currently are Community Action Network (CAN) Centers, Neighborhood Assistance Centers and many neighborhood service centers. In previous years, there were Neighborhood Justice Centers begun with Federal Funding and continued for nearly a decade after the three year Federal funding expired.

Free access to the internet at a FOCUS Center

These may be called by many names but the central ideas are simply to make services and information more accessible to people where they live.

Centers will be neighborhood-based and will provide a broad range of direct services to residents. They will be visible and accessible to all. These Centers will be cooperative efforts between the City, community institutions and organizations, and private-sector entities including existing CDCs or other non-profits. Staffing for the Centers will depend on the particular services offered in the specific location. They may be social workers, financial advisors, counselors, community police or family service advisors. There may be itinerant services available at specific times such as medical personnel to provide immunizations in late summer prior to school opening. There may be day care for both young and elderly provided by private licensed vendors in some. Staffing should include both volunteer and/or paid residents of the areas surrounding the Centers depending on the services offered.

FOCUS Centers may be located either in existing facilities and coordinated by existing organizations, or they may be located in new facilities and/or operated by new organizations and developed specifically for this purpose.

FOCUS Centers could extend other programs such as schools, that could then be linked to other community elements. The services to be provided could be fitted to or oriented to those with the most appropriate facilities or access.

Three tiers of FOCUS Centers will be available throughout the City and will be phased in over time and as opportunities exist. These tiers of Centers Are:

- Informational Center
- Basic Center
- Expanded Center

The **Informational Centers** could include a kiosk on the street or in an existing neighborhood facility or retail centers where citizens can access information or they might be a convenient place where a staff person can assist in gaining access to information, coordinating resources or solving problems.

Each **FOCUS Basic Center** will begin with a standard *bundle of services* that will be equitable and include:

- A safe community gathering place
- An information center with both printed and electronic materials, including directories of programs and services throughout the city.
- Computerized access to City ser-vices, including general informa- tion, scheduling information and dockets for meetings of groups like the City Council and City Plan Commission, and the ability to file City applications for such things

as building permits and occupation licenses.

- A City service representative who can provide customer assistance related to permit applications, targeted incentives, inspections, complaints, environmental problems, housing programs, and other City services
- Information on educational and social services available in the community by service providers

The **Basic Center** will also include activities that will make it a lively and fun place to go, with specific activities selected by area residents and geared to make them want to go to the Center frequently. The basic Center will be the most common type found, although expanded Centers will also be created.

These **Expanded FOCUS Centers** will include a mix of additional services based on two factors:

- The needs and desires of the community served by the Center, with assistance from the surrounding residents (including all age levels) in developing these expanded centers
- Implementation of other FOCUS goals, such as offering career training and providing high quality, affordable child care with a specific learning program

Additional services offered at FOCUS Centers (either the Basic or the Expanded) might include (but would not be limited to):

- Facilities in which groups such as City Council, City Plan Commission, Landmarks Commission, and other government entities can occasionally meet;
- A career / entrepreneur center that provides assistance to citizens in increasing their job potential, job opportunities, and business profitability. Only one such center in the city might provide this full range of services, but other centers might offer limited services, such as computer access to the career library, video classes, or itinerant technical assistance.
- A one-stop human services center that might include wellness programs, counseling services family assistance etc.
- Computer and peripherals available for direct use and access to the Internet along, with individual who could assist users who need help;
- Day care including elderly care, preschool for very young children, and before- and after-school programs for older children;
- An assisted workplace for persons with disabilities who can be productive citizens with specific direction and help;
- Recreation programs and facilities operated for the benefit of residents of the area;
- A district energy center that integrates district energy systems, recycling facilities and / or pollution containment programs;
- Classes in conjunction with area schools meeting re-training needs in the areas, or other programs for life-long learning;

- Cultural opportunities and experiences that include permanent and temporary displays relating to the culture of the surrounding area, activities and projects that teach the culture of the surrounding area;
- Housing programs arranged through local CDCs including home maintenance training, home ownership skills and information on available affordable housing programs in the area.
- A neighborhood relations center, in which neighborhood organizations in the area can get to know one another, work together, and communicate about issues.
- Programs for processing the Neighborhood Self-Assessment effort coordinating it among neighborhoods (see the FOCUS Neighborhood Livability building block);
- A sub- library where print and non-print materials may be stored, used and checked out. The ability to request specific materials will be incorporated;
- Facilities that my be used by the Kansas City, Missouri Police Department in their expanded Community Policing Program.
- A postal facility for obtaining stamps, mailing letters and packages and receiving mail;
- A full or part-time health clinic;
- Food service, delivered in a café, coffee house;
- Additional retail services in connection with the potential of locating a FOCUS Center in a private-sector retail center. The most highly used services may be located within or near a center.

It is clear that not all of these services and features will be included in every Center and that over time, there may well be changes. Initially there may be components that involve sufficient complexity and expense (e.g. a career entrepreneurship center) that are offered at single location citywide with remote access from other centers.

Where are they?

Each Center will be designed to serve a multi-neighborhood zone. Although not every neighborhood will have a FOCUS Center, every neighborhood will have convenient access to at least one and perhaps several, each providing a cluster of services appropriate to the area it serves. Selected locations will be based on the density of the area around a potential location, the general accessibility of the location for the greatest number of people, and logical extensions of existing development and infrastructure. Multi-modal transportation corridors should link centers throughout the city (see the Connecting Corridors building block).

FOCUS Centers will be an integral part of the neighborhoods developed as part of "quality places to live and work" (see the (Quality Places to Live and Work building block). FOCUS Centers could be adjacent to "community greens" developed in "Urban Core" neighborhoods. FOCUS Centers could also relate directly with Community Anchors (see the Community Anchors building block) by forging

partnerships in terms of the anchor providing the facility for the Center, the on demand vehicle or in terms of relationships developed between the anchor and the center related to specific services and / or funding.

No attempt is made here to prejudge specific locations for individual centers. Instead, locational criteria within all areas of the City is set forth to enable a site selection process to take place in which there is significant neighborhood and community participation. This process should fit within FOCUS's Neighborhood Self-Assessment Program and indeed may be one of the initial actions taken once this program is initiated. Because the number of Centers must evolve over time, the first designated FOCUS Centers should be part of the current framework of successful models already in place in Kansas City (CAN Centers, Maplewoods Community College, Caring Community sites, as examples).

The locational criteria for the placement of FOCUS Centers are limited and quite simple. There is little benefit in limiting the possible host agencies and institutions from applying to host a FOCUS Center due to marginal criteria of little importance, Rather, a collaborative and ongoing dialogue among neighborhood groups and institutions having a number of options to blend together will likely yield the most productive solution for each area.

Some competition will likely ensue between organizations that want to host and operate an area FOCUS Center. As long as the competition is healthy, more resources may be brought forth as entities creatively think of ways to partner and bring to bear their resources to the ultimate advantage of FOCUS Center patrons.

As noted, the Center Program will be designed in cooperation with existing community service centers, both public and private. Existing community-service centers can be designated as FOCUS Centers as a beginning framework. Interested organizations and facilities will be asked to submit proposals for designation, which will provide them each with in-house City services representation and access to both public and private funding to expand service offerings.

Criteria for designation might include:

- An area's desire and need for the facility;
- A suitable location to serve several neighborhood zones;
- Long-term commitment (three to five years) by the sponsoring agencies or organizations;
- Use or re-use of existing structures with preference given to historic facilities;

- Ability to accommodate community services including gathering spaces that are appropriate for the functions to be included;
- Current delivery or potential to deliver the basic bundle of services;
- Convenient location for transit service including linkages to the citywide multi-modal system and to pedestrian and bicycle paths;
- Other measures not yet developed

The City and other appropriate jurisdictions will support designated FOCUS Centers by:

- Creating safe zones in and around the centers, and safe access routes to the centers;
- Targeting incentives and setting standards to encourage higher-density and mixed-use development and redevelopment immediately adjacent to the center;
- Providing a city Service Representative with information about, and direct access to City services and regulatory processes;
- Providing access to the city's computer network to allow information to be acquired quickly, as well as to allow timely filing of required applciations, requests, complaints, and petitions;
- Providing incentives including access to limited funding to guarantee the provision of basic services chosen by the community being served or related to the broader goals being met by the particular center.

What will make them happen?

Numerous existing organizations, both public and private, already provide quality neighborhood-based services and offer an excellent basis on which to build a system of FOCUS Centers. The intent is to incorporate existing city sponsored "Centers" such as CAN Centers, recreation centers and NAC Centers with existing community and private organizations (such as the LINC school-based health units), building on their existing capacity to form full service FOCUS Centers. In some instances it may be necessary to build new facilities, but this will be done only when other options have been exhausted.

It is imperative that cooperation from government at all levels be available to support the continuous development of the range of services that will benefit the neighborhoods. FOCUS Centers must be fully involved in the network of not-for-profit organizations, social service and job training agencies to be able to connect individual patrons of FOCUS Centers with the services each individual needs to achieve his or her full potential.

A full range of partnerships are possible with the FOCUS Centers. Key will be

partnerships with neighborhood-based organizations of all types which are located within the service area of the FOCUS Center. These may range from churches, to district offices - virtually all organizations that are concerned with the welfare of neighborhood residents.

Partnerships with corporate, foundation and institutional groups will also be critical. Ideally, each FOCUS Center should have a secure partner, a Community Anchor that can assist in funding, policy, and volunteerism. Akin to the many programs where companies "Adopt-a-school", FOCUS Centers could develop close partnerships with organizations where personal as well as monetary relationships might thrive.

The community police program scheduled for expansion in Kansas City, will be another crucial element in the success of FOCUS Centers. The centers must be perceived as absolutely safe zones. Neighborhood residents must feel they are able to go to their FOCUS Center and be safe while they are there, and that they will be safe traveling to and from the center at anytime of the day or night.

Overtime, the success of the centers will be dependent on the degree to which the center become "owned" by the people they serve. This implies that their orientation and management must be based on bottom up participation. Certainly, this orientation will include collaboration with the center's corporate and neighborhood-based partners and the City.

Long term commitments will also help ensure success of the FOCUS Centers. The host organizations must be ready to commit to a minimum of three years and better yet five years to launch and develop the FOCUS program. Committed funding is also important as it is in all such initiatives. Three to five year funding would allow efforts to concentrate on program development and service delivery.

Personnel cost will be the largest cost of launching and operating FOCUS Centers. The City may have to take the lead in providing the initial funding for FOCUS Centers, but should find private partnerships to make this program work long-term. Training of FOCUS Centers facilitators will be the key task to organize and fund. Forty to fifty people may have to be trained over time depending on the number and type of Centers that evolve. Annual personnel cost will be split between the host agency, and perhaps Community Anchor partner. The annual cost for operating the basic FOCUS Center mission could be in the range of $15,000 to $20,000 per centers. Expanded centers will be more costly.

Capital and equipment costs will vary from one center to another depending on the host, its facilities and equipment and the specific orientation of the individual FOCUS Center. Partnership funding should be looked to for these items along with grants based on the unique programs proposed by each center.

Bringing the information network and on demand transportation capability will also take substantial investments. The City should take the lead in completing the information network working closely with private initiatives also underway. Transportation capability appears to be a fertile area for private and corporate involvement in the building of the Kansas City FOCUS Center system.

The locational elements of the designation criteria suggests that many FOCUS Centers will be located within neighborhood development focal points. The

presence of major transit intersections along city arterials at the interface of neighborhoods make such locations logical development zones.

Higher density and mixed-use development in the vicinity of the FOCUS Centers will encourage a symbiotic effect between such uses and the FOCUS Center. The City should use its zoning and development incentive powers to encourage such development.

How will they be evaluated?

FOCUS Centers will be evaluated against desired outcomes for the people in the area served.

Centers will be successful when they are highly used by the citizens of an area because the services offered are indeed crucial for individual advancement, putting people to work where that is an issue, and connecting people to needed services and each other.

These services should be delivered in a user friendly manner and incorporated into the fabric of the neighborhoods.

The desired outcomes are:

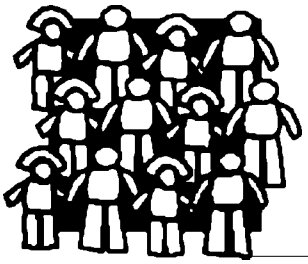
- To create connections for people of all ages and abilities. To combat the tendency for isolation and alienation in complex urban society.
- To encourage better informed and more fully engaged citizens in the governance of their community - a place where people can solve problems together.
- To provide a safe and non-threatening place for learning of all types, particularly job readiness training.
- To establish accessible places where neighbors can participate in programs and access information to enable maximum opportunity for self-development, and engagement in the economy and city life.
- To have a transportation staging area within the neighborhood with the means, organization, equipment and information for people to access city and regional resources.
- To provide additional purpose and energy to existing neighborhood-based institutions such as community centers and churches.

How do FOCUS Centers relate to the other Building Blocks?

FOCUS Centers are an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **Citizen Access and Communication** - FOCUS Centers could disseminate information prepared by the City Communications Office and the Kansas City Spirit Program. Information that will help to better inform the citizenry about issues and activities in City government will also be distributed through FOCUS Centers

- **City Life** - Cultural programs through FOCUS Centers to enrich neighborhoods and provide residents an avenue to display their culture or special skills.
- **Competitive Economy** - Some expanded FOCUS Centers will provide employment training for residents in surrounding neighborhoods. Other FOCUS Centers will provide information about current employment opportunities and will also provide assistance for those seeking a job.
- **Healthy Community** - Specific initiatives and services, such as health education programs, clinics for preventive health, social service data bases and programs, recreational activities, peer-run teen programs, and other programs could be located in a FOCUS Center.
- **Investing in Critical Resources** - Critical city resources and services will be provided through FOCUS Centers. Community Policing stations, one of the mechanisms through which the city could enhance protection of life and property, could be located and operated through FOCUS Centers.
- **Life Long Learning** - Key educational programs will be provided through some FOCUS Centers. This include child care, after school programs for teenage children, continuing education programs, and vocational/recreational education classes.
- **Moving About the City** - A multi-modal transportation system will provide access to FOCUS Centers. Because these facilities will provide many critical services, they must be accessible through a variety of means including transit, bicycle, pedestrian and the automobile.



FOCUS BUILDING BLOCKS

Healthy Community

The New American City is a healthy city united by working toward a common set of goals and a having a common spirit of caring. The New American City emphasizes an acceptable quality of life for all residents and **preventing** problems, whether they be health problems or larger problems of the entire community. The emphasis in Healthy Community is on preventing problems before they start rather than on alleviating problems once they become entrenched. In the New American City, the individual works toward the common good and develops an understanding that there is a wider spirit of the whole community that is most important to nurture.

Our most vulnerable citizens need special attention so that they can get the services they need, whether these services relate to preventing health problems, providing help for people who are potentially homeless, or enabling young people to identify ways to stay in school and be productive citizens. In addition, all citizens must feel safe and be safe, and we must make Kansas City a place that nurtures and protects all children who live in Kansas City.

The healthy city also has no room for any type of intolerance, including racism. It works toward an increasing acceptance and appreciation for diversity. A commitment to programs that address intolerance, including racism, will provide real benefits to the city's economy, to development efforts, and to the overall health of Kansas City.

In a healthy city, there is value in helping all people rise to their full potential in the community and at work—men, women, minorities, everyone. All are full partners in what happens in Kansas City.

Fair lending practices will help all families to buy a house

The healthy city will also be united with a common identity and a common recognition of our oneness as Kansas Citians and as people. We will unite north and south, east and west, minority and non-minority, urban and suburban, and old and young. There will be less competition and more cooperation. This effort will coordinate with the Kansas City Spirit Program in Citizen Access and Communication (see that building block).

The healthy city includes an increase in citizen involvement with City government (also see the FOCUS Centers and Citizen Access and Communication building blocks) and an increase in the ethical standards of government. Kansas City has always been known for its community involvement and its professional, ethical government. Both of these new emphases will improve the ability of City government to deliver services effectively to its citizens.

How will we make Kansas City healthier?

A true collaboration among the public, private, and non-profit sectors is necessary to create a community in which everyone has a basic standard of health and safety, racism and intolerance are eliminated, everyone feels a part of Kansas City and is working toward similar goals, people are involved in government, and Kansas City's reputation for "good government" is still strong. In order to create this healthy community, we will create two programs: a **Community Wellness and Prevention Program,** a **Women-Friendly-City Program**, and a **Community Building Program**.

What will the Community Wellness and Prevention Program do?

The Community Wellness and Prevention Program has four emphases: **Health and wellness** services, **social service** delivery, **youth** services, and **public safety** services. The emphasis in each is on **preventing** future problems.

Health services and wellness programs will include:

- Education efforts targeted at employers and insurance providers and emphasizing the potential savings associated with providing preventive care and promoting wellness among the insured and their families
- Programs and educational efforts that involve the entire community in promoting health education and healthy lifestyles and that develop a health-aware, health-conscious public—use a variety of media, gear the specific information to the specific medium, and develop something appropriate for

each medium—use health tips, safety tips, nutritional advice, and alternatives to violence—distribute materials through workplaces, schools, health providers, neighborhood associations, FOCUS Centers, the annual Health Fair, etc.

- Programs for school districts that educate children from kindergarten through high school on the importance of a healthy lifestyle and a preventive approach, and link these to programs at FOCUS Centers (see that building block) and the activities of Community Anchors (see that building block)
- Preventive-health-care education that is culturally sensitive and understandable
- Preventive-health-care education directed to the specific health problems of the minority community
- Discussions and roundtables with representatives of minority communities that will identify ways to reach these communities with education on the value of preventive action
- Mechanisms to encourage young people from minority communities to pursue careers in the health professions
- Discussions and roundtables with the community that will identify ways to provide preventive measures to promote health in situations of limited income, and ways to impact the services of public hospitals and health-care providers
- An urban "wellness corps" that uses grassroots organizations to encourage healthy behaviors and to address the cultural and social influences that sometimes intensify those behaviors—work with neighborhood associations to distribute health-education materials, coordinate the corps under the Human Investment Commission and use the Commission as a means to pass information from citizens to health-care providers and vice versa, and involve medical and nursing students in the corps to get knowledgeable persons involved and to help these students learn about the community
- A strategy for intervention that deals with future health issues, based on the community's experience with polio, HIV / AIDS, alcoholism, etc.
- A prevention effort targeted at expectant mothers that stresses pre- and postnatal care that will help prevent serious health problems in children—work through neighborhoods and schools to identify mothers who are at-risk—develop incentives to encourage mothers to participate in such programs
- Provide clinics in FOCUS Centers (see that building block) that provide basic exams, immunizations, nutrition information, etc.

- Coordination with programs in the Investing in Critical Resources building block to improve the physical environment so as to prevent environmentally based health problems, i.e., those caused by air pollution, water contamination, lead-based paint, asbestos exposure, toxin spills, etc.—include this information in the information developed to educate people about the value of prevention, in the information available in FOCUS Centers (see that building block), and through the social service information network
- Specific programs to deal with issues of the aging population—including a neighborhood-based effort to identify and regularly contact the elderly so that problems can be prevented
- Coordinated and expanded anti-smoking campaigns, AIDS-awareness programs, anti-drug programs, anti-alcohol-abuse programs, other anti-substance-abuse programs, and anti-violence campaigns—evaluate the effectiveness of existing programs in these areas and in other cities and modify and improve local programs as appropriate, and coordinate all programs with schools, churches and synagogues, and other health-education programs
- Social service delivery systems will be set up to provide maximum information on available services so people can coordinate their visits, gain maximum assistance, and prevent future problems because they know what preventive programs are available.

In order to increase social service information, we will establish:

- An effective human investment network to coordinate social services, to provide citizens with information about available services and programs, and to make information on social services and programs available in a database at FOCUS Centers (see that building block)
- Coordinated efforts to assist the homeless and programs that help prevent future homelessness
- Transportation systems that are accessible for those who must use them, including youth; that provide access to shopping, activity centers, employment centers, needed services, and residences
- Expanded Share-a-Fare programs to transport those without transportation—to jobs, to health services, to clinics, to social services, to schools, to training programs, to FOCUS Centers (see that building block), etc.
- The Community Wellness and Prevention Program also includes youth services. This was an important component of the first Phase of FOCUS and is an

important part of any plan since it is the youth of our city who will reap most of the impacts of plans. Youth services will also be geared to preventive activities—those that prevent dropping out of school, those that give children positive ways to fill their time so they do not get into trouble, those that get parents involved so that children take school seriously, etc.

In order to provide youth services we will implement:

- Programs that provide activities and recreation for youth when they are not in school—making public facilities (including schools, community centers, and FOCUS Centers—see that building block) available for such activities, addressing the legal impediments to doing this (creating an insurance pool, funding maintenance costs, etc.), providing after-school extended-day programs, expanding the summer evening recreation leagues to year-long programs, making recreation programs more affordable, providing peer-run teen centers at or near FOCUS Centers
- Expanded summer youth employment programs to serve more youth
- New ways to involve parents in the schooling of their children
- Improved strategies and expanded successful strategies to keep children in school
- Additional alternative schools that provide places for high school students who do not function well in a traditional school environment to learn
- A strengthened parenting program for students in local high schools and for the parents of both elementary and high school students—to emphasize effective communication and activities that will produce productive, healthy, successful children
- Youth mentoring by businesses and help by other community members for at-risk children so they will stay in school and out of trouble—provide role models; recruit mentors from all walks of life, including business, the arts, professions, athletics, construction and other trades, non-profits, etc.; recruit mentors from all groups in society, especially those who may be under-represented, such as African-American, Hispanic, and Native-American males, immigrants, etc.
- Additional mentoring and role models who will work with children to develop self-motivation, self-esteem, and effective methods of conflict resolution

- Finally, safety services are also part of the Community Wellness and Prevention Program. A great deal of the emphasis is on Community Policing and how that can help in the long term in preventing crime in the future. The Investing in Critical Resources building block includes police related programs that stress funding and organizational elements of the public safety issue in terms of both police and fire. The Community Wellness and Prevention Program must be consistent with the initiatives in the other building block.

Safety services should:

- Develop programs to reduce the incidence of violent crime, use of firearms, and domestic violence
- Work with the Police Department as they expand community policing throughout the city so that issues in a particular community are addressed effectively, so that representatives of the entire surrounding neighborhood are involved in the program, and so that the Police Department retains the major authority for directing law enforcement activities; consider using FOCUS Centers (see that building block) for this function
- Train police officers in effective ways to work with youth, minority communities, neighborhoods, and specific issues; and ensure that officers receive training on relationships, biases, and perceptions
- Emphasize crime prevention strategies in community policing and include this in officers' training
- Expand block-watch programs by neighborhood volunteers
- Establish a "Youth Police Academy" in connection with existing citizen training; use this academy to encourage young people to interact with police officers in positive ways and to consider public safety as a potential career choice

How will we implement the Community Wellness and Prevention Program?

The Community Wellness and Prevention Program will need to involve many partnerships, and much of the activity in this program does fall outside of government, and certainly outside the responsibility of City government. The City can, however, have a significant impact on people and the health of people and of the city.

Therefore, the City should increase its emphasis on human investment issues by:

- Considering the human side of every issue it addresses by establishing in each of the existing City Council Committees a mechanism for considering the effects of their policies and actions on the residents of the city
- In addition, and because City government is not the major player in most segments of the provision of human and social services, we will of necessity have to rely on strong partnerships to manage the new Community Wellness and Prevention Program.

The partnership will include:

- Community anchors, major employers, non-profits providing social services, Federal and State Congressional and Legislative representatives, City and State government, Federal agencies providing funding for human services programs, local doctors, local public and private health clinics, foundations, the Police Department, neighborhoods, CDCs, FOCUS Centers, all media, school districts, community colleges, colleges and universities
- Specific partners from the above list and others who are needed to address specific issues
- The partners would create a Prevention Consortium of the partners willing / able to contribute to funding the program, and they would implement the program, determine goals, coordinate their funding, and monitor staff. An Advisory Board composed of the rest of the partners would monitor the consortium.
- The question of funding these activities is a significant one. The intent in this program is not to create new bureaucracies and new funding demands, but to pool resources through partnerships, in order to create synergy, maximize resources, and unify the direction that agencies in the city are heading.

As a result, this program could see:

- An annual increase in the percentage of health-care dollars spent on prevention and wellness
- A reallocation of existing health insurance and other health-care resources to a unified set of goals and programs targeted at prevention programs that cost society less in the long term

What will the Women-Friendly-City Program do?

One of the major recommendations of the citizen participants in the early development of FOCUS was the recommendation for a women-friendly, family-friendly, and safe city. The healthy community creates a women-friendly-city that is no longer viewed as unfriendly and unsafe for women and children, but that is safe and nurturing for all. The women-friendly-city involves changes that will enable women to rise to their full potential and to achieve full participation in the community during the next century. Implementing this recommendation crosses several FOCUS building blocks and several of the FOCUS plans because women's lives involve home, work, children, and fun. All of these things, taken together, involve a composite of everything our lives contain. The topics covered by the women-friendly city include education, the design of our cities, neighborhoods, the work environment, and the community. Life-long education was a central theme that appeared throughout the discussions of the women-friendly city.

Following are some of the specific education recommendations that the Women-Friendly City Program would implement:

- Provide year-round education for kindergarten through high school
- Stress gender equity in school environments
- Include in the curriculum a multicultural approach in the basics (three Rs) and computer literacy
- In addition to the basics, include in school curricula such things as anti-violence programs, and community service and civic responsibilities from a multicultural perspective
- Start in Head Start programs at an early age in order to prepare them for adult life
- Create linkages among the community colleges in the Kansas City area, vocational training / technical institutes, and universities so as to avoid duplication in programs and services
- Create partnerships between the above institutions and businesses, in placement, programs, and retraining in order to ensure a ready work force

Some of the specific recommendations related to city design and neighborhoods include:

- Neighborhoods will provide gathering places for socialization and open spaces for pleasure and recreation
- Older buildings in the central city will be redesigned to contain a city within a building where quality child care, jobs / employment, grocery / retail stores, and schools are within easy access
- Amended zoning laws will allow for communal living in single-family neighborhoods so that those with lesser resources may pool together and have more choices about where and how they live
- Walking and bike paths will replace the need for as many and as wide streets as motor vehicles are less frequently used and people opt to walk, bike, or travel by light rail
- Neighborhoods are well-lit and safe
- Neighborhoods will be strong, diverse, and caring, and all will be accepted into whichever neighborhood they choose to reside
- Neighborhood celebrations will help develop a sense of community among Kansas City residents and within neighborhoods

Some of the recommendations related to the work environment include:

- The work environment will be harassment-free, gender equity will be achieved and people will receive equal pay for equal work
- Women will opt for non-traditional jobs in even greater numbers

Some of the recommendations related to the community include:

- Making the City's bureaucracy more accessible by computer technology in homes or at centralized locations such as libraries or schools
- Interactive town-hall meetings
- Clustered special elections held once a year
- City adoption of the United Nations Charter on human rights
- Creation of a Citizen's Covenant that describes citizen rights, duties, and responsibilities; and that assures citizens that City affairs will be conducted with openness and honesty; and that citizens will agree to take advantage of opportunities to become informed on important City issues

How do we implement the Women-Friendly-City Program?

Several of the recommendations in this building block would coordinate with other building blocks. The education strategies would coordinate with the Life-Long Learning building block, the recommendations for city design would coordinate with the Quality Places to Live and Work building block, and the recommendations for neighborhoods would coordinate with the Neighborhood Livability building block. There is also a relationship between the work environment recommendations for this program and the Human Investment Plan, and between the community recommendations herein and the Governance Plan. The specific effort of this program would be to coordinate with these other programs to ensure the women-friendly emphasis.

What will the Community Building Program do?

The second program that will help create a healthy Kansas City is a Community Building Program. This new program will promote informed citizen understanding of and involvement in government, create better citizen understanding of both their rights and their responsibilities, create accurate perceptions throughout the area of the dynamism of the city and the positive activities here, increase volunteerism, create better understanding among diverse groups, and result in a renewed "good government emphasis in the city. The program will rely heavily on the communication and information-sharing that occur in the Citizen Access and Communication building block and may use FOCUS Centers (see that building block) to help implement the program. The program will include several actions that help citizens be more informed, engaged, and aware of their responsibilities.

The actions include:

- New methods of registering voters
- Classes about government in all schools so citizens understand the importance of citizenship, and the need to vote, to volunteer, to get information on current issues, to get involved in their government, and to know about local history
- An adopted "Citizens' Creed" that delineates citizen **rights and responsibilities**, and that residents understand, publicize, and adhere to
- A study unit for students about Kansas City—its culture and history, where the cultural centers are, etc. The unit would be presented in every grade at both

the elementary and high school level and would be taught in conjunction with other subjects they are studying. The study unit would include certain activities to be emphasized during "Kansas City Spirit Week" (see the Citizen Access and Communication building block). It could include visits to the Kansas City Zoo or to City Hall for younger children, while older students would discuss the structure of City government, visit City Council meetings, or debate important local issues during local elections for Mayor and City Council or bond elections.

- An expanded Student Government Day (this is an annual, City-sponsored event) so young people can more effectively identify with Kansas City and understand how government works—add student projects, summer projects, and cooperative projects among students of different ages so the younger children can learn from the older ones
- Citizenship projects as part of after-school activities
- Programs and incentives that encourage youth to get involved in citizenship activities
- A yearly citizenship event that serves as an annual town meeting and brings high school students into partnership with adults—to promote an understanding of the key physical components and processes of a well-functioning city—tape it and distribute the tape
- Additional mechanisms as part of City review processes that further ensure that the community is well-informed and has an opportunity to express its opinions on City and developer proposals before decisions are made, and to ensure that developers and others dealing with the City get more information on community attitudes
- The media have a tremendous ability to shape our perceptions, and if people constantly see or read negative stories about the city, they will be more apt to have negative perceptions of the city. If stories about the city use inflammatory language and stories about the suburbs use less volatile terms for similar happenings, negative perceptions of the city can grow. Often, these approaches are not done with malice, but with a lack of understanding of their occurrence. It is up to the City, its residents, and its institutions to work with the media to alter this behavior.

To work with the media, we will:

- Initiate discussions with the City, the city's residents, city leaders, and the media to point out problems and work toward solutions that result in balanced media reporting that is accurate and helps create balanced perceptions about the city—that there are many positive activities and attributes of the city and that there is not an over-emphasis on the negative (coordinated with the expanded City Corporate Communications Office and Kansas City Spirit Program efforts to deal positively with the media, in the Citizen Access and Communication building block)
- In times of shrinking governmental resources, the Kansas City and City government will need to explore other means of accomplishing tasks that the

public deem important for their well-being. One of the ways to do that is to increase the number of citizens who volunteer to help the City accomplish these tasks. There are already several good examples of this—maintenance of streets and boulevards by community organizations, neighborhood self-inspection for property violations by neighborhood organizations, and plowing snow on neighborhood streets by homes associations.

Additional activities might:

- Involve youth and citizen volunteers in service projects, such as helping elderly residents correct maintenance code violations
- Involve citizen volunteers in assisting the City in carrying out some of its activities, such as programming on the City television station
- Involve youth and citizen volunteers in City activities, such as providing classes at City community centers
- Kansas City has a long history of good government that gained strength after the political "boss" era of the 1920s and 1930s. Recent events have put that history and image to the test. The basic beliefs and structure, however, are still intact. It is important to maintain that structure and reinforce it.

In order to build a strong ethic of good government, we will:

- Strengthen the responsibilities and impact of the City Ethics Commission
- Develop ways to enforce findings of the City Ethics Commission
- Update the City's Code of Ethics for all staff and elected officials and enforce it through the Ethics Commission
- Finally, the Community Building Program will also include diversity initiatives that bear directly on the goal of the New American City by helping create connections among diverse people in Kansas City and by helping to defeat intolerance in our city.

Diversity initiatives will:

- In the schools, include education on all types of intolerance; also include anti-racism education; link this education with other such activities in the community
- Involve youth from all over the city in racially diverse programming and activities of all types, including culture and the arts, neighborhood or school

activities that include combinations of diverse areas, etc.

- Develop programs and activities to bring together other groups that may be intolerant of one another—different religious groups, old and young, rich and poor, etc.
- Select volunteers in Kansas City to serve as ambassadors and liaisons among diverse groups to help diverse groups communicate with one another and learn about one another
- Implement the recommendations of the Mayor's Task Force on Race Relations
- Create networks that bring diverse groups together to accomplish specific projects
- Require partnerships of diverse groups or neighborhoods in order to obtain certain types of City funding—i.e., requiring wealthier groups to partner with poorer groups in order to get public improvements
- Link with other FOCUS efforts (like the Kansas City Spirit Program —in the Citizen Access and Communication building block—and increasing neighborhood connectedness—in the Neighborhood Livability building block) and with other community efforts (like Harmony in a World of Difference) so people of different backgrounds, including youth, can get to know one another
- Work toward elimination of bias in home purchase and rental, mortgage lending, education, hiring, criminal prosecution, and social interaction by conducting roundtables to identify lingering and subtle discrimination patterns and problems and ways to address these problems

How do we implement the Community Building Program

Management of the Community Building Program will also need to involve strong partnerships among the public, private, and non-profit sectors.

For this program, the partnership will include:

- FOCUS Centers, the Mayor's Office, the Mayor's Task Force on Race Relations, the City Human Relations Department, the Human Relations Commission, the League of Women Voters, elementary and high schools, the Landmarks Commission, historical societies, youth organizations, Kansas City Consensus, foundations, the media, major employers, the City Ethics Commission, City and State government, Harmony in a World of Difference, churches, neighborhoods, lenders, real estate professionals
- Specific partners from the above list and others who are needed to address specific issues

Responsibility for implementing the Community Building Program will lie with an organization created to implement several FOCUS programs. This organization might be a part of City government, a separate non-profit, a combination of the two, or something else. An advisory board of the above partners will provide leadership and direction for the program.

Again, the question of funding the program is a significant one. Partnerships will again help to redirect existing resources to a unified community agenda, helping to

create synergy, avoid duplication of effort, and maximize resources.

How does a healthy community relate to other FOCUS building blocks?

One of the principal tenets of FOCUS is that actions in one sphere of activity have effects in other spheres. One of the missions of FOCUS is to anticipate and take advantage of synergy and to mitigate unintended consequences. The Healthy Community building block relates to other building blocks in many ways, and many of them present great opportunities for synergy.

Some of these relationships to other building blocks are listed below:

- **FOCUS Centers**—specific initiatives like health education programs, clinics for preventive health measures, social service data bases and programs, transportation connections, activities and recreation for youth, peer-run teen centers, or community policing offices may all be located in or near FOCUS Centers.
- **Community Anchors**—anchors may help provide education or programs that stress preventive activities to promote health, mentors for youth, or other programs that contribute to a healthy community.
- **Moving About the City**—transportation systems should take locations of FOCUS Centers, schools, and dependent populations into account, and the location of such facilities should take into account the location of major transportation facilities.
- **Quality Places to Live and Work**—quality new development, "urban villages," and locating low- and moderate-income housing throughout the city will make access to jobs easier; the use of "defensible space" techniques may help minimize crime; and elements of improved city design are specific components of the Quality Places building block.
- **Neighborhood Livability**—activities that enable diverse groups to interact with one another and that diminish racism contribute to the livability of Kansas City neighborhoods; eliminating bias in home financing can increase home ownership and improve neighborhoods throughout the city; neighborhood celebrations add to neighborhood livability.
- **Citizen Access and Communication**—citizen access and communication will work with healthy community to create unity and identity among citizens of Kansas City, to increase citizen involvement with government, to increase information-sharing of government with citizens and citizens with government, and to develop ways to work effectively with the media to get more positive portrayals of the city and its people.
- **Investing in Critical Resources**—healthy community will link with efforts to minimize environmental hazards as part of critical resources, and community policing is an integral part of the discussion of the critical resource, police protection. Preventive activities that decrease crime will influence the duties of police officers
- **City Life**—involving and educating citizens (and especially youth) about the culture and in the activities of other diverse groups will help break down barriers and help eliminate racism in Kansas City.

- **Competitive Economy**—eliminating racism in Kansas City can help make the city's economy much more competitive, providing programs to prevent an underclass and to prevent social problems can make the city's economy more vibrant, and offering development incentives to developers who help address the health, employment, or education issues of the community can result in improved social programs.
- **Life-Long Learning**—life-long learning is an essential element of a healthy community and will help create informed citizens, a community comfortable with diversity, people educated and trained for available jobs, and gender equity in schools.

FOCUS BUILDING BLOCKS

Investing in Critical Resources

For Kansas City to become the model New American City, commitment to investment in the most basic and essential city services is a high priority. This building block seeks to explain and clarify several of the most fundamental responsibilities of City government as an organization and an institution within the community.

These fundamental responsibilities are:

- To protect the lives and property of Kansas Citians
- To be responsible stewards of the public's capital assets
- To safeguard the natural environment

Under this definition, Kansas City's "critical resources" are really the most basic city services and tend to be those aspects of public service most appropriately managed by the local governmental organization. This does not mean that these are the only critical resources or basic services in the City but that these come to the forefront in terms of priority.

In this context, the Critical Resources building block can be thought of as the City government building block. It defines the irreducible obligations of Kansas City government.

What are the critical services?

Public safety includes fire and police protection, which every city must have to secure the public's sense of well-being.

Public infrastructure includes streets, boulevards, water and sewer systems,

Community Policing allows police to get to know the neighborhood

parks, and public buildings. These assets help shape our living and work environments, provide the physical framework for the attraction of businesses and jobs, and help make new development feasible. Further, they represent substantial past investments of the public's resources.

The **natural environment** includes air and water and the quality of both; physical features such as topography, waterways, wildlife and its habitat. It is incumbent on the community to seek ways to protect and improve these natural features through activities such as reduction or elimination of pollution; energy efficiency and renewability; and recycling. Valuing and investing in activities that respect the natural environment will improve the quality of life of Kansas Citians today and in the future.

What will investing in them do?

Public Safety

Two of the basic services that cities provide are police and fire protection. Effective public safety services in the New American City are characterized by partnerships between service providers and recipients. Strong partnerships between the city's neighborhoods and the public safety services are essential.

They are evidenced by:

- A Police Department that fully embraces a community-based and problem oriented style of policing
- A strong orientation toward prevention of both crime and fire
- Effective inter-agency coordination and cooperation to solve specific safety issues and problems

Effective public safety services should result in the following outcomes:

- Kansas City is, in fact and in the perception of its citizens, one of the safest urban centers in the United States
- Crime rates are low and stable
- Downtown, neighborhood streets, public parks, and other gathering places are vital, secure and usable at all times of day and night
- Citizens of Kansas City work in partnership with the Police to identify neighborhood concerns and effect changes needed

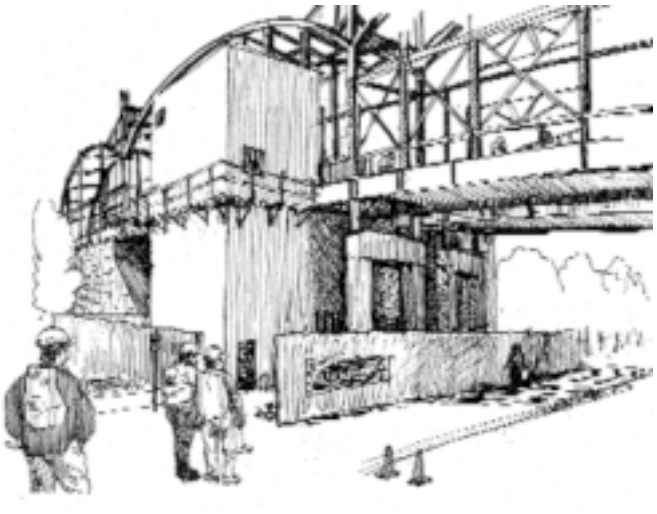
- Solutions to public safety issues are conceived in a "holistic" fashion and all available resources are maximized to achieve the city's vision of safety
- Property losses from fire, flood and other natural and human-made disasters are among the lowest of any major city
- Emergency medical services are readily available and technologically superior
- Fire stations are strategically located, equipped and staffed based on careful risk assessment and analysis

- Cooperation, communication and coordination among regional police, fire and emergency, medical service agencies is consistently effective.

In order to achieve the desired outcomes, a number of actions will be required and certain issues are clear.

Some of these are highlighted below:

- "Community policing" should be a philosophy or core value of the Police Department, not just a "program"
- The organizational relationship between the Police Department, the City Manager, and City Council should be an effective partnership. Steps to achieve this should be defined.
- Some public safety programs and services function best at the regional level. For example, major criminal investigations, homicide, sex crimes, narcotics and youth / domestic violence programs, among others, are often best provided on a regional cooperative basis. Emergency communication / dispatch is another service to provide at the regional level, as are detention, police and fire training and hazardous materials incident response. The Kansas City metropolitan region should pursue such consolidation where it is not already providing such services at a regional level, or where additional consolidation may be achieved.
- Opportunities to increase the use of civilian employees and volunteers in the Police Department should be explored as a way to "release" highly trained personnel to provide direct policing and problem solving services to the public
- Development of an effective model for fire station relocation and staffing is probably needed, along with an effort to closely involve fire companies in fire prevention and inspection work within their respective fire districts
- Building codes should be critically evaluated to identify opportunities to improve the fire safety of both commercial and residential structures. Residential fire protection systems should be explored



A construction crew surveys a bridge for rehabilitation

Public Infrastructure

In terms of public infrastructure, Kansas City will place significant emphasis on using existing infrastructure in order to get the full benefit from investments already made, as well as on providing the highest quality new improvements where economic benefits clearly justify new investment. Providing for the long-term maintenance and operation of public assets will be a high priority. These investments will encourage quality economic growth, therefore building the city's tax base. Making infill development a priority will help Kansas City take advantage of existing infrastructure.

Taking care of deferred maintenance of infrastructure will be important to the promotion of infill. Redevelopment that will accompany upgraded infrastructure will produce additional tax revenues to further reduce deferred maintenance obligations.

Concentrating investments to achieve efficiency and mutually supportive benefits will also be important in future decision-making.

Capital improvement investments will emphasize:

- Placing a higher priority on maintaining existing infrastructure and upgrading inadequate infrastructure in developed areas than on extending infrastructure into undeveloped areas
- Encouraging infill development and rehabilitation to maximize the use of existing transportation facilities like streets and highways
- Improving the current system of determining priorities and appropriate funding mechanisms for capital improvements, including the developer share and City share of the costs of major infrastructure

Adequately providing and maintaining public infrastructure should result in the following outcomes:

- Deferred maintenance obligations are steadily declining and resources allocated to preventive maintenance programs are increasing
- Development incentives clearly promote infill over leapfrog or fringe area projects
- Clear decision making frameworks and tools for prioritizing capital construction and maintenance resources are in place and followed
- Cost/benefit analysis is rigorously applied to new capital investments and specifically include realistic estimates of long term maintenance and operations cost impacts

- All new development and redevelopment proposals are evaluated for fiscal and economic impacts through the application of the "Community Impact Statement" review process before public funds are expended

In order to achieve the desired outcomes, a number of actions will be required and certain issues are clear.

Some of these are highlighted below:

- Specific decision making criteria for the allocation of capital construction resources needs to be developed. This may take the form of a computerized decision model
- Cost/benefit evaluation criteria to be applied to evaluation of new capital expenditures as compared to upkeep and repair expenses need to be developed
- Fiscal and economic impact analysis tools are needed to assess the comparative benefits of competing development proposals. These analysis tools need to specifically address the issue of tradeoffs between using existing transportation and utility system capacities versus the investment in new capacity
- Long range estimates of operating and maintenance expense implications should be required before any new capital expenditure is approved
- Kansas City should increase its emphasis on the regular allocation of substantial resources to reduce deferred maintenance. The city should develop a policy that establishes a minimum budget allocation to deferred maintenance costs each year
- To expand on the current policy of allocating one percent of the cost of City buildings to art that complements and enhances the building, the City should develop a one percent for public infrastructure program to fund implementation of urban design requirements

Natural Environment

The City must continue to work with other metropolitan jurisdictions and the Mid-America Regional Council (MARC) to deal with issues of the **natural environment**, since air, rivers, and streams do not respect political boundaries. It is important for Kansas City to regain the region's status as one of the few major metropolitan areas meeting all federal air quality standards.

In order to accomplish this, Kansas City will:

- Increase our emphasis on compact development patterns
- Emphasize attracting clean industries
- Develop alternative means of transportation in a multi-modal system (see the Moving About the City building block) that includes buses, other public transit, cars, walking, taxicabs, and bicycles

Kansas City will work with other jurisdictions to restore and maintain river and stream corridors.

The City will do this by:

- Returning the Missouri River to good health
- Preserving natural drainage patterns and flood plains
- Protecting the water quality in rivers, streams, and creeks and underground

Finally, to successfully preserve the environment and decrease pollution, we must decrease waste-production and increase activities like recycling and energy conservation.

In order to achieve this, we should:

- Promote waste as a supply source and use this to attract businesses that use these wastes in their production
- Explore ways to combine City, State, Federal, and private agencies in order to clean up priority brownfields and redevelop these sites
- Explore alternative energy sources, such as wind power, and encourage competition among all energy suppliers
- Provide incentives and development standards that promote energy efficiency
- Promote our clean-city image to attract development and new residents and create America's cleanest Downtown
- Develop new jobs that also help reach desired outcomes

Successful implementation of these activities should result in the following outcomes:

- All federal and state standards with respect to air and water quality are consistently met and exceeded
- All young Kansas Citians receive education promoting environmental awareness
- Kansas City is a preferred location for "clean" industries
- Recycling is generally supported and widely practiced
- Legitimate, reliable and popular alternatives to dependence on the private automobile as the primary mode of transportation exist
- Regional and intergovernmental cooperation on environmental concerns is regular and effective
- Sensitive environmental resources are preserved

In order to achieve the desired outcomes, a number of actions will be required and certain issues are clear.

Some of these actions are highlighted below:

- The City of Kansas City will need to work closely with schools to encourage the development of curricula and instructional programs that teach environmental responsibility from the earliest years of school
- The city cannot (and does not) expect to be solely responsible for environmental issues within the region. Effective means for inter-local and inter-governmental cooperation must be established
- Environmental impact assessments (along with fiscal impact assessments) can be required on major development proposals
- Economic development programs and efforts should, if the city is truly committed to environmental quality, identify a list of the types of industries that it will consider for relocation / expansion or development incentives

How does Investing in Critical Resources relate to the other FOCUS Building Blocks?

Investing in Critical Resources is an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **Citizen Access and Communication** - Much of the information provided in access and communication will be on critical resources like fire protection, police protection, infrastructure, and the environment. It can also create an environment in which citizens understand the need for these resources and are willing to invest in them.
- **Competitive Economy** - Public infrastructure is necessary to serve the basic needs of businesses, and to make new development possible. Public safety is a major consideration in business location. A well-maintained natural environment provides a comfortable setting in which to conduct business. It also spares new businesses from stringent controls that would be required if severe environmental degradation had been allowed in the past.
- **Moving About the City** - The proposed multi-modal transportation system will provide a framework for guiding public investment.
- **Neighborhood Livability** - Kansas City's neighborhoods will be more livable and enjoyable if the City continues to upgrade and maintain basic utilities and infrastructure. An emphasis on public safety will provide peace of mind to the residents of the city.
- **Quality Places to Live and Work** - Quality Places to Live and Work provides critical guidelines that will help Kansas City in addressing its critical responsibilities. Strategies related to capital improvements, preservation of open space and transportation have a great impact on the City's fundamental priorities.

FOCUS BUILDING BLOCKS

Life Long Learning

Life-long learning in the New American City means that we provide people with learning opportunities throughout their lives and in every phase of what they do. We also provide people with the opportunity to learn whenever, whatever, and however they learn best or most easily, and we make learning opportunities appropriate to their needs. We make use of all of the education and training resources, both formal and informal, throughout the city.

The entire city is a learning environment, and each person we come into contact with is someone who can help us learn. Business and industry and institutions will open their doors to citizens of all ages and invite them to visit and understand the activities that make the business or institution grow and prosper. Learning opportunities related to work, whether it be education on the nature of work or the types of training and retraining that workers need, must be available to people as they need it and at each learning point in their lives, from pre-school to adult training and retraining programs. Thus, the intent, the direction, the goal is to craft Kansas City as the "Citizens Involved in Learning" capital of the nation.

In order to implement the "Citizens Involved in Learning" theme, we will emphasize three aspects of learning:

- Early childhood education
- Kindergarten through high school education
- Adult learning, including training and retraining for employment

Adult classes to learn new skills

How will we ensure life-long learning?

The only way to ensure that the *Citizens Involved in Learning* theme will become a reality is through the involvement of a wide spectrum of citizens of the city, including the very young, the elderly, the wealthy and the not so wealthy, the business person and the homemaker, the entrepreneur and the large-business owner in life-long-learning programs.

How can we support early childhood learning?

The life-long-learning process must begin with recognizing the need to support learning for the very young. As more and more families include two parents who are employed outside the home and as more and more families are non-traditional in their make-up (single parents, grandparents rearing children, etc.), child care and preschool become even more important components of the life-long-learning equation. Businesses must become involved in providing safe learning environments for the children of employees; providers of child care must be able to earn a satisfactory wage and meet their basic needs; licensing and developing (or enforcing) standards of care and programs of learning in child care centers must be addressed.

Children establish learning habits at a very early age, making it critical that early childhood learning be available to the children of the city. Parents require child care services in order to allow them the opportunity to work in full knowledge that there are affordable, safe, and secure means of caring for their children while they earn the living that meets the family needs.

Early childhood education should be:

- Available to all families
- Rich in content, including learning opportunities for children in child care and school-readiness programs for all
- Organized to provide learning and teaching opportunities that will help children be prepared for and enthusiastic about life-long learning

How can we support learning from kindergarten through high school?

Public education includes pre-kindergarten through high school. It is a major foundation of our society and of the ability of our city to attract residents. Kansas City has fourteen school districts all or partially within its city limits. By law, the obligation to provide for the education of a city's youth is an independent responsibility of elected school boards representing the citizens of the community. This is

a function separate and distinct from City government. Each of these districts is organized to contribute to the welfare of the city by helping students become well-educated citizens; by preparing some students directly for jobs, others for higher education, and still others for entry into the military; and by continuing to instill the value of life-long learning in all students. Even the value of our homes has a relationship to the strength of the schools.

Kids looking at wildlife

All of us, including City government, have a stake in the public schools, whether we have children in them or not. For the New American City to succeed, we must have excellent public education throughout the city and link it to other activities in the community. Through these all encompassing efforts, the theme of Citizens Involved in Learning can become a hallmark of Kansas City. The efforts of those who organize and manage our learning institutions must be coordinated and communication among them must be ensured.

In order to support learning from kindergarten through high school, we must:

- Expect, demand, and support high quality education for all within every school district in the city
- Elevate the notion of learning and the idea that the schools that serve the children of Kansas City are good places to learn and safe places to be—especially among parents, who may not have felt that they themselves received value from the schools
- Establish the expectation that all school districts in Kansas City will strive to become cutting-edge districts
- Enable every child to attain a well-rounded, rigorous education that includes critical thinking, adequate communication skills, the requirements of good citizenship, and a knowledge of the basic math and science that drive technology
- Encourage schools at all levels to develop curricula that include global issues that must be understood in a world that is ever more close—that such things as the economy, environment, and business organizations of the world all have inter-relationships and that the entire world may be affected by actions of people in remote places
- Encourage schools of all levels to teach good citizenship and government processes of all types so students will have an understanding of how government works and why being involved is important
- Encourage schools to teach local history and the FOCUS plan within their courses

- Develop a public education program to inform citizens of the City's tax structure, collection system, and expenditure policies
- Include school-to-career needs in educational programs, and recognize the importance of the lessons of history, the future, the arts, and the physical needs of people
- Encourage schools to include lessons that will assist in the development of a culture of entrepreneurship throughout its programs
- Strive to increase parent involvement in the schools
- Inform the community of the need for all to be involved in the schools and celebrate their success as well as help resolve difficult issues
- Develop mechanisms in all districts to educate members of the community about the importance of public schools to all—businesses, neighborhoods, institutions—in order to maintain interest and funding for the schools
- Provide help from the City so that school districts provide equal and equitable access for all citizens to the benefits of education regardless of age, sex, race, or place of residence
- Join City government and all school districts in working with the state legislature to ensure that all school districts are economically viable
- Increase communication and cooperation among the school districts as essential to the common welfare of the citizens of Kansas City. No single agency is available to facilitate such an effort. Therefore, with the leadership of the City government, create a council of schools (including senior school district administrators, the Mayor, and the State Department of Education) that will establish new connections and bring the 14 school districts together to discuss and consider issues critical to the population of the city. It will also study questions of how to improve the delivery of education, and all of its actions and deliberations will help contribute to the welfare of all citizens.
- Develop mechanisms through this council for the 14 districts to cooperate, coordinate their activities, and work together toward common ends
- Connect schools to neighborhoods as resources, regardless of whom the schools serve during the day
- Provide safe and secure environments in which children can learn

How can we support education after high school and adult learning?

A college education, and often beyond, is required for many jobs, and a college education can provide a thirst for life-long learning by giving opportunities for a broad-based education in many fields. The colleges and universities in a city can act as powerful attractors of new businesses and businesses we are trying to retain because they will know a trained workforce will be available. Colleges and universities can help provide a high-quality labor force.

The importance of post-secondary education must be emphasized as we:

- Support the efforts of local schools, colleges, and universities to improve and to gain nationwide respect for their excellence

Not everyone goes to college. Many need or desire job preparation programs not related to colleges or universities. Successful job preparation programs help retain and attract businesses looking for skilled employees, and contribute to the development of a high-quality labor force.

In addition, retraining is becoming more and more important. Today, we expect that people will change careers at least five times in their working lives. We are no longer in an environment in which individuals begin to work for a company and can expect to work there until retirement. It is more critical than ever that access to skills development and career training (for both employed people who want to upgrade themselves and broaden their employment opportunities and unemployed people who need new skills to be able to find a job) be available in the New American City. The new Welfare-to-Work programs will make this training effort even more important. Kansas City currently has several excellent career-training resources available in connection with local school districts, community colleges, universities, and employers.

In addition to supporting these programs, we must:

- Make additional job training and retraining available through civic organizations, institutions of higher learning, and business organizations and place value on conducting them effectively
- Stress work readiness programs, vocational training and retraining, and apprenticeships
- Support the movement of school-to-career, which often arises from school/business partnerships, and support existing partnerships that link education and careers
- Provide life experiences for students of all ages through work/study, and apprenticeship opportunities for students in high schools and community colleges
- Create partnerships among schools, other institutions, and businesses to provide job training for unemployed and underemployed workers
- Through cooperative efforts between philanthropic, business, and governmental institutions, earmark funding for scholarships or loan-forgiveness programs for target occupations where workers are needed and for target populations where there is high unemployment

- Offer incentives and support to businesses that provide on-site training and education or incentives for their employees to pursue additional education, and also use City tax incentives to attract businesses that provide such training
- Encourage school districts to use existing schools and equipment as learning satellites; use learning satellites for classes and job training that increase the knowledge, skills, and capacity of available workers in the neighborhood surrounding the school so as to improve their ability to find good jobs
- Create partnerships between schools and businesses to enhance the skill level and experience of the labor pool
- Include City recognition and support for job training and retraining efforts and include City assurances that there will be no barriers to the success of this training, regardless of a person's residence location, or their culture, ethnicity, race, or gender
- Designate locations for the provision of training that are accessible by reasonable public transportation. Include City assistance in establishing and promoting share-a-ride and van pooling transportation for such training
- Relate job training and retraining to economic development and the types of businesses we are trying to retain and attract
- Provide user friendly information sources to the workforce as to available job training programs and prospective employers that may be considering moving to the area and their needs for labor

Satisfactory lifestyle is a product of knowing and learning about the environment in which we live. In addition to basic education and job-related training, the community must have options that enable citizens to continue learning. The art, literature, and music of a nation are a part of being satisfied with who we are, from where we come, and the directions in which we are turning for the future.

The people of a nation, and indeed of a city, must have access to the development of knowledge and skills within these arenas. Whether it be continuing adult education, skill development, or recreational learning programs, learning does not stop when people complete a phase of schooling or advance in a job.

In the future, these extended learning cycles will become even more prevalent. To the extent possible FOCUS Centers (see the FOCUS Centers building block) represent one location in which to provide life-long-learning opportunities.

For Kansas City to prepare itself to address the need for increasing life-long

learning, several things must happen:

- The Kansas City community should support and assist legally authorized agencies to ensure access to high quality life-long learning for all of its citizens, without regard for place of residence, age, gender, or race
- The community must seek out ways and means of providing its citizens with access to bodies of knowledge and for them to participate in the cultural and learning activities that formulate the fundamental basis for high quality life
- The community should view public school buildings as community-wide assets that allow the community life-long opportunities, and districts should hold classes for the community in them
- The community should expand the public library system to provide critical information and educational opportunities

The people of the city must be encouraged to support the theme of *Citizens Involved in Learning* with wide recognition that the quality of life of the city is dependent on the quality of learning services that are available to the people of the city. We learn at every event, in every way in which we are engaged. The need is to make these experiences positive contributions to improvement of the quality of the city. The absence of legislative responsibility that links all of the various elements that provide education makes the creation of singular programs difficult at best. Thus, life-long-learning programs rely on the will of the people to demand such quality and to work to create the partnerships that will make them happen.

How will we measure success?

Many of the indicators of success within the realm of life-long learning are necessarily longitudinal in nature. Unlike physical characteristics of a city, it will take generations to know if we are successful in bettering the life of the citizens of the community. However, there are specific interim measures that may be made to indicate that we are making progress:

- The Council of schools will be formed and communication among the school districts of the city will be regular to insure that all are aware of special programs and the effectiveness of them, to allow districts to begin to share resources where appropriate and to enhance knowledge of ongoing efforts
- Early childhood care will be available at an affordable cost to all that need it and businesses will be active participants in providing care for the children of their employees
- Students in the schools will be familiar with their City government and with the goals of FOCUS in particular

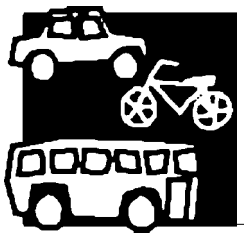
- Job training centers within the schools, business and the private sector will be available to all who are in the process of making career changes
- Businesses will make their expertise available to all who need it and will be actively engaged in the process of learning
- The dropout rate will decline at all levels in all school districts to no more than the average of the state
- School attendance will increase in all districts to more than 95% Average Daily Attendance (ADA)
- The theme Citizens Involved in Learning will be supported and will become widely found in publications that describe the city and its activities
- Businesses considering relocation will review the educational system as being among the positive reasons for considering Kansas City

How Does Life Long Learning Relate To The Other Focus Building Blocks?

Life Long Learning is an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **Community Anchors** - Community anchors could sponsor some of the child-care education initiatives addressed in the Life-Long Learning Building Block. Community anchors could provide some continuing education courses for residents and employees to ensure that they are prepared for success in their jobs.
- **Competitive Economy** - Much of the Life Long Learning Building Block expands upon the Preparing Kansas Citians for the Future section of the Competitive Economy Building Block. In doing so, it will play an indispensable role in helping people adapt their skills to a rapidly changing economy. Employers themselves will need to provide opportunities for on-the-job training or cooperate with schools and training programs to see that needed skills are taught.
- **Connecting Corridors** - Cultural and historic corridors will provide learning opportunities for people of all ages. Transportation and transit corridors will provide connections to training and education centers for adults seeking to improve their job skills.
- **Moving About the City** - A multi-modal transportation system is critical in providing access to all education and learning facilities throughout the city. Learning places must be located so that they can be accessed by transit, by foot or any other transportation mode.
- **Neighborhood Livability** - Learning and educational opportunities will be readily available and accessible for all residents in all neighborhoods. Neighborhoods must become and remain involved in the school system to ensure that kids are learning the basic elements that will make them successful adults.

- **Quality Places to Live and Work** - Neighborhoods, mixed use centers, buildings and public spaces will be designed and constructed so as to encourage education and learning in all phases of a person's life. Residential areas will be located in close proximity to schools, training centers and child care centers so that they can be easily accessed by residents.



FOCUS BUILDING BLOCKS

Moving About the City

The ability to move people and goods throughout the city, and to connect all locations within the city is essential to the economic, social, and cultural success of the New American City.

For the past one-half century, our lives have increased dependency on the automobile for moving from place to place. The automobile has affected the way that communities are built and the way developments are isolated from, rather than connected to, one another.

The active neighborhood and community centers have been replaced with automobile-oriented developments. Our public and private investments in streets and highways have been to the detriment of pedestrian, bicycle, and transit mobility.

The intent of FOCUS is to increase the ease of, and broaden the options for, moving about our city, and to create logical extensions of the existing transportation network. FOCUS will create an environment that will encourage and allow people, especially the young and elderly, to move comfortably around all parts of the city by whatever means they desire. Many people will walk if there is a direct, continuous, safe, pleasant, and secure pedestrian route for doing so. People will ride bicycles if they can do so safely. People will use public transit if it is convenient and pleasant and there are pedestrian connections between the transit stop and destination. People will use modes of transportation besides the automobile if the other modes provide reasonable options. Moving about the city requires attention to, and integration of, many different ways of moving from place to place—called **multi-modal transportation.**

A parent and child wait at a multimodal transit stop

Multi-modal transportation requires basic changes in the way we make decisions about locating various kinds of development about the city, and it requires changes in the way we target development incentives. All of these decisions can make forms of transportation other than the automobile more workable or less workable.

What does multi-modal transportation include?

Transportation must link people to jobs, recreation, medical facilities, schools and other learning centers, cultural activities, through multiple transportation modes. Agencies and organizations that provide transportation or influence transportation decision-making will take an integrated, multi-modal approach to the movement of people and goods, which means creating a coordinated, easily used, and flexible system of movement.

Multi-modal transportation includes the completion of the arterial street system throughout the city, to enable efficient automobile travel and transit service. The construction of the arterial street system should include parkways and boulevards and the development of a secondary and collector street system to complement the primary freeway and arterial street system in emerging development areas. These facilities should consider revised street standards to accommodate all transportation modes. Where possible, multi-modal transportation will consider implementing mobility strategies, in preference to increasing the capacity or number of roadways.

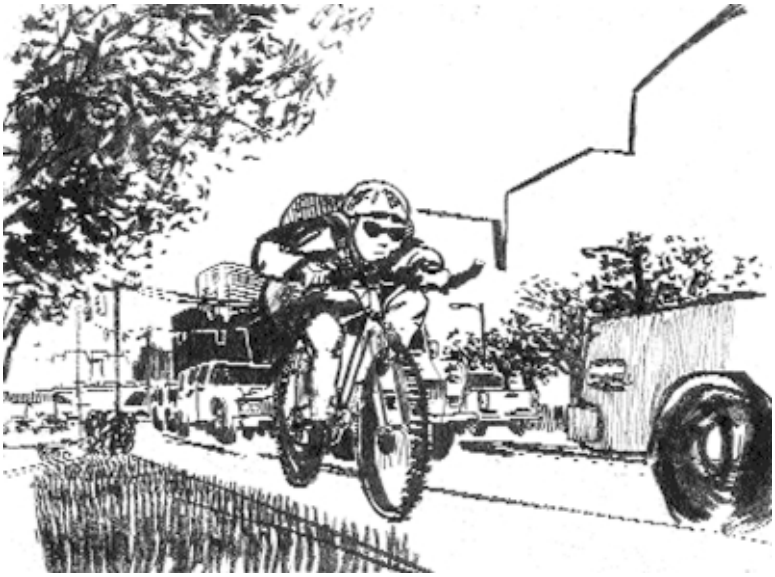
Every mode and transportation program should consider the needs of all people, including those with disabilities. The multi-modal system includes pedestrian routes which are direct, continuous, and safe. The multi-modal system should also include commuter and recreational bicycle routes and paths.

Physical linkages must be established between all modes, so that patrons can easily move from one mode to another. This should include transit stops, shelters, and staging areas. A transportation hub, possibly located in the Union Station area and Kansas City International Airport, would be integral to this system, and serve as a link and transfer point among transportation modes. Use of the Central Business Corridor between the Missouri River and the Country Club Plaza as a central spine for citywide bus or light rail transit would further enhance the multi-modal system.

Development of a multi-modal transportation network will use mobility strategies such as Transportation Demand Management (TDM) and Intelligent Transportation Systems (ITS) to improve the efficiency and effectiveness of all transportation

systems. Transportation Demand Management means reducing the dependency on the single occupant vehicle through carpools, vanpools, tele-commuting, and modified work hours. Intelligent Transportation Systems is better management of our existing transportation system by responding to actual real-time changes in traffic demand and quick roadside service incident management response.

Kansas City's role as a national and regional transportation center requires consideration of trucks, inter- and intrastate bus service, trains, barges, and general and commercial aviation.



A biclyclist rides safely on a dedicated bicycle lane

The Missouri Department of Transportation, Mid-America Regional Council, and City of Kansas City transportation prioritization and project funding selection process should be changed to reflect FOCUS goals and city needs. This may include discouraging outer beltways.

Parking authorities may be considered which manage parking in high-density areas and balance parking demand, supply, and cost with multi-modal transportation. Strategically locating park-and-ride lots would assist in transit usage.

The resulting multi-modal system will provide alternatives to our traditional dependence on private automobiles by balancing street and highway investment with investment in appropriate, high quality transit, bicycle, and pedestrian systems. Transportation decision-making will favor investments that link major activity centers, including FOCUS Centers, commercial centers, and employment centers; that link activity centers and neighborhoods; and that have the potential to strengthen the neighborhoods they serve by increased density and economic vitality.

What does a multi-modal system look like?

The transportation mode emphasized in a particular area will be appropriate to that area. For example, dedicated-route transit alternatives such as light rail transit (LRT) may eventually be used to provide maximum access to employment centers such as Downtown and to major regional attractions such as KCI Airport, the sports complex, and the urban core.

Dedicated-route transit such as light rail and bus ways would be established along heavily traveled arterial spines such as Main Street. High frequency bus transit

will provide feeder service to the dedicated routes. Transit nodes along arterial spines will allow interconnection with other modes of travel, which may vary depending upon neighborhood location, proximity of service and retail centers, and smaller employment areas.

Use of flexible-route movement transit and demand-responsive shuttles will help ensure the long-term ability of the system to meet evolving demographic and development patterns.

The system should also include adequate bridge crossings of the Missouri River, to link the north and south halves of the city and the metropolitan area. This may mean constructing additional bridges or retrofitting existing bridges to hold additional modes of transportation, for example, including pedestrian and bicycle paths on the new Chouteau Bridge.

How will we change our policies to help create a multi-modal system?

To ensure this ease of movement throughout the city, a fundamental change must occur in development patterns that includes changes from single land uses to mixed uses in some areas, and from low density to clustered development and moderately higher densities in some areas.

Successful implementation of this network of connected modes of movement will rely on the use of incentives, regulations, standards, and other mechanisms to encourage or require development and redevelopment patterns that support multi-modal transportation.

Engineering standards will need to be revised for streets that include provision for all modes. These revised standards may also incorporate requirements for increased quality, such as building arterials with a boulevard-like character.

Development standards should also be revised to include flexible, pedestrian / bicycle oriented multi-modal transportation elements in neighborhood design. This would include permitting mixed-use areas in our zoning ordinance.

Transit Impact Zones should be created which define specific areas where transit- and pedestrian-supporting development tools should be used. Complementing the transit impact zones and overlays would be financial incentives, directed toward retaining and attracting businesses and encouraging more compact development. In addition, areas within and adjacent to Transit Impact Zones would receive a higher level of public infrastructure, public improvements, and amenities. Complementing the public incentives would be the development of business

associations and special business districts to further the common interests of businesses within Transit Impact Zones

Financing of the infrastructure is critical and supporting mechanisms should be developed, including increased financial cooperation with the counties in which Kansas City is located

Encouraging foot and bicycle travel means providing sidewalks, trails, plazas, and bicycle lanes that are safe for people of all ages. It also means designing pedestrian and bicycle amenities, benches, bike racks and lockers, appropriate landscaping, and smaller scale signage into new development.

Safe and usable streets should be promoted through policies and practices that reduce the potential for crimes against people. This would include expanding the community policing programs, adopting new city requirements that increase standards for street lighting and streetscape design, and improve crime prevention techniques through environmental design.

The MARC Bicycle Plan will be updated to identify safe bicycle routes for both recreational and commute biking. A Pedestrian Master Plan will also be prepared for Kansas City to identify pedestrian facilities standards.

What will be the results from implementing this building block?

The desired outcomes from implementing the recommendations in the Moving About the City building block include:

- Creating a multi-modal Kansas City which provides choice and convenience for all residents and visitors.
- Reducing the dependency on the single occupant vehicle with the objective of reducing vehicle miles traveled and maintaining good air quality.
- Promoting mobility linkages between the city's neighborhoods within activity centers, connecting corridors and community anchors.
- Replacing vehicular-oriented development with multi-modal-oriented development.
- Providing phased transportation improve- ments which will promote appropriate development within the City.
- Recognizing the limits of the city's financial resources. The city commits to deriving the greatest value possible from its investments in infrastructure by assuring maintenance of existing capital facilities, gradually remedying existing deficiencies over time, and providing adequate facilities to serve new growth.
- Creating consistency filling gaps in the arterial street system.

- Developing criteria and level of service standards to ensure a balanced and adequate multi-modal mobility to accommodate the needs of existing and future development.
- Establishing a funding program that requires new development to pay for its fair share of all transportation modes.

What are the primary strategies for implementation?

The development of our current environment did not just happen. It occurred gradually over the past 50 years. Similarly, strategies and policies that begin today will take years to develop in our emerging growth areas and retrofit into our existing developments. The following mobility strategies have been developed to address existing problems and provide direction and guidelines to mitigate the current deficiencies.

Incorporating Multi-Mobility In the Development Process

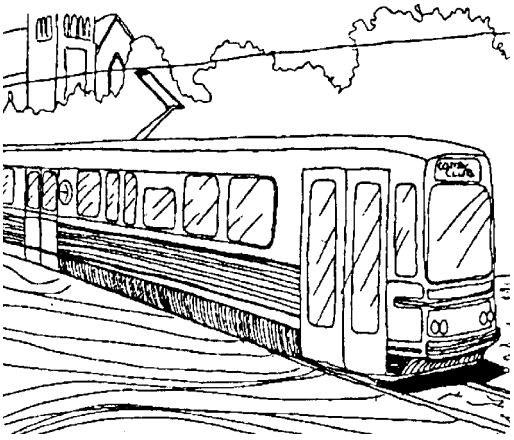
The success for implementing the strategies depends on understanding the importance of planning for multi-modal based choices and opportunities and a concentrated effort to committing to these choices in shaping our growth. This begins with a complete rethinking and reorganization of the development process, including changes to the city's comprehensive plan, zoning regulations, subdivision regulations, and design standards.

First the city must create policies in its comprehensive planning process that encourages multi-modal communities. The current plan, like plans for most cities across the nation are based extensively on the automobile. Throughout the City are examples where street widths and lack of sidewalks make pedestrian travel and bicycling difficult. Single parcel commercial developments that require driving between retail outlets are typical. Connections between residential areas with schools and transit stops are often unavailable. There are many opportunities to retrofit existing communities but addressing the problem so that multi-modal opportunities are not precluded is critical.

The **FOCUS Kansas City Strategic and Comprehensive Plan** provides the basic framework to identify and achieve the vision and goals of the community. Once adopted, FOCUS will become the framework for future development. The transportation component of FOCUS should identify the principles necessary to achieve a multi-modal oriented community with alternative travel modes, transit network, pedestrian districts and mixed-use areas. The plan should include all modes and show the investment strategy required

A wide range of policies should be incorporated and encouraged by FOCUS. The city, MARC, Kansas City Area Transportation Authority, the State of Missouri, other municipalities, and the private development community need to work together through joint development agreements. The city can also encourage multi-modal development through incentives or by providing assistance in design and operation / maintenance.

Incentives to consider for encouraging desired transportation improvements include:



- Increased density, which will vary with the type of community and local conditions, to promote higher transit patronage.
- Reduced parking requirements based on some form of a transit accessibility index in transit areas which reflect decreased auto use.
- Infrastructure financing strategies.
- Pricing strategies for parking in the regional centers that are tied to a transit accessibility index.
- Transferable development rights (TDR).
- Joint use policies, particularly in the areas of parking lots and structures where the parking spaces can be shared between uses that generate demand at different times.

Zoning

The zoning ordinance is a major tool that shapes our communities. Traditional zoning can be a barrier to promoting multi-modal transportation opportunities which benefit from mixed-use developments, narrower setbacks, and street designs that favor all travel modes. The zoning ordinance should be amended to accommodate multi-modal activities. These policies should also be reflected in land use plans at other levels: area plans, neighborhood plans, and project plans.

Areas within 1/4 mile of light rail stations or major bus stops should promote increased density and mixed uses including higher density residential development. The greatest permitted and promoted increases should be within 600 feet of the station or stop. Auto-oriented uses should not be permitted within this 600-foot area.

Changes in zoning which specify the amount of parking required should also be considered. Currently, zoning identifies the minimum number of parking spaces required for a specific land use. Instead a range between a minimum and maximum number of parking should be identified. This range should be on a sliding scale where the range is decreased as transit and other modes are improved within the study area. In addition, shared parking between uses that have parking demands at different times should also be encouraged.

Subdivision Regulations

The City's subdivision regulations should be modified to incorporate multi-modal oriented design principles. Traditional suburban subdivision design with winding street patterns, cul-de-sacs, solid fence lines without breaks, and limited sidewalks affect transit, bicycling, and walking modes. Multi-modal oriented design features including a grid street network, appropriate street cross-sections, lot orientation, and width of sidewalks should be incorporated into the subdivision regulations. (See Appendix A: Creating a Multi-Modal City Development Concept Sketches.)

Design Standards

Design standards which promote multi-modal developments have been virtually nonexistent in the areas of building intensity, building orientation, full range of land uses, character of development, pedestrian and vehicular circulation, and amenities. The design standards should be changed to promote choice in transportation. The development community must commit to explore opportunities for including these design standards and principles in new plans. The city needs to be a partner in this effort by assisting in the implementation of these designs. (See Appendix A: Creating a Multi-Modal City Development Concept Sketches.)

Street Standards

The city's street standards should be modified to include bike lanes. Curbs and sidewalks should not be permitted immediately adjacent to streets in new development areas, but replaced with sidewalks adjacent to landscaped parkways to protect pedestrians from moving vehicles and provide an area for snow removal. Intersection design should include raised islands for streets of four lanes or more for pedestrian refuge. Access control plans should be established to reduce conflicts between turning vehicles and pedestrians.

Funding and Prioritization

Funding the city's multi-modal transportation system is a complex issue. Not only is there competition between improvements within the transportation funding budget, but funds must also be allocated between transportation and other city services. Funding categories in part are also set outside the authority of the city and are established at the Federal and State levels. Some of these allocations can and should be challenged, particularly where it is the opinion of the city and residents that the allocations are not in the best interest of the city.

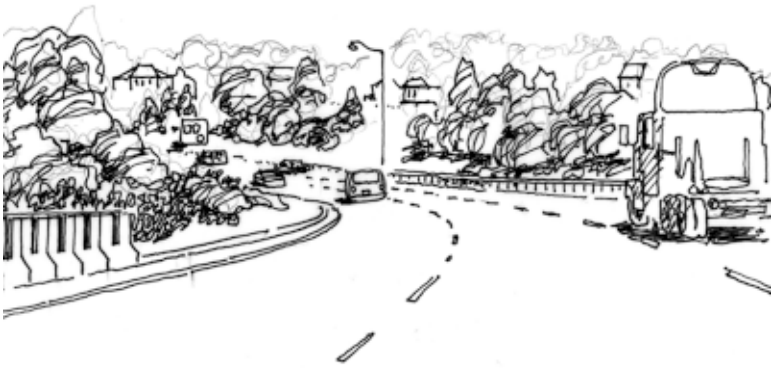
Funding for future transportation improvements for new development is assumed to be paid in part by the new developments. Programs such as right-of-way designation, impact fees or user fees, registration and vehicle sales taxes, debt financing, local or special improvement districts, developer impact fees, and tax increment financing are all programs that should be considered for funding future transportation improvements for all modes.

Maintenance of the city's existing and the future transportation system must also be considered and included in plans.

Regardless of the future transportation budget funding will be inadequate to accommodate all the transportation improvements needed and proposed. Because needs will likely exceed available funding steps must be taken to allocate existing resources in the most cost-effective manner. A prioritization process should be established for ranking the relative importance of improvements.

Not only is there a need to determine on a comparative basis which actions are more beneficial investment, but given limited budgets, decisions must also be made about which projects should receive priority over the others.

The proposed prioritization process is two-fold. First, establish a prioritization between projects within a project category. Second, allocate resources to each category.



The prioritization process should be largely a technical comparison of the need for and the merits of identified projects and, therefore, can and should be conducted by a technical approach. On the other hand, the allocation of the funding resources available to the city should be performed by the City Council. Projects with value added through State / Federal matching funds or developer participation would be a desired objective of the ultimate selection process.

Five project categories that are priorities are:

- Transit / HOV
- Light Rail
- Bike / Pedestrian
- Mobility Strategies
- Highway

Six criteria to be used to evaluate projects within these five categories are:

- System Continuity
- Congestion Mitigation
- Safety Enhancements
- Multi-Modal Enhancements
- Environment
- Economic Impact

Although these criteria are applicable to all project categories the assessment measures for a criterion may change in each project category. Furthermore, the relative importance of each criterion could be different for various project categories. A scoring or weighting system should be developed for each project category. Through the scoring and weighting processes, projects are ranked by project category. The City Council will allocate funding between categories.

Designation of Development Centers

Desirable land use types for multi-modal development are those that attract people and potential riders. These activity centers or nodes fall into a hierarchy, each with its own purpose and set of land uses.

These activity centers include:

- **Multi-Modal Centers:** Locations which support the coming together and linking of many mobility modes including air travel, Amtrak, commuter rail, light rail, and major bus routes.
- **Regional Centers:** With major land use attractions such as hotels, regional shopping, land use densities greater than 20 dwelling units an acre, cultural facilities, major office developments, hospitals, and colleges / universities.
- **Community Centers:** Less intense than regional centers which may include community or regional shopping, densities greater than 14 dwelling units an acre, cultural facilities, medical and professional offices, and financial institutions.
- **Park-N-Ride:** A unique center which should be considered is the park-n-ride center. Typically located in the outlying suburban areas along light rail corridors and major express bus routes, the park-n-ride allows suburban residents to drive to the park-n-ride and take express service to the multi-modal, regional, and community centers.

Level of Service Standards for All Modes

Level of service (LOS) is a measurement technique used to evaluate how well vehicular traffic operates at an intersection, arterial, or highway. The primary purpose of LOS historically has been to facilitate the design of specific roadway improvement projects based on existing traffic or forecast demand. Similar to a grade in school, level of service ranges from A to F, where A is excellent and F is failure. Level of service D or better is typically considered acceptable in urban areas. When the level of service is E or F improvements are often recommended to mitigate actual or projected congestion. Improvements frequently add more travel lanes which raise the level of service for vehicular traffic, but may make it more difficult for a pedestrian to cross the street or bicyclist to ride along the improved street.

It is proposed that the City of Kansas City develop performance-based level of service criteria for all modes including public transit, bicycle, pedestrian and motor vehicle. Evaluating LOS for purposes of determining their adequacy will require the evaluation of how a specific transportation facility is connected to the city's existing or planned system of transportation facilities. Roadways of adequate width and design must also be strategically connected to the larger street system so as to not cause poor traffic progression to the streets that they connect. Bicycle and pedestrian facilities must also be connected into the City's grid of bicycle and pedestrian facilities.

Whereas estimating future LOS conditions for roadways requires predicting future traffic levels, for non-auto travel modes — bicycle, pedestrian, and public transit — the LOS criteria consider whether the design of the bicycle and pedestrian facilities and the transit service will ensure availability and provide choice.

Transit

Transit LOS addresses hours of service, frequency of service, travel time, and peak load factors. Areas with good transit LOS should be promoted for development and increased activity. In areas where transit service is missing or experiences

poor LOS, development strategies and guidelines should be defined and improved to promote or increase transit service.

Pedestrian

There are five pedestrian levels of service measurements that help evaluate the effectiveness of pedestrian systems.

The pedestrian measurements are:

- **Directness -** The actual pedestrian distance from trip origin to destination (for example, home to transit stop, school, park, commercial center, or activity area).
- **Continuity** - The measurement of the completeness of an identifiable sidewalk / walkway system.
- **Street Crossings** (Signalized, Unsignalized and Mid-block) - Critical street crossing elements to provide pedestrian safety. These elements include the number of lanes to cross, pedestrian signal phasing, signal indications, presence of crosswalks, lighting, median type and width, location and availability of corner ramps, and visibility.
- **Visual Interest and Amenity** - Elements that define an aesthetically pleasing and functional pedestrian environment to promote pedestrian use.
- **Security** - Elements that define a sense of security, both through visual line of sight with others and separation from vehicles.

Whereas there is one set of LOS measurements, LOS threshold requirements should vary by area — for example, activity center, route to school, residential area.

Bicycle

The bicycle LOS criteria should be based on connectivity to various bicycle facilities and corridors.

These criteria include:

- On-Street Lanes: striped exclusive-use bicycle lanes within the flow-lines of public streets.
- Off-Street Paths: multi-use paths or exclusive-use bicycle paths that are separate from public streets.
- On-Street Route: low-volume local streets. The overall approach to reach acceptable LOS standards is based on a comprehensive bicycle plan which will steadily approach completion. The objective is that once access to the grid is achieved, travel can occur safely by bicycle directly to any other area that has access to the grid.

Motor Vehicle

The motor vehicle LOS standards as established by the most recent Highway Capacity Manual will prevail. In addition, connections of new streets and access

from private developments to the arterial street system must demonstrate a systematic access control plan for the street that they connect. In addition, the improvements proposed to achieve acceptable LOS must not adversely affect the LOS of the other modes of traffic.

Transportation Impact Analysis

When developments are proposed, a traffic impact analysis typically is required. The analysis should determine whether the project traffic, when added to existing and future traffic, will result in significant impacts. If significant impacts are predicted the analysis should propose mitigation measures.

In the past only vehicular traffic has been evaluated. It is proposed, that for each new development submitted to the City, all modes of transportation be evaluated based on the multi-modal LOS criteria. It is further proposed that for all public works projects all modes be evaluated and improvements incorporated to assure acceptable LOS.

Mobility Strategies

A city mobility program should be established to promote Transportation Demand Management through Transportation Management Organizations (TMO) for major retail, office and industrial centers. TMOs are nonprofit organizations, formed by local businesses, corporate employers, property owners, developers, civic leaders, and public officials to address community transportation problems. TMOs encourage commuters to use car/vanpools, and public transit, minimize auto parking, reduce vehicle miles traveled, and improve air quality.

Mobility strategies also include programs that allow us to be better stewards of our existing infrastructure. It is proposed that the city assign resources in the development of intelligent transportation systems. These could include a traffic control center where signals are connected and timing plans are developed to maintain traffic progression and minimize delays. Incident management programs are another possibility in which the freeway system is monitored by video links and courtesy patrols are assigned to breakdowns or accidents to quickly remove them and prevent traffic backups and delays.

How Does Moving About the City Relate to the Other FOCUS Building Blocks?

Moving About the City is an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **Competitive Economy** - A multi-modal transportation strategy will strengthen Kansas City's position as a transportation and communications center. The various mixed use centers and multi-modal transportation centers will help to better guide economic development activities.
- **Connecting Corridors** - Specific corridors, such as the proposed light rail line or the new Bruce R. Watkins Drive, will improve mobility around the city as

well as increasing economic activity along fixed corridors in the city. Feeder systems will connect to these and other corridors to enable people to get to their jobs or to wherever they need to go in a convenient and efficient manner.

- **FOCUS Centers** - A multi-modal transportation system will provide access to FOCUS Centers. Because these facilities will provide many critical services, they must be accessible through a variety of means including transit, bicycle, pedestrian and the automobile.
- **Healthy Community** - Transportation systems should take locations of FOCUS Centers, schools, and dependent populations into account, and the location of such facilities should take into account the location of major transportation facilities.
- **Neighborhood Livability** - A livable neighborhood provides connections and easy access to employment, shopping, entertainment and other areas of the city. By implementing a multi-modal transportation system we will connect all neighborhoods to all vital areas of the city and we will provide residents with a choice of transportation modes.
- **Quality Places to Live and Work** - How people travel from different places in the city depends largely on the location of various destination points within the city. Quality Places to Live and Work proposes a development pattern that will make the city more cohesive and that require and complement a multi-modal transportation system.

Apartment

Creating a Multi-Modal City

Problems

1. Haphazard site design makes walkways disjointed and confusing.
2. Interior walkways do not connect to sidewalks, adjacent activities or bus stops.
3. Looped interior street prohibits bus service and limits pedestrian access to bus stops.
4. Development oriented to parking lots.

Typical Development

Objectives

1. Local street improves access, circulation, and building orientation.
2. Walkways throughout the site provide convenient access to neighboring stores, offices, and the bus stops.
3. Plazas between buildings create a pedestrian-friendly environment.
4. Underground parking frees site for open space, mixed uses, and creates pedestrian-friendly environment.
5. Bus stops are accessible to entire development.

Multi-Modal Features

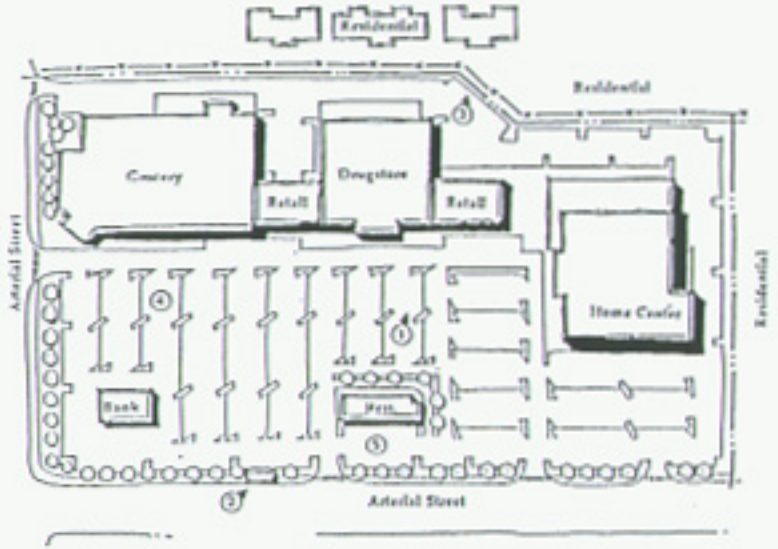
Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington

Neighborhood Shopping Center

Creating a Multi-Modal City

Problems

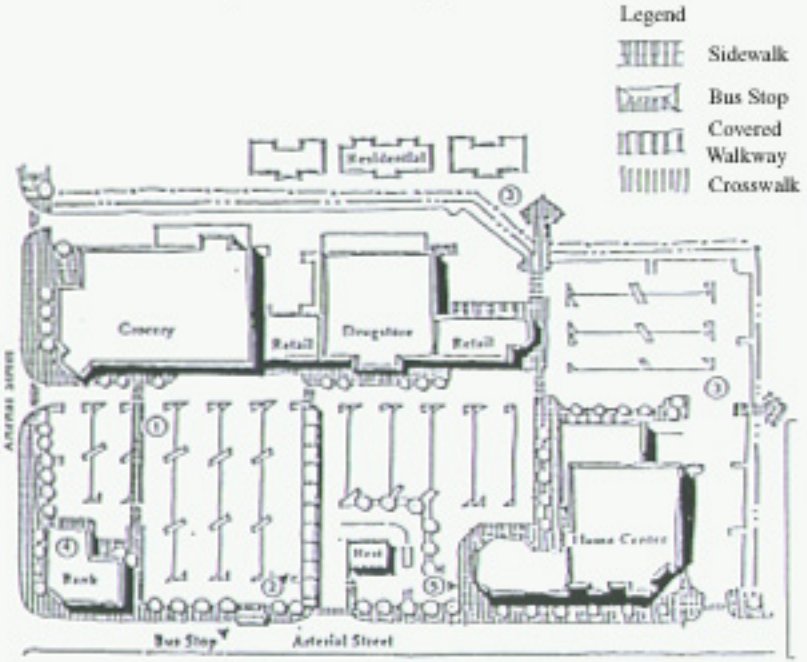
1. Lack of walkways into and through the site.
2. Unsafe and inconvenient access to bus stop and sidewalks.
3. No access to adjacent residential areas.
4. Large setback from street reduces pedestrian access.
5. Design creates uninviting and long walks for bus patrons and pedestrians.



Typical Development

Objectives

1. Buildings and walkways located for safer and easier pedestrian access.
2. Covered walkway links bus stop with stores.
3. Pedestrian access from neighboring residences.
4. Free standing businesses located on corner for better pedestrian access.
5. Interior walkways connected with perimeter sidewalks.



Multi-Modal Features

Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington

Office/Industrial Park

Creating a Multi-Modal City

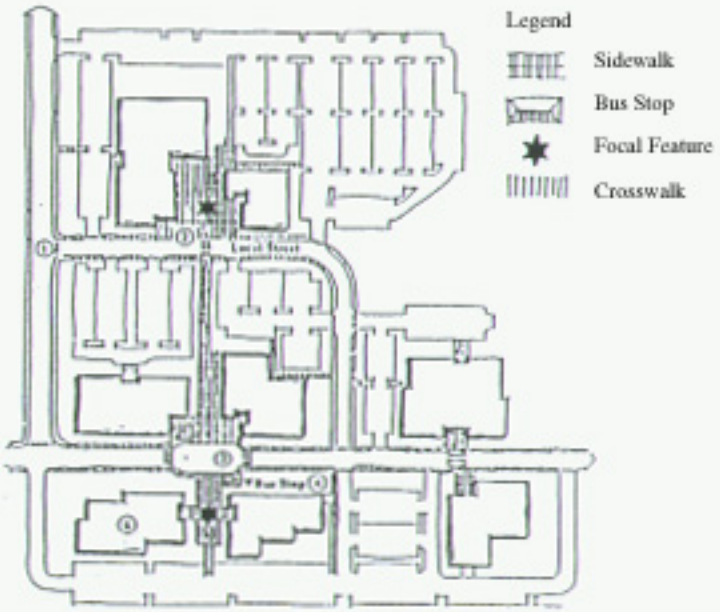
Problems

1. No through streets make transit service impossible and restrict auto circulation, resulting in longer trips.
2. Dispersed buildings increase walking distance.
3. Lack of continuous walkways between buildings discourages walking.
4. Buildings oriented to parking lots.

Typical Development

Objectives

1. Through-streets provide alternative routes for buses, cyclists, and pedestrians.
2. Clustering and orienting buildings to the street reduces walking distances and encourages walking.
3. Walkways and sidewalks provide convenient access to the bus stop and other buildings.
4. Bus stop is located at a central point within cluster of buildings.
5. Mixed uses (daycare, banks, cafeteria) reduce the need to drive.



Multi-Modal Features

Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington

Office

Creating a Multi-Modal City

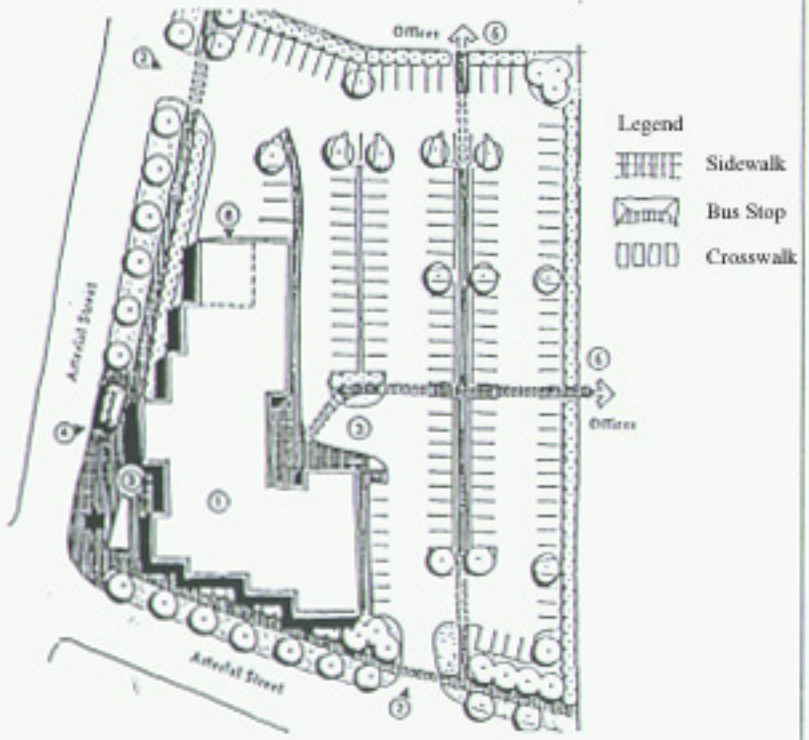
Problems

1. Poor access to bus stop and sidewalks.
2. Parking creates poor pedestrian access to building.
3. Driveway entry is too close to intersection (safety issues).
4. No pedestrian connections to adjacent developments.

Typical Development

Objectives

1. Locating building near street corner improves access to bus stop.
2. Parking and driveways located behind building.
3. Building accessible from both rear parking and sidewalks.
4. Bus stop incorporated into plaza design.
5. Connections to neighboring activities.
6. Underground parking for car pools, van pools, bicycle, motorcycle and disabled.



Multi-Modal Features

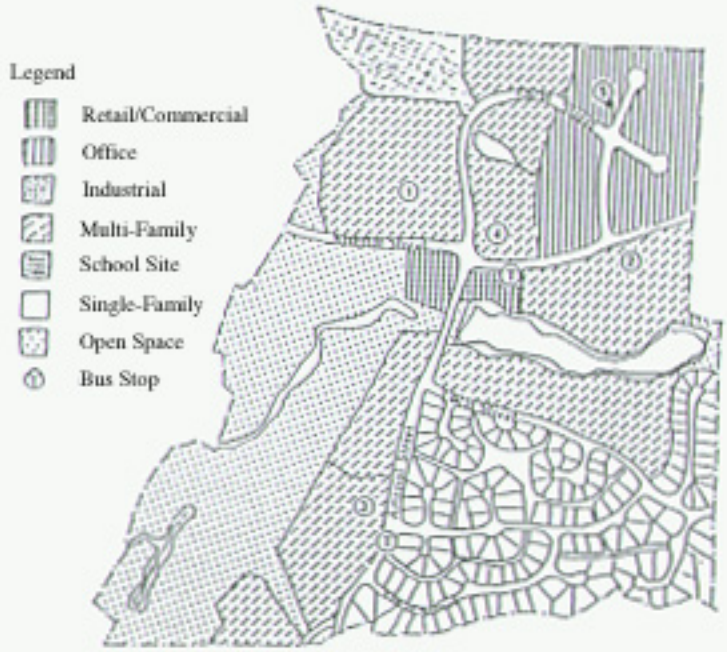
Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington

Planned Unit Development

Creating a Multi-Modal City

Problems

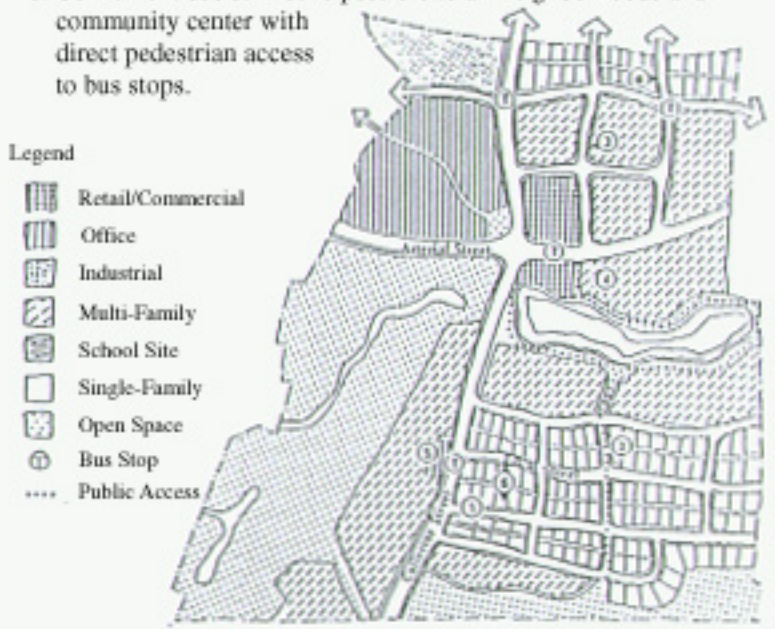
1. Area is divided into single-use areas forcing people to drive the car to shop, work, recreation and school.
2. Streets do not connect neighborhoods with schools, jobs or shopping.
3. Poor pedestrian circulation between areas.
4. No community center to serve as a transit hub.
5. Cul-de-sacs and lack of through streets force traffic onto arterial streets.



Typical Development

Objectives

1. A grid of connected streets links neighborhoods to schools, parks, shopping and jobs.
2. Street network encourages walking and bicycling.
3. Sidewalks and walkways provide safe and convenient access to all activities in the community.
4. Central area with a mix of housing, commercial and jobs becomes an activity center and transit hub.
5. A small store is located in a multi-family area within walking distance from single-family residential area.
6. Convenient bus service is possible to all neighborhoods and community center with direct pedestrian access to bus stops.



Multi-Modal Features

Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington

Residential Development Phasing

Creating a Multi-Modal City

Problems

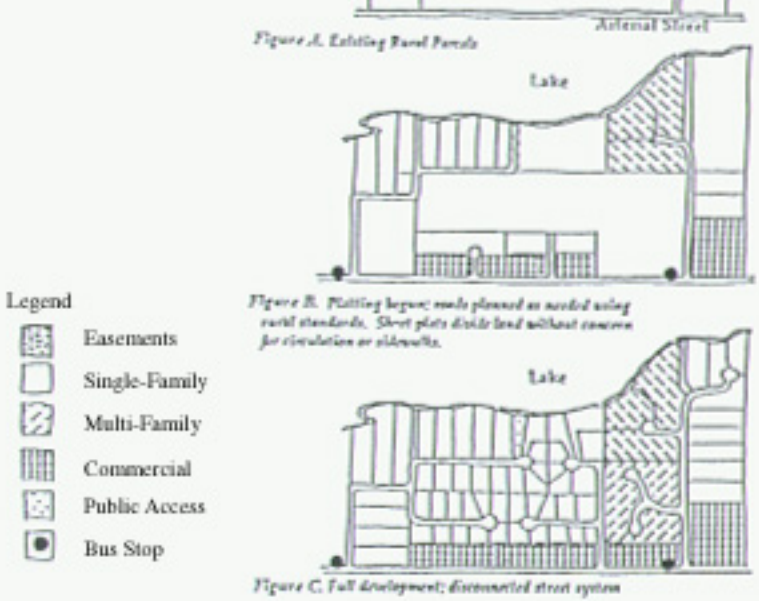


Figure A. Existing Rural Parcels

Figure B. Platting begun; roads planned as needed using rural standards. Short plats divide land without concern for circulation or sidewalks.

Figure C. Full development; disconnected street system

Typical Development

Objectives

1. Easements granted for a network of roads.
2. Connections to other areas planned.
3. Individual shoreline access requirements combined into a neighborhood park.
4. Collector street alignment allows network of roads which distributes traffic and allows walking and cycling.
5. Road design allows potential for transit line if densities warrant.
6. Alley provides easier residential access.
7. All streets have sidewalks.

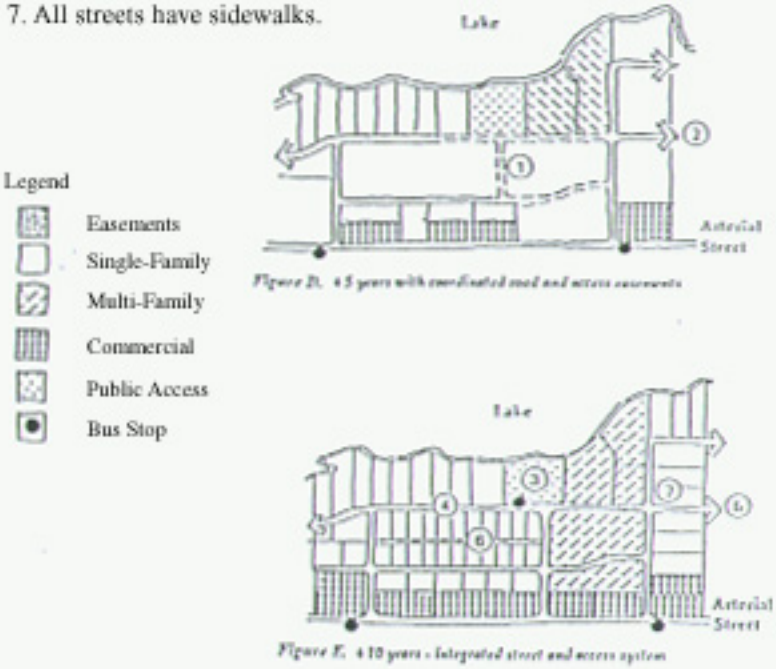


Figure D. 5 years with coordinated road and access easements

Figure E. 10 years - Integrated street and access system

Multi-Modal Features

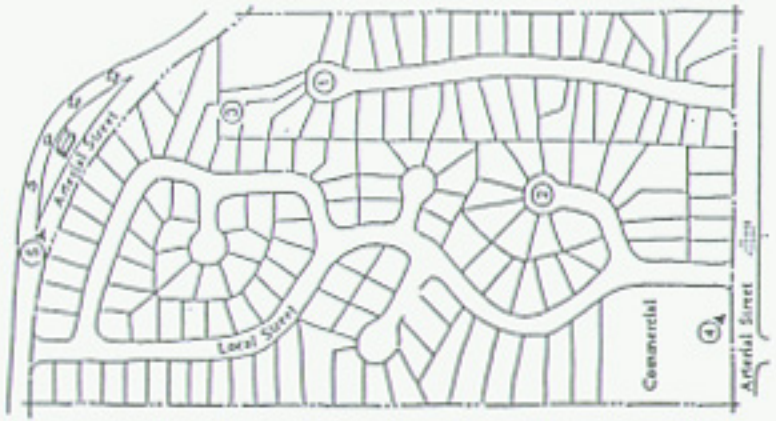
Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington

Residential Subdivision

Creating a Multi-Modal City

Problems

1. Lack of connecting streets isolates neighborhoods, creates long travel distances, and forces all autos onto the arterial street.
2. Cul-de-sac layout discourages walking and encourages more driving.
3. A family living 200 feet from a bus stop must walk 2,640 feet to catch a bus.
4. "Dog-leg" intersections create unsafe traffic movements.
5. There is no safe pedestrian crossing to the bus stop.



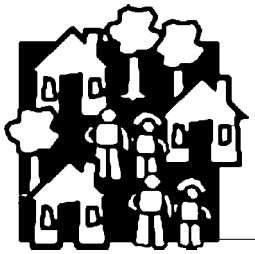
Typical Development

Objectives

1. Connected streets allow convenient auto, pedestrian and bicycle circulation within the neighborhood and to adjacent activities.
2. Alleys reduce congestion, take parking/utilities off the streets.
3. Bus stop has direct pedestrian access.
4. Neighborhood park has direct pedestrian access.
5. System of arterials and local streets provides most direct routes between origins and destinations.

Multi-Modal Features

Balloffet and Associates, Inc.
Source: Snohomish County Transportation Authority Washington



FOCUS BUILDING BLOCKS

Neighborhood Livability

Kansas City is a city of neighborhoods. In order for Kansas City to be the successful New American City, neighborhoods must be livable. This livability is a significant component of the excellent quality of life that Kansas City is known for, and the programs in this building block are one set of mechanisms by which to improve quality of life. Livable neighborhoods **connect** people physically and socially. They have an **identity** based on physical character, people, history, or resident involvement. They meet the **housing needs** and desires of people. And they are **healthy** in terms of housing conditions, neighborhood cleanliness, and the health of the people who live in them. Neighborhood identity, connectedness, health, and meeting the housing needs of all are essential to building the New American City.

What actions connect people and areas?

Connecting people in neighborhoods is important so they can get to know one another, work together for the good of the neighborhood, and have fun together. Creating physical elements (i.e., sidewalks, other pathways, or gathering places) is one way to connect people. Creating meaningful social and organizational ties also helps connect people.

Examples of some specific actions to create connections include:

- Pedestrian and bicycle paths, including sidewalks, in and around each neighborhood to link neighborhoods to each other and to schools, parks, shopping, and other community-serving uses (See Corridors Building Block)

Volunteers work together to build a new house

- Green space and open space that act to connect areas and people (See Quality Places to Live and Work Building Block)
- Community greens or neighborhood parks as gathering places (See Quality Places to Live and Work Building Block)
- Coordinating with community anchors to improve overall neighborhood conditions (See the Community Anchors Building Block)
- Allowing a greater mix of uses by changing the zoning ordinance (See Quality Places to Live and Work Building Block)
- Integrating new commercial development into the adjacent neighborhood by using complementary design and by actual connections like pedestrian paths (See Quality Places to Live and Work and Competitive Economy Building Blocks)
- Moderate-income housing located throughout the city, either new or rehabbed, so that neighborhoods will contain diverse residents
- Block parties and other ways of bringing neighborhood residents and diverse people together
- Renters and absentee owners as members of neighborhood associations
- Creating a neighborhood asset out of existing schools in the area by allowing additional community use of the facility, for meetings, classes, or other activities (See Focus Centers Building Block)
- Establishing a neighborhood partners program to link diverse neighborhoods so they can work together, learn from one another, and know people who may be different from themselves
- Developing a property management cooperative that employs the skills of local residents

What actions reinforce identity?

Neighborhoods in which residents value the neighborhoods unique identity will be more marketable and will be places where people desire to live.

Actions reinforcing identity include:

- Design standards for new housing and for quality infill housing that help create a “sense of place”—that capitalize on or create unique characteristics rather than “cookie cutter” neighborhoods that all look alike (See Quality Places to Live and Work Building Block)

- Overlay districts for neighborhoods that have a distinctive quality and character (See Quality Places to Live and Work Building Block), in order to preserve their distinctive qualities and character through planning and zoning requirements
- Adaptive re-use and conservation of existing buildings and preserving historic assets so that the prevailing character of the neighborhood is maintained
- Re-use of vacant buildings and vacant land
- Rehabilitating rather than demolishing dangerous buildings when feasible
- Code enforcement and other efforts that help improve housing conditions in the neighborhood
- Neighborhood self-marketing (See Citizen Access and Communication Building Block)
- Tourist information that includes tours of historic neighborhoods
- Public education on techniques and programs for environmental and housing conservation and on good landscaping techniques (See Citizen Access and Communication Building Block)
- Commercial development that is integrated into adjacent residential neighborhoods in terms of physical connections and complementary design (See Quality Places to Live and Work Building Block)
- Readily identifiable and well-used lifelong learning and training opportunities that serve the surrounding area (See Life-Long Learning Building Block)

What actions help meet the housing needs of all people?

Meeting the housing needs of all of the city's residents and the neighborhoods they live in will help create diverse and livable neighborhoods. Everyone has a responsibility to ensure that neighborhoods provide the types of housing and living environments that residents are looking for and need.

Some of the actions that help address the housing needs of all people include:

- Increased homeownership in all neighborhoods, new and existing
- Involvement of renters and absentee owners in neighborhood / homes associations
- Programs to target young, first-time homebuyers for city living, especially in the urban core

- Assistance from neighborhood businesses for employees' home purchases in the neighborhood
- Dispersal of subsidized housing and Public Housing throughout the city rather than continuing to concentrate these units in a few neighborhoods
- Housing choice throughout the city, including large-lot development, single-family subdivisions, older housing in the urban core, "urban villages," townhouses, and apartments (See Quality Places to Live and Work Building Block)
- Alternative living arrangements, including elderly housing, assisted living, and cooperatives
- An increased number of middle- and upper-income residents in the urban core
- An end to redlining, so that all qualified persons can obtain housing loans and insurance
- Increased neighborhood input on development and zoning issues brought before the City (See Citizen Access and Communication Building Block)
- Block-level programs that have residents inventory their skills and needs
- Promoting the availability of municipal court labor to assist low-income owners with code violation repairs
- Improving the ability of the City to cite and prosecute owners for maintenance code and zoning violations and dangerous buildings
- Providing more rehabilitation financing through the public, nonprofit, and private sectors

What actions improve neighborhood health?

Neighborhoods that are healthy will also be more marketable, have stable competitive housing values, make people want to live there, and have a positive impact on the city's tax base.

Examples of how to improve the health of our neighborhoods and residents include:

- Providing basic utilities, maintaining the condition of utilities, and meeting basic infrastructure needs
- Expanding roles for CDCs beyond new housing and housing rehabilitation, to include other needs relating to the health of neighborhoods and to the needs of people

- Providing more and better code enforcement, expanded housing rehabilitation, and preservation of historic resources
- Providing ongoing monitoring of neighborhoods to ensure problems do not worsen
- Developing neighborhood plans and neighborhood economic development plans, so that neighborhoods can plan their future activities and identify desired improvements to their areas
- Requiring code inspections for rental properties at the time they are rented
- Expanding neighborhood cleanups, with city incentives that encourage them
- Identifying major illegal dumping sites and developing strategies to deter dumping
- Infill development on vacant lots, that also makes use of existing infrastructure
- Alternative uses for vacant lots
- A positive art and graffiti program
- Health-care programs that focus on wellness and prevention, that are accessible by public transportation or walking, and that provide at least a minimal level of care for everyone
- A comprehensive service directory for neighborhoods (See Citizen Access and Communication Building Block)
- Opportunities for safe and responsive child care and for lifelong learning within the neighborhood (See Life-Long Learning Building Block)
- Educational programs that focus on all ages and learning styles and meet the needs of area residents
- Use of the Jackson County drug tax to help make Kansas City a "drug-free" city

How do residents fit in?

Individual neighborhoods understand best how to direct their own futures. In the context of this building block, there are two different ways neighborhoods can create connections, create identity, meet the housing needs of all, and improve neighborhood health. They can participate in a neighborhood assessment pro-

gram and they can prepare a neighborhood strategic plan. The assessment program will help neighborhoods identify strengths and needs, target resources, and work in concert with other neighborhoods to develop a citywide view of neighborhood issues so they can become less parochial about their situation and demands.

In order to make decisions about what a neighborhood needs so as to remain a viable place to live or in order to improve, the neighborhood can participate in the **neighborhood assessment program**. Neighborhoods must have good information with which they can evaluate their own strengths and needs. To provide neighborhood organizations the tools they need to assemble this information, the City, in coordination with all neighborhood groups, will initiate a program in which each neighborhood describes itself within the framework of the four FOCUS area types: **developing, conservation, stabilization, or redeveloping**.

This short evaluation exercise will allow each neighborhood to design a specific set of tools from those that are available so that the tools that they choose will address the neighborhood's particular needs. The tools will include the City's "basic bundle of services" that are available to all neighborhoods at the level at which a neighborhood needs them. The assessment program will help a neighborhood determine how much of a basic service it actually needs. The tools will also address characteristics of connectedness, identity, meeting the housing needs of all, and health (wellness); and they will address other neighborhood concerns. This program will also help neighborhoods, the City, Community Anchors, the private sector, and other potential investors work together to address a neighborhood's particular needs and to know a neighborhood's priorities and the resources that may be available to address them.

Residents will work through their neighborhood organization with the City to identify which of the four types the neighborhood is and what tools are available to address their needs. Should the neighborhood prefer, they can ask the City to identify the type the neighborhood is and move directly to identifying the tools available to address their needs.

Tools for neighborhoods to use may include:

- Neighborhood Improvement Districts that encourage property rehabilitation
- Minor home repair programs
- Comprehensive social and human- service delivery at the neighborhood level to better deliver social services
- Access to a human investment information network that includes a referral system containing information on programs from all providers
- Enhanced opportunities in the surrounding area for lifelong learning
- Anti-crime or block-watch programs
- Standards for the size and location of sidewalks that may differ from neighborhood to neighborhood, depending on the specific character of the area
- Zoning overlay districts that allow older neighborhoods to retain their low-density residential character

- Conservation districts with historic assets but with less integrity than historic districts require
- Facade and landscaping easements that help protect neighborhood assets
- Specific landscaping requirements related to the character of the area
- Urban design standards that help create identity and that help preserve the unique identity of the area
- Specific building and maintenance guidelines for residential and nonresidential rehabilitation, and for creative re-use of older buildings
- Tax credits or tax abatement for property rehabilitation

The success of neighborhood assessment program depends on the following factors:

1) Neighborhood involvement—whether a neighborhood is well organized or not, the neighborhood must commit to the concept of neighborhood assessment if they are going to participate in the program. Thus, it is up to the City to make the benefits valuable and clear to neighborhoods and to help them get involved. Benefits include neighborhood pride developed through an asset-based assessment exercise, some targeting of City resources, and creation of a tool that neighborhoods can use to attract other investors.

2) City involvement: The City must have the wherewithal to adequately administer the program. FOCUS anticipates that much of this program will be led by existing City staff, supplemented by existing and reassigned City staff who will actually work with neighborhoods to implement the program. The City will also provide a resource package to all participating neighborhoods.

This package will include:

- Available profile data relating to the four assessment types
- Parcel-level base map
- FOCUS Plans and other applicable plans

Supplementary assistance

Other organizations in the city will help by providing technical training for neighborhoods who are not organized so as to help them organize to participate in the assessment program or to improve their leadership skills if they would like to.

The involvement of all of a neighborhood's residents will ensure that the assessment program achieves the following outcomes:

- Neighborhoods that see themselves as a part of the whole city, as well as a unique place within the city

- Organized, informed and action-oriented citizens
- Neighborhoods that are more desirable places to live in the future than they are today
- Improved use of scarce resources to address neighborhood needs and actions throughout the city
- Neighborhoods that are connected, meet the housing needs of all, have identity and are healthy

Throughout the program the neighborhood must meet several criteria:

- No group or individual can be excluded from the opportunity to participate
- The neighborhood, the City, and other adjoining neighborhoods must agree on the area's boundaries
- Copies of all research and public input must be accessible and available to all

At the end of the program, the neighborhood will have identified which of the four area types it fits most closely and which of the tools will be most applicable to the neighborhood's specific issues and opportunities. Later activities will involve defining ways for the neighborhood and its partners (the City, Community Anchors, local Community Development Corporations, other neighborhoods with similar problems or issues, etc.) to work together to implement specific activities recommended in the tools they have selected. For additional detail on the assessment program, see the Neighborhood Prototypes Plan.

The **strategic planning program** will be available to neighborhoods who want to go further than the assessment and to address in greater detail the issues of connection, identity, meeting housing needs, and neighborhood wellness. It will provide a detailed neighborhood strategic plan that will help chart the neighborhood's course over the next five to ten years. The program will address the four issues in much greater detail than the assessment program will, will enable neighborhoods to address other issues, and will provide a full range of recommendations to improve all aspects of the neighborhood. It will require a significant expenditure of time by the neighborhood over a year to eighteen months of perhaps monthly meetings with City staff to prepare a neighborhood strategic plan.

How does neighborhood livability relate to the other FOCUS Building Blocks

Neighborhood livability is an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **Citizen Access and Communication** -- Information about neighborhood activities and the neighborhood assessment program or the neighborhood strategic planning program needs to be made available to all citizens to ensure the success of these programs.

- **Community Anchors** -- Community Anchors will play an essential role in the development of neighborhoods. They will assist in neighborhood projects, contribute to the identity of the neighborhood and provided needed services to the neighborhood. An anchor can help provide some of the elements of a livable neighborhood (connections, identity, homeownership assistance, housing rehabilitation, etc.)
- **Connecting Corridors** -- Corridors in and around Kansas City's neighborhoods will connect the neighborhood to other community facilities such as parks, schools, community centers, and commercial / activity centers.
- **FOCUS Centers** -- City and community services and information will be made available to neighborhoods through FOCUS Centers. This includes hearing schedules for matters important to the neighborhood, information about specific programs available through the city, information about neighborhood activities or projects and others.
- **Investing in Critical Resources** -- Kansas City's neighborhoods will be more livable and enjoyable if the City continues to upgrade and maintain basic utilities and infrastructure. An emphasis on public safety will provide peace of mind to the residents of the city.
- **Quality Places to Live and Work** -- Quality places will help preserve the distinctive character and qualities of neighborhoods in Kansas City. Each neighborhood will have a distinct identity and each will be connected to one another and to the places where people want and need to be.

FOCUS BUILDING BLOCKS

Quality Places To Live and Work

In the future, new areas of housing, commercial shops, offices, and even industry will exhibit the characteristics of high quality development and an excellence of urban design not found in all development today. High quality does not mean expensive housing, or even requirements that limit development to high-cost projects—it means good planning and good urban design. And **urban** design does not apply just to the older parts of the city, it applies to all parts of the city and ensures that new development is related to people and their needs and to the character of Kansas City.

The people and businesses of Kansas City will have a variety of high quality places from which they can choose to live and work. From the central city to the suburbs, Kansas City will draw from the best of its historical development patterns, add ideas that reflect today's needs, and encourage the development of high quality places. Through creating new, and up-dating existing, regulations and standards, the City will help establish a development environment that responds to market conditions and is supportive of people and businesses working to improve their neighborhoods and districts. By the City's use of this new approach, Kansas City will be more inviting to economic development and will also give our residents more reasons to have pride in their neighborhoods and in their city as a whole.

We will emphasize creating residential neighborhoods and non-residential districts throughout the city that have clear identities and are unique in character, with development that complements what is nearby. Neighborhoods will be inviting and safe places to go for walks and to interact with other people, with effective connections for geographic areas and for people. Neighborhoods will have places to gather for neighborhood events. Areas and districts will be physically con-

Mixed-use streetscape

nected, and it will be easy to move from one area to another, for people to find their destinations, and for people to walk to nearby shops and offices. Many of these development characteristics will help create a greater sense of community. New development will also maximize protection of the natural environment. Most importantly, these are the qualities that many people most need and want. They present true alternatives to the traditional suburban pattern that exists outside the city, in-town alternatives for those who want to live and work in the center of the city, and marketable features for prospective property owners, renters, businesses, and their customers.

Other major characteristics of quality development are higher density development than our typical single-family subdivisions in appropriate locations; a mix of land uses that support one another; and an emphasis on both of these characteristics, primarily at hubs of activity and at major activity centers.

Kansas City has developed with multiple hubs of activity, or major activity centers. Hubs are high density focuses of activity. They are capable of being relatively self-sufficient in providing living, working, shopping, and recreational opportunities for residents. The cores of these centers are generally high density retail or office development, surrounded by high- to low-density residential uses.

There are major activity hubs throughout the city. Some of the major activity centers are downtown, the Country Club Plaza, Linwood and Prospect, the I-29/Barry Road area, Brookside/Waldo, 18th and Vine, and the area around Bannister Mall. The actual activity center itself includes a sizable area and a number of "neighborhoods" around what is often a major facility like a regional shopping center. Implementing the characteristics of Quality Places to Live and Work would provide direction for how to make these activity centers more cohesive and better organized.

Quality Places will have the potential for higher density at several locations: around major transit stations, at major stops that are located where transportation modes intersect, in the core of a hub or activity center, and in areas that have historically been higher density (usually found in portions of the urban core) and that may need to be either reinforced or restored. City and neighborhood planning processes will identify these specific areas during cooperative planning efforts (see the Neighborhood Livability building block).

Quality Places will promote mixed uses that reinforce one another in several locations: in major new developments of any significant size; as a significant part of any hub or activity center; around major transit stations or around major transportation stops where transportation modes intersect; to reinforce existing, compact, and walkable areas; around FOCUS Centers (see that building block), and in

areas that have historically been mixed use and that may need to be either reinforced or restored. Again, City and neighborhood planning processes will identify these areas specifically.

As new, high quality development occurs, the development plan will include solutions that show how the proposed development will link with the multi-modal transportation system (see the Moving About the City building block), so that people have many options for getting from one place to another—to homes, jobs, shopping areas, etc.—and so that people and parts of the city are connected to one another.

In order to preserve and build on the physical character of an area, we will strive to maintain and keep historic buildings and adapt them to new uses where necessary, and to complement such characteristics as the placement, size, and materials of existing buildings as we add infill development or as we redevelop portions of an area. New development will build on the strengths of an existing area, will avoid negative impacts on the area, and will incorporate design elements based on specific design guidelines for that area or type of area.

A specific type of community is also included as a sub-component of new, high quality development. "Urban villages" are areas that hearken back to the form of older neighborhoods in Kansas City that developed in the late nineteenth and early twentieth centuries. The characteristics of urban villages include higher density, more mixed use development, a variety of housing types, narrower streets, and specific types of housing designs that foster communication and connection with neighbors. These characteristics will not be required everywhere. New villages will be developed in selected areas, perhaps through the use of development incentives. Some older neighborhoods, which may already have many of the urban village characteristics, will also be retrofitted to become true urban villages. These villages are part of this building block because they worked so well for people and there is a great deal of interest in recreating these successful elements.

Supporting current innovations in real estate development, City efforts will initially foster the development of new urban villages and the redevelopment of existing areas into urban villages in targeted locations. Such villages will be located in both the urban core and the suburbs. They will be mixed use, mixing different types of commercial, retail, residential and sometimes light industrial activities in a single neighborhood. This will help locate potential, vibrant community anchors (see that building block) in or near a neighborhood. These villages will have residential densities higher than typical single-family neighborhoods in the city, and will include a mix of housing types in one neighborhood, from single-family houses, to townhouses, apartments, and residences over retail shops. Thus, urban villages will offer a variety of living environments that provide a range of choices, and nearby office spaces that provide local residents necessary goods and services, and places to work.

These centers will be developed in conjunction with public transit systems and improvements to those systems so that public transit is an essential component of urban villages, and so that people who live and/or work in urban villages do not have to travel by car everywhere they go. Along the Central Business Corridor and the future light rail transit corridor, opportunities to create this type of development or to retrofit existing development will be sought. In more suburban

areas, we will seek opportunities to develop urban villages where public transit already exists or can realistically be extended.

What do Quality Places to Live and Work look like?

New development and redevelopment of all types in all areas of the city will include the following Quality Places Characteristics. These design tenets are applicable to all land uses at all densities. They are as applicable to commercial areas as they are to single-family housing developments.

The 11 basic characteristics are:

- Walking is feasible, safe, and inviting.
- Streets form a continuous network, are of minimum width, are well-designed, and allow for adequate public safety and traffic volume.
- Transportation alternatives are convenient and easy to use.
- Existing valuable and historic buildings are refurbished and reused.
- Buildings are designed to create or contribute to a sense of community.
- Residential land use is an essential component of mixed use development.
- Neighborhoods and commercial districts have identifiable centers that create places for residents or employees to gather, interact, and communicate, and that help create an identity for the area.
- New development occurs at infill sites or contiguous to existing development and uses existing infrastructure effectively.
- Neighborhoods and districts have distinct and identifiable characters.
- Development preserves or creates open space, respects existing topography, and minimizes the impact of development on the natural environment.
- New development and infrastructure are built to be useful for 100 years or more.

These Quality Places Characteristics will act as the basic framework from which to create high quality places to live and work. These characteristics will be achieved by implementing the more specific strategies. These strategies will apply universally throughout the city.

Walking is feasible, safe, and inviting.

- Create a continuous network of sidewalks and walkways to make walking a desirable way to travel to places people need and want to go.
- Connect adjacent areas and buildings in a hub or activity center with this continuous network, so that residents, workers, shoppers, and other patrons can walk to nearby buildings and not have to drive in their cars.
- Connect all the buildings in a development with one another, and connect the development to the surrounding neighborhoods with this network.
- Apply traffic calming techniques in residential, retail, and other pedestrian-oriented areas to increase safety for people walking, while still providing good vehicular access.
- Provide lighting along sidewalks and other walkways that is oriented to increasing pedestrian safety and comfort.
- Make all improvements accessible to persons with disabilities.
- Give pedestrians the right-of-way in pedestrian-oriented areas.
- Construct buildings that have windows or other openings along walkways in order to allow people to see outside to the street, enhance safety for pedestrians on the street by putting "eyes on the street," and provide elements of interest for pedestrians.
- Provide overhead protection from the sun and rain with trees, canopies, and other outdoor elements.
- In dense urban areas, provide pedestrian passageways across each block, either through or between buildings.
- In residential areas, provide pedestrian connections and walkways from one development to another, to commercial / retail facilities, and to transit.
- In lower density residential areas, provide pedestrian and bicycle connections where cul-de-sacs exist and minimize the construction of new cul-de-sacs and other dead-end street configurations.

Streets form a continuous network, are of minimum width, are well-designed, and allow for adequate public safety and traffic volume.

- Create and maintain a continuous network or grid of streets that provides multiple route options for motorists and connects developed areas to each other. The streets in parts of the city's Country Club district provide a good example of this, as they follow the topography and are curvilinear and attractive, yet they still form a basic grid and provide multiple route options.
- Connect neighborhoods to one another and to employment centers by recognized corridors (see the Connecting Corridors building block).
- Create new street standards that offer a variety of configurations to meet different uses and densities.

Narrower streets and sidewalks are two features of quality development

- Create or retrofit well-designed major streets to be pleasant for driving and integrated into adjacent neighborhoods by using medians, plantings, statuary, etc.
- Require that new and rebuilt streets be no wider than the minimum width allowable for safety, any amenities like medians that are required on major streets, and expected traffic volume.
- Use traffic calming strategies to ensure pedestrian safety. Strategies should include shorter turning radii at intersections, narrowed street width at crosswalks, and others.
- Where there are currently no sidewalks, provide a sidewalk on at least one side of the street, with a preference for the side of the street where there is already a sidewalk that can be continued.
- In **all** new construction, provide sidewalks on both sides of the street.
- Include landscaping and street furnishings that both are durable and include only elements appropriate and useful to the area.
- Reduce visual clutter along streets such as billboards, utility poles, overhead wires, etc.
- Allow on-street parking, so as to provide a safe buffer between pedestrians and traffic and to thus encourage and increase pedestrian activity on the street.
- Develop a consistent City response to neighborhood requests for closing streets to vehicular access. Include in this response the development of alternative approaches that will help discourage such requests by presenting acceptable alternatives.
- Reduce traffic congestion at key intersections, especially at commercial hubs., by reconfiguring development away from intersections and adding green space at intersections.
- Redesign streets within neighborhoods to discourage high-speed through traffic and encourage pedestrian movement.

Transportation alternatives are convenient and easy to use.

- Require all proposed developments to submit a plan for what impacts their plans will have on each mode of transportation in a multi-modal system (automobile, public transit, bicycle, pedestrian, etc.); how they will relate to the

multi-modal transportation system; and what specific elements their plan will have for addressing alternative means of connecting to nearby developments and to the rest of the city.

- Provide light rail transit in existing and future higher density areas.
- In lower density areas, provide high quality transit options that feed into the fixed route system.
- In lower-density areas, provide on-demand shuttles to feed into the larger transit network, service local destinations, and minimize automobile trips.
- Create a network of safe bicycle paths and lanes on streets to make the entire city accessible by bicycle.
- Make walking feasible, safe, and attractive along all streets.
- Maintain safe and efficient streets for people who choose to rely on automobiles.
- Include well-designed parking facilities in the multi-modal transportation system. A well-designed parking lot would have screening and landscaping around its perimeter, landscaping in the interior of the lot if it is over a certain size, and walkways connecting the lot to the building(s) served.
- Locate parking lots where they are not visually prominent and where they are convenient to the building(s) served.
- Locate park-and-ride lots where they are not visually prominent and where they are convenient to public transit.

Existing valuable and historic buildings are refurbished and reused.

- Rehabilitate and reuse existing and historic buildings.
- Adapt and refurbish existing valuable and historic buildings for new uses, when the prior use is no longer feasible.
- Use development and redevelopment efforts to maintain the historic character in neighborhoods and districts.
- Ensure that historic buildings are reused by identifying and evaluating these properties for significance, identifying properties with the greatest potential for reuse, directing incentives toward preservation of historic buildings, and modifying existing City regulations and processes to encourage preservation (see the Historic Preservation Plan for additional detail on these recommendations).

Buildings are designed to create or contribute to a sense of community.

- In higher density areas, minimize setbacks from the street for new development.
- With infill development, complement existing buildings in their placement, orientation, size, ornamentation, and materials.
- Create infill buildings or buildings adjacent to existing development that are consistent in the above characteristics but allow variation in character.
- Integrate commercial uses into adjacent residential areas by using complementary design and by minimizing annoyances like bright lights and commercial traffic through the residential area.
- In residential areas, design houses so that garages are not the most prominent features as houses are viewed from the street.
- In lower-density areas, cluster development to preserve open areas.
- Create and adhere to specific design guidelines that are developed for each type of neighborhood and district.
- Prepare and implement design standards that contain certain elements that are consistent city-wide, such as street and paving standards, while maintaining specifications to ensure unique district and neighborhood characters such as lighting, street furnishing, building location, etc.

Residential land use is an essential component of mixed use development.

- Include a variety of residential uses within all hubs and activity centers.
- Provide locations for low- and moderate-income housing throughout the city.
- Include a full range of housing prices and housing sizes within a hub or activity center.
- Locate retail and office uses near housing areas so that residents can make some of their shopping trips and trips to work on foot or bicycle.
- Provide services such as restaurants, cleaners, and child care within employment centers and connect all buildings with pedestrian paths so workers can minimize their automobile trips.
- Locate industrial uses (particularly light industry) and other employers closer to residential areas when feasible (while guarding against problems from truck traffic, noise, fumes, etc.) or within short commuting distances and with access to public transit, so as to reduce the need for automobile trips and other transportation.

- Change zoning regulations to allow specifically for mixed use development.
- Provide adequate parking to support the mix of uses in a mixed-use area.

Neighborhoods and commercial districts have identifiable centers that create places for residents or employees to gather, interact, and communicate, and that help create an identity for the area.

- Include an identifiable neighborhood gathering place in each neighborhood, such as a park, square, or other type of public or private center, and provide adjacent child-care facilities when feasible.
- Create gathering places in neighborhoods that are appropriate to the neighborhoods' size, scale, and density.
- Use commercial and retail centers to define public spaces: parks, squares, etc.
- Design commercial (retail and office) activity centers to include inviting gathering places for nearby residents and people who work there
- Design commercial (retail and office) activity centers to include child care facilities.
- Replace current "strip commercial" and "strip mall" development patterns with commercial/retail hubs located near major-arterial intersections and transit nodes. Design these hubs with green spaces and identifiable gathering places.

New development occurs at infill sites or contiguous to existing development and uses existing infrastructure effectively.

- Infill vacant lots to reinforce the value of existing structures.
- Use existing infrastructure for new development.
- Develop land contiguous to existing development, limiting sprawl and "leap-frog" development.
- Emphasize compact, clustered development where feasible.
- Prioritize projects that are contiguous to existing development or are infill projects.
- Concentrate the most intense development in and around activity centers.
- Include large-lot residential development where it is appropriate, as in locations in which the topography, soil type, or other natural features make more dense development undesirable, and cluster such development where feasible.

Neighborhoods and non-residential or mixed-use districts have distinct and identifiable characters.

- Create distinguishable neighborhood boundaries, generally without walls or gates.
- Provide neighborhoods and non-residential or mixed-use districts symbolic gateways—entry points that announce that you are entering a special place.
- Create streetscape elements and standards that are consistent within an area or district, make an area unique, create an identity, and recall elements from the particular time at which the area developed.
- In any new neighborhood, build buildings that are consistent with one another in terms of size and shape.

Development preserves or creates open space, respects existing topography, and minimizes the impact of development on the natural environment.

- Create green spaces that are durable and require low maintenance in both urban and suburban areas, and upgrade existing green spaces to have these qualities.
- Respect and use existing topography as an amenity to benefit new development, including protection of existing stream corridors, erodable slopes, and wooded areas.
- Preserve natural resources where possible, including trees, flood plains, and natural drainage.
- Create development that mitigates its environmental impact by clustering buildings and sharing facilities such as parking lots where possible.
- Coordinate development with transit system to provide a viable alternative to the individual automobile.
- Link open space together using parks, greenways, and boulevards in a network that also includes significant landscaping on all private properties.
- Implement the MetroGreen Plan, which also links green space, greenways, and boulevards.

New development and infrastructure are built to be useful for 100 years or more.

- Design and build new development to be used for 100 years or more.
- Design and build commercial buildings to be flexible for different uses in the long-term.
- Maintain property and neighborhood quality through high quality maintenance and management by property owners.
- Strengthen code enforcement and implement stronger penalties to encourage owners of derelict properties to improve them and to continue to maintain them.

- Allow tax abatement for owners who invest in their property to improve neighborhood quality.

What do urban villages look like?

Urban villages will include all of the characteristics of high quality development and the following basic characteristics. An urban village does not have to have all of the following characteristics, but it should have most of them, so that it exhibits the identifiable character of the urban village.

The characteristics of an urban village are:

- Many types of residential development at many density levels will exist in an urban village neighborhood, and the overall density will be higher than for a typical single-family neighborhood.
- A mix of uses will be integral to the fabric of the urban village neighborhood.
- Each urban village neighborhood will contain a variety of housing types.
- Housing design will foster communication among neighbors.

These urban village characteristics will act as the basic framework from which to create such villages. The characteristics will be achieved by implementing the more specific strategies listed below, and perhaps by providing incentives that will encourage this type of development. These strategies will be applied to areas in all parts of the city that are identified as having the potential for such development.

Many types of residential development at many density levels will exist in an urban village neighborhood, and the overall density will be higher than for a typical single-family neighborhood.

- Coordinate higher densities so that they adequately relate to densities in adjacent areas
- Allow increased density, and coordinate this with improved transit infrastructure, especially along light rail lines and around transit stops.
- Up-date plans to ensure complementary land uses along primary transit routes and at transit nodes in the multi-modal public transit system.

A mix of uses will be integral to the fabric of the urban village neighborhood.

- Incorporate mixed-use development that integrates services and employment into and immediately adjacent to the neighborhood.
- Develop small retail, office, and other appropriate non-residential uses as part of residential areas where feasible, so that neighborhood residents can make some of their shopping trips and trips to work on foot.
- Encourage mixed uses in individual buildings.
- Revise the building code to make multiple uses in one building less difficult, while continuing to address health and safety concerns.
- Allow and encourage the development of facilities that provide both a home

and a place to work.

- Up-date plans to include complementary and appropriately intense land uses along public transit routes and at transit nodes.
- Provide adequate parking to support the mix of uses in mixed-use areas.

Each urban village neighborhood will contain a variety of housing types.

- Provide a variety of housing types, including single-family houses, duplexes, and apartments.
- Develop residences over retail stores and small offices, in order to expand the types of housing available.

Housing design will foster communication among neighbors.

- Design houses that have porches, streets with the most shallow widths possible, and rear-facing garages with alleys, in order to foster communication between neighbors.

Where are they?

All new development should exhibit the Quality Places Characteristics and have excellent urban design, whether they are in the core of the city or in outlying suburbs, whether they are whole subdivision, major redevelopment projects, or a few infill houses. Where possible, older urban areas will be retrofitted to have these characteristics if they do not already have them, and all new areas will be developed this way. Many of these Quality Places Characteristics helped make our older urban neighborhoods great places and are what made them function so well for people.

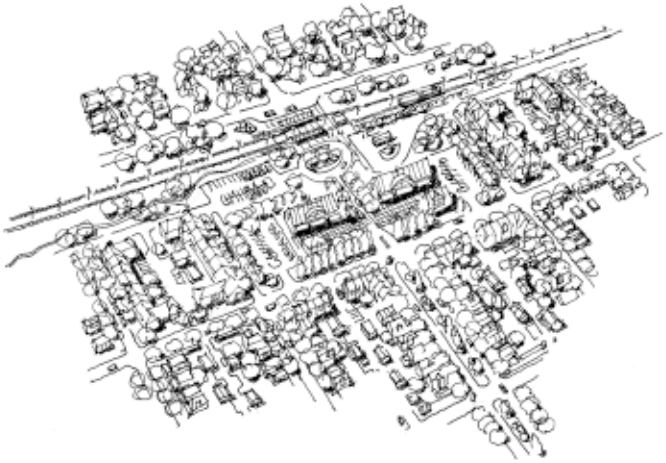
In addition to the characteristics that will relate to all new development, future development will also include the specialized communities that are called urban villages. These will be located in appropriate redevelopment areas or retrofitted neighborhoods in the urban core, as well as in selected suburban areas within the city. They will include all of the characteristics of high quality development and additional characteristics in the section on urban villages.

The City will work with private developers to select locations throughout the city, in both urban core and outlying areas, in which to target development of true urban villages in the future, so that they can provide yet another living choice for Kansas Citians, great new urban core neighborhoods, and another suburban alternative to living in suburbs outside of Kansas City. The Line Creek Valley area north of 68th Street in the Northland is one area suggested for this type of development.

What will make this happen?

To standardize high quality design and construction in all areas of the city, the City will make policy changes relating to zoning, subdivision regulations, performance standards and urban design guidelines. Changes in the process will make it more customer friendly for everyone from single property owners to major developers.

In order to make high quality places to live and work and urban villages real, Kansas City will modify its zoning ordinance and subdivision regulations, not only to bring them up-to-date, but to ensure that new development adheres to FOCUS goals. The City will need to add regulations that permit mixed-use development, residential uses in some non-residential areas, guidelines for historic preservation, residential clustering, and creative, complementary infill.



Example of an Urban Village

The City will also develop new regulations for site-plan review and specific regulations for retrofitting older residential neighborhoods and business districts with "quality places" and "urban village" characteristics. The City will establish requirements or methods of encouraging the development of moderate-income housing throughout the city, and methods of dispersing low-income housing throughout the city. The City will establish urban design requirements that will help make these types of communities a reality, and will establish standards for public improvements, including streets, sidewalks, boulevards, enhanced arterials, signs, and public buildings.

These City requirements will also have new engineering standards that are more flexible, so that different types of areas will be able to have improvements that fit in with their specific character. They will also include standards for protecting the environment and sensitive resources and new landscaping standards.

Finally, the City will develop new ways to concentrate **public** investments so they complement and benefit these new types of communities, help reinforce private development decisions, and reinforce the communities themselves.

The incorporation of Quality Places and Urban Village characteristics will occur in three phases:

1. The Quality Places characteristics and Urban Village characteristics will be further refined as someone is identified as responsible for implementing this FOCUS building block.
2. The 11 Quality Places characteristics and 4 Urban Village characteristics will be adopted by the City Planning Commission and by City Planning and Development staff as the basic tenets for design and design review and approval.

3. Those characteristics requiring changes in standards will result in zoning ordinance revisions, new subdivision regulations, and new engineering standards for infrastructure.

In partnership with the private sector, the City is currently working to create an environment which supports development and redevelopment efforts. Those efforts have already shortened approval and other regulatory processes. Most large-scale developers are comfortable with the current development process as amended, but the City continues to take steps to ensure that the process is workable and understandable for small-scale developers or property owners who wish to make changes to their properties and thus add to the high quality and character of our city.

All efforts to implement new standards will be made in conjunction with the private sector and neighborhood participants in the development process. These new standards and guidelines will be reviewed with the current task forces and committees working on improving the development process in Kansas City. Part of this effort will involve getting input from, and educating, the private sector and neighborhoods on the goals and real impacts of such improvements in standards and ordinances.

While steps to implement the new city-wide high-quality-development regulations and guidelines will begin immediately, partnerships between the City, developers, and existing community and neighborhood organizations will be forged to test the urban village standards and guidelines in selected target areas. The City will assist in the formation of these partnerships, develop recommendations for new standards, and offer incentives and a streamlined approval process for developers, property owners, and possible non-profit organizations helping with these tests. The tests will be used to demonstrate the viability of such development in the local market and of the incorporation of the Urban Village characteristics into the zoning ordinance, subdivision regulations, urban design guidelines, and other public regulations. The process includes periodic re-evaluation of resulting standards to ensure their flexibility and usefulness into the future.

How does Quality Places to Live and Work relate to the other FOCUS Building Blocks?

Quality Places to Live and Work is an important element for making connections in Kansas City. To develop a successful model for a New American City, the programs and guidelines developed in this Building Block must reinforce the ideas developed in the other FOCUS Building Blocks. The relationship of this Building Block to the other Building Blocks is outlined below:

- **City Life** - Quality development will enhance "city life" in Kansas City by creating entertainment and cultural districts that have a unique identity. The quality of our environment will make life in Kansas City more pleasant and enjoyable.
- **Community Anchors** - Anchors that provide specific facilities should include the specific development characteristics of quality places to live and work as they develop these facilities: anchors' own facilities should include the characteristics of quality development so that they will be physically tied to their surrounding community.

- **Competitive Economy** - Quality places guidelines for infrastructure and public improvements will assist in directing economic development activities. Mixed use centers and "urban villages" will be created as cohesive "live-work-play" environments. The residential component of these mixed use centers and "urban villages" will provide the work-force and customer-base for the retail and office/employment components.
- **Connecting Corridors** - The various corridors and "Great Street" networks proposed in the Connecting Corridors Building Block will connect the various mixed use, neighborhood and employment districts in the city. The buildings and structures lining these corridors will exhibit the characteristics of quality development as explained in the Quality Places to Live and Work Building Block.
- **FOCUS Centers** - FOCUS Centers will be integral components of neighborhoods, providing a public gathering place for people as well as a focal point for the community. These community facilities will be located within or in close proximity to mixed use centers. They will be accessible to all citizens by multiple modes of transportation.
- **Investing in Critical Resources** - Quality Places to Live and Work provides critical guidelines that will help Kansas City in addressing its critical responsibilities. Strategies related to capital improvements, preservation of open space and transportation have a great impact on issues discussed in the Investing in Critical Resources Building Block.
- **Moving About the City** - How people travel from different places in the city depends largely on the location of various destination points within the city. Quality Places to Live and Work proposes a development pattern that will make the city more cohesive and that will allow for a variety of modes of transportation throughout the city.
- **Neighborhood Livability** - Quality places will help preserve the distinctive character and qualities of neighborhoods in Kansas City. Each neighborhood will have a distinct identity and each will be connected to one another and to the places where people want and need to be.

May 1998

To the Mayor, Members of the City Council, and the Citizens of Kansas City:

It is with great pleasure that we submit the Citywide Physical Framework Plan to you. This is one of the seven components of the ***FOCUS Kansas City Plan*** adopted by the City Council in October of 1997.

This plan weaves together a series of specific initiatives and actions to preserve and protect the city's natural and historic resources, improve its transportation systems, enhance its utility and infrastructure networks, and guide its development patterns. Together with the recommendations of the other ***FOCUS*** component plans, the ***Citywide Physical Framework Plan*** provides the basis for guiding Kansas City into the 21st Century.

The extensive citizen participation in the ***FOCUS Kansas City Plan*** marks a new era of public involvement and discussion in the city. With continuous public involvement, we will keep the ***FOCUS Plan*** alive and achieve the visions and goals we created for our city.

We are honored to have served in this effort. On behalf of the Citywide Physical Framework Work Team, we thank you for giving us the opportunity to forge the future of our great city.

Sincerely,

Albert P. Mauro
Citywide Framework Work Team
Chair

Timothy Kristl
Citywide Framework Work Team
Vice-Chair

George Satterlee
Citywide Framework Work Team
Vice-Chair

Table of Contents

INTRODUCTION

The New American City..... i

EXECUTIVE SUMMARY……..1

BUILDING ON OUR STRENGTHS……...……....19

Kansas City and Metropolitan Growth..... 19
Natural Systems and Historic Resources..... 27
Physical Circulation System..... 33
Utilities..... 37
Existing Land Use Characteristics..... 41

CITYWIDE ASPIRATIONS AND INITIATIVES……..45

Natural and Historic Resources..... 46
Transportation..... 49
Utilities..... 55
Development Patterns..... 60

CITYWIDE GEOGRAPHIC APPLICATIONS……..67

Development Priority Zones..... 68
Natural Systems and Historic Resources..... 69
Transportation..... 71
Utilities..... 77
Mixed-use and Transportation Centers..... 79
Existing and Potential Centers..... 81
Future Land Use 81
Implementation..... 83

URBAN DESIGN AND DEVELOPMENT GUIDELINES……..87

Urban Design Elements..... 88
Natural Settings Guidelines..... 91
Land Development Guidelines..... 92
General Settings Guidelines..... 94
Transportation Level of Service (LOS) Guidelines..... 95
Multi-Modal Development Centers Guidelines..... 97
Transit Impact Zone Guidelines..... 97
Utility Infrastructure..... 98

APPENDIX

Community Infrastructure Committee Final Report Summary..... A-1
Zoning Ordinance..... B-1
Glossary of Terms..... C-1

ACKNOWLEDGEMENTS

List of Figures

Figure 1: Severe Slopes *28*

Figure 2: Forest Cover / Tree Stands ..... *Follows Page 29*

Figure 3: Floodplains *31*

Figure 4: Soil Constraints *32*

Figure 5: Annexation History *43*

Figure 6: Development Priority Zones ..... *Follows Page 68*

Figure 7: Natural and Historic Systems Map ..... *Follows Page 69*

Figure 8: Major street plan ..... *Follows Page 72*

Figure 9: Regional Transit Framework ..... *Follows Page 74*

Figure 10: Bicycle Plan ..... *Follows Page 76*

Figure 11: Major Water Service ..... *Follows Page 77*

Figure 12: Major Sewer Service ..... *Follows Figure 11*

Figure 13: Mixed-Use and Transportation Centers ..... *Follows Page 82*

Figure 14: Future Land Use Map ..... *Follows Figure 13*

Figure 15: Urban Design ..... *Follows Page 88*

Figure 16: Plan for Parks, Boulevards and Parkways ..... *Appendix D*

All photographs, except as noted, taken by Chuck Kneyse

All recommendations contained in the FOCUS Plan, and all of its parts, are subject to legal review for compliance with law, Federal, State and local. If any of the recommendations conflict with law, the legal issues shall be resolved proior to implementation of the affected recommendation.

View Of Downtown

INTRODUCTION

FOCUS the New American City

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities to follow in the future.

Thousands of Kansas City citizens have created this blueprint for our city's future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS - Forging Our Comprehensive Urban Strategy - is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the city of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that people are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

> *We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.*
>
> *We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, or neighborhoods, our schools, our businesses and our city.*

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for the city to achieve its vision. These are the foundation of our city's character. All city actions are measured against these fourteen principles. They were derived from the wealth of citizen ideas generated in the Phase I Perspective Group process.

Reaffirm and Revitalize the Urban Core

Central to the city's vitality is the Urban Core, with its diverse population, historic neighborhoods; cultural, recreational, and sports attractions; central business corridor, and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development

The health of our city depends on recognizing the interdependency of the city's suburban areas and the Urban Core. Each must be healthy for the city to attract development and grow. Quality suburban development enables the city to compete for residents and jobs and is an important part of the city's ability to grow in the future.

Plan for a Well Designed City Framework
The design and maintenance of the city's transportation and infrastructure systems create a framework for sustainable development. Excellent planning and urban designs create a unique city that is physically unified and beautiful.

Strengthen Neighborhoods
Well-planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship
Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City
Personal comfort, safety, security and peace of mind are essential to residents and businesses in a livable city.

Respect Diversity
Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts
Learning is fundamental to citizenship, self-enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city's economic base.

Develop Jobs for the Future
The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its competitive role and provide employment opportunities for its citizens.

Create Opportunity
Community and individual self-esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People
Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow's world.

Target Financial Investments Strategically

The city must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city's vision.

Build Government through a Strong Partnership with Citizens

Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional cooperation

The city of Kansas City is at the center of a metropolitan community where the challenges of building on the region's strengths and addressing its problems demand a collective response.

FOCUS Phase II - The Strategic and Comprehensive Plan

Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded Steering Committee, with the help of seven Work Teams made up of over 350 people and additional Community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

- **The Citywide Physical Framework Plan** provides strategic land use planning guidelines, addresses the future character of growth, development and redevelopment as well as capital needs of the city.

- **The Neighborhood Prototypes Plan** recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies to their distinct requirements.

- **The Preservation Plan** highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

- **The Urban Core Plan** includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for

economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

- **The Northland Plan** targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle-friendly throughways.

- **The Human Investment Plan** outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

- **The Governance Plan** sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven Work Teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues enabling all parts of the city to work in concert toward the same goals.

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks". With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a New American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relate to these Building Blocks. A more detailed description of the Building Blocks can be found in the FOCUS overview.

Building The New American City

Making Connections For The 21st Century

The qualities in our heritage that have made us a great city will also help us move into the 21st Century as the New American City. Kansas City has always had the

willingness to take the bold step--from the construction of the Hannibal Bridge in 1869, that guaranteed us pre-eminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face our future challenges.

Current trends tell us that the American City of the 21st Century will be an eclectic place with a diverse population, a diverse economic base, and an array of lifestyle and job choices. Kansas City can uniquely position itself to become a model for this new kind of city because we do not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one connected city with a clear agenda for the future.

FOCUS emphasizes connections - connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Kansas City has the natural, physical, and human resources necessary for success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandates investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the New American City is a new way of thinking and acting. The following pages represent Kansas Citian's commitment to our city, our children and our aspirations for the future.

Relationship to the Building Blocks

The Citywide Physical Framework Plan is based on the unifying elements that make up the FOCUS Kansas City Building Blocks. The Citywide Plan recommends that future development protect sensitive natural resources, reinforce the multi-modal transportation network, use the capital web available in the priority development areas and bolster the existing urban design and land use characteristics.

The Plan addresses the patterns that influence or guide overall city form. Historically, Kansas City grew from multiple centers that were connected by transportation corridors. **Connecting Corridors** is an overriding theme within this Plan. Connecting pedestrian and auto oriented zones throughout the city is an important element that will influence future development patterns. Related to Connecting Corridors is the **Moving About The City** building block. The Plan recognizes the need to examine all modes of transportation, not just the automobile, in an effort to connect people to goods, services and jobs.

Connecting Corridors Building Block

Moving About the City Building Block

Quality Places To Live And Work is another basic tenet of the plan. High quality development should build on the historical building patterns within the city and include modern amenities. Residential features such as trails to nearby athletic fields, sidewalks to a local grocery store, or a neighborhood elementary school all influence **Neighborhood Livability**. The quality of neighborhoods is important for citizens who desire to live in the city and want a variety of housing and community choices.

Quality Places To Live and Work Building Block

Neighborhood Livability Building Block

The plan recommends infill, compact and efficient growth patterns so that the cost of infrastructure improvements are maximized. **Investing In Critical Resources** which includes basic public infrastructure identifies the need to complete the existing arterial network and maintain existing utility lines before extending services to areas outside of priority development areas. In addition, the Plan identifies the responsibility of all to protect natural and sensitive environmental areas and corridors. Finally, to achieve many of the aspirations within this document, many initiatives and actions are designed to ensure that Kansas City has a **Competitive Economy**. The plan recommends that employment centers and corridors be improved north and south of the Missouri River.

Investing In Critical Resources Building Block

Competitive Economy Building Block

Relationships To Other Component Plans

The Citywide Physical Framework Plan reflects the overall physical systems on a citywide basis. It is one of the five physical component plans of FOCUS Kansas City. Citywide examines the city with regard to four types of form determinants:

- Natural Systems and Historic Resources,
- Transportation,
- Utilities, and
- Development Patterns.

Citywide Physical Framework is the overall plan that coordinates with smaller geographic (sub-area) plans and thematic plans. There is a direct correlation between the more detailed and specific Northland Plan, which addresses issues in

the Platte and Clay County portions of Kansas City, and the Urban Core Plan, which makes recommendations about the urban center of Kansas City, south of the Missouri River. The two other physical plans that relate to citywide are more conceptual in nature. These are the Preservation Plan and the Neighborhood Prototypes Plan. These two plans have a less geographic relationship, but recognize the need to protect the City's diverse cultural heritage and to strengthen neighborhoods.

Finally, the Governance Plan relates by recommendations about the tools and mechanisms that influence development patterns. These would include zoning recommendations and policies with regard to development incentives. The other plan is Human Investment, which relates to the extent that the plan requires facilities or infrastructure.

Relationship to the Community Infrastructure Committee

The Community Infrastructure Committee (CIC) was established by City Council in 1996, by Resolution 951551, for the purpose of recommending a "new business of infrastructure." The Committee has functioned as an independent task force, working closely with the *FOCUS Citywide Physical Framework* work team, assessing how Kansas City, Missouri, can better address its infrastructure needs, with particular attention given to developing strategies and mechanisms for resolving the City's deferred maintenance backlog. The CIC takes the infrastructure recommendations of FOCUS the next step, making detailed recommendations to implement a comprehensive strategy for planning, financing, and implementing capital needs that achieves the goals of FOCUS and is linked to other City planning efforts. The CIC and FOCUS have overlapping memberships; have regularly shared information during plan development; and have mutually agreed on the recommendations relating to infrastructure finance and selection process.

The CIC has developed a framework of policies, procedures, systems, and mechanisms aimed at improving the overall administration of the capital improvement program including its planning, decision making, funding, and monitoring processes. Implementation of this framework will enable the City to better manage the project selection process and the resources available for capital improvement financing, and, over the next eight to ten years, will provide a means for significantly improving the condition of existing infrastructure while still providing for the funding of priority neighborhood initiatives and redevelopment and development related projects.

The CIC has three subcommittees: Finance; Needs Assessment; and Policy, Process, and Rating. The final report is a compilation of the three-subcommittee reports. The Community Infrastructure Committee Final Report Executive Summary is included in the appendix of this plan.

Kansas City Skyline

EXECUTIVE SUMMARY

Citywide Physical Framework Plan

The FOCUS Kansas City, Citywide Framework Plan, addresses the forces or systems that influence or guide overall city form. The framework consists of many components. Some are within the direct control of the City, while others are private, national, or regional in scope.

The Citywide Framework Plan addresses these forces or systems in five major categories: Kansas City and Metropolitan Growth; Natural Systems and Historic Resources, Transportation, Utilities, and Development Patterns. Each of these categories are assessed for their historical or current influence on Kansas City's form, the aspirations and initiatives to which the city should aspire, and specific recommendations for actions or guidelines that will allow the city to achieve its desirable future form embodied in the FOCUS unified direction, "The New American City: Making Connections."

Kansas City and Metropolitan Growth

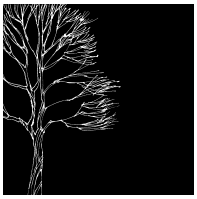
Kansas City is part of a larger metropolitan economy. In some instances, the city leads, while in others it follows broader regional or national economic trends. A strong central city is essential for the long-term vitality of the region. The policies and activities associated with the FOCUS Kansas City planning process will allow Kansas City to capture its share of regional growth and assure vitality.

While the city lost population during the 1970s and 1980s, that trend has now reversed, and the population is growing once again. Much of the growth has occurred in the city's suburbs and the urban core has stabilized. Since 1980, the city has attracted a significant share of the region's retail, office, and residential development, and projections indicate that this growth should continue. This will undoubtedly have a profound impact on provisions for infrastructure, as well as land development policies and strategies.

For the city to maintain a competitive position as a leader in the metropolitan area, it must adequately address both quality urban and suburban development. It must continue to be a manufacturer of durable goods, as well as, a leader in recruiting and building new knowledge and information based industries. Kansas City must also strengthen its regional role and image and build national and international connections. In order to accomplish this, Kansas City must:

- Create places (multi-modal exchange hubs) where goods can be transferred from one form of transportation to another (rail, air, highway) in order to strengthen the city's national and international transportation role
- Create cultural centers by clustering major cultural institutions in the urban core and along transit corridors, using resources such as the Bi-State Cultural Tax and similar funding mechanisms. This can also help stimulate the development of larger mixed-use districts
- Develop employment centers as mixed-use districts, including restaurants, day care centers, automobile services, transit service, and other related establishments, to meet the needs of employees and residents
- Expand the operation of regional utilities, such as water services, that create a locational advantage for Kansas City and generate revenues for the city from neighboring communities
- Actively recruit clean businesses and industries by using financial and other incentives

Natural Systems and Historic Resources



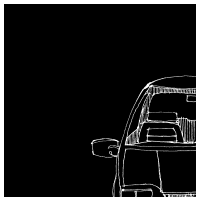
In Kansas City, as in any major metropolitan area, natural resources influence development patterns. Systems such as topography, slopes, vegetation, wildlife habitats, water resources, floodplains, and soils can greatly impact the cost of development. When ignored, they can impose risks to life and property.

The FOCUS Citywide Framework Plan promotes the preservation and protection of the city's sensitive natural and historic resources. Equally important, however, is the promotion of quality development, in harmony with the natural environment that will serve the current residents of the city and future generations. Strategies and policies that address Kansas City's natural systems and resources must:

- Improve connectivity by extending the city parks, greenways, and boulevards network in developing areas and in the urban core and linking them to parks and boulevards systems regionally, including the "Metro Green" system. Also, retain historic sites and structures, build livable communities, and provide neighborhood open spaces, and foster quality urban design principles.

- Direct development away from floodplains and establish environmentally sensitive methods for reducing flood risks by using clustering incentives, planned developments, conservation easements, or down zoning
- Direct development to enhance natural terrain features through policies and rewards that encourage developers to meet high quality rather than minimum standards
- Protect aquifers and enhance water quality remediation efforts by supporting and promoting federal, state, and local efforts
- Institute best management practices to protect and maintain appropriate wildlife habitats and corridors, reduce flood threats, and improve water quality
- Expand Citywide design criteria furthering the "Quality Places to Live and Work" Building Block

Transportation



While the transportation network during the early development of Kansas City included private and public modes, the automobile has dominated the city's development pattern since the Second World War. The automobile and the interstate highway system has fostered greater mobility and lifestyle choices for many people, and transit has experienced a loss in service and routes over the last decade. Accommodating the automobile by widening roads and intersections, while not designing pedestrian accessibility, has diminished the opportunities for pedestrians and bicycles.

Cities have begun to change the way they approach transportation planning by examining all modes of transportation, not just the automobile. The Intermodal Surface Transportation Efficiency Act (ISTEA) and the anticipated authorization of the National Economic Crossroads Transportation Efficiency Act (NEXTEA) has also provided a vehicle to support this trend. Nationally, this has led to the recognition of a multi-modal approach to transportation planning, which includes transit, bicycles, and pedestrians.

Parts of Kansas City have an excellent freeway, boulevard, and arterial system. Unfortunately, the arterial and boulevard networks are deficient in the city's Northland and other suburban areas. The ability of the regional transit system to succeed has been hindered by a dispersed development pattern, inexpensive parking, and a relatively low level of street congestion. Alternative modes of transportation, such as walking and bicycling, have been successful in only limited areas.

An effective transportation system is one of the critical components in the creation of a "new American connected city." Specific transportation recommendations are:

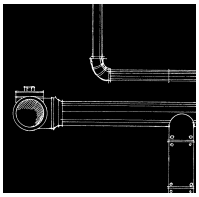
- Complete the arterial street and boulevard system where gaps in the system exist, particularly in the Northland and in other suburban areas
- Develop standards and systems that accommodate the automobile, transit, bicycles, and pedestrians. Extend light rail and supporting transit improvements throughout the city, including into the city's Northland.
- Prioritize programs, which allocate federal, state, and local resources in a cost-effective manner and include the following categories: congestion management on existing roadways; enhanced arterials; light rail transit; bicycle; pedestrian; mobility strategies; and highways and arterials. Develop and implement design and level of service standards for each category.

- Strategically implement the Major Street Plan to target emerging, logical, contiguous development and infill development areas; link the degree of public arterial street funding to these areas; and require private funding for arterial street development in outlying, or non-contiguous areas

- Require traffic impact studies for future development that address all transportation modes, including transit, pedestrian, and bicycle, where appropriate

- Use transit oriented development guidelines (TODs) and pedestrian oriented development guidelines (PODs) when preparing recommendations to the City Plan Commission and City Council for new development and the rehabilitation of existing development

Utilities



Like all cities, the vitality and development pattern of Kansas City depends on a network of public and private utilities and infrastructure. Public infrastructure, such as water supply, wastewater, and storm water, as well as privately owned systems, such as electric, natural gas, district energy, and telecommunications collectively form the city's "Capital Web." Kansas City has a plentiful supply of water from the Missouri River. It has a treatment capacity to meet the city's long-term needs. The system also provides revenues from the sale of surplus treated water to other communities. The primary and secondary distribution systems serve urbanized and some agricultural districts. Rural water systems serve the city's remaining agricultural land. Sanitary sewer systems are not as extensive as water systems in their availability for new or infill development. Many older portions of the city have combination storm and sanitary sewer systems, and some areas in the Northland and outlying areas to the south continue to be served by septic systems.

Electric power is generated from a combination of nuclear energy and fossil fuels, primarily coal and gas. The Central Business District and some adjacent areas are served by a district steam system, and district cooling is in the planning stages. The telecommunications field is undergoing rapid transformation due to legal and regulatory changes, technological innovations, and market driven competition.

Kansas City's should maintain and enhance its capital web through the following measures:

- Ensure that Kansas City's citizens and businesses are provided water, wastewater, and storm water services; and provide mechanisms for funding

that represent equitable cost sharing in the context of the FOCUS Kansas City strategies

- Evaluate future development proposals at the City Plan Commission and City Council from the standpoint of maximizing the efficiency of the city's existing utility infrastructure
- Create partnerships among government, the community-at-large, and telecommunications and information exchange providers that reinforce a national leadership position in telecommunications for Kansas City and enhance the city's competitiveness
- Change the city's regulatory structure to require cost effective investments in energy efficiency, and promote the use of alternative and renewable energy technologies and applications through solar access zoning, energy standards and other modifications
- Implement a comprehensive citywide waste management policy that fosters a reuse ethic, as opposed to the disposal of solid and liquid wastes and the reliance upon landfills
- Address the problems of combined sanitary and storm sewers and septic systems through the implementation of innovative and cost effective solutions

Development Patterns

Kansas City's development pattern has evolved over a long period of time and has been influenced by a variety of forces. The city was founded in the early 19th century along the banks of the Missouri River and in Westport, and it ultimately grew between these two settlements. During a rapid growth period, spurred by transcontinental railroad and industrial development in the middle to late 19th century, the city developed transit, a strong central business and commercial district, clustered neighborhoods, and a unifying parks and boulevards system.

In the 20th century, developer J.C. Nichols established an innovative model for comprehensive neighborhood development known as the Country Club District. After World War II, due to the influence of the interstate highway system and the dominance of the automobile, the city grew in a more diffuse manner. This was particularly true of major public anchors, such as the airport and stadiums, which were moved from the central core to more outlying freeway locations. As the city grew outward, the urban core began to decay.

Since its founding, Kansas City has continued to annex land. The city now has 317 square miles of land area, 92 square miles of which are still agricultural in use. The largest percentage of agricultural land is north of the Missouri River. This presents the city with an extraordinary opportunity for future growth and a responsibility to use this land resource wisely. As the city enters the twenty-first century, strategies and policies must be developed to promote the "New American City: Making Connections" concept, including the following:

- Reconcile the city's zoning practices with the FOCUS Kansas City Plan through a comprehensive revision of the zoning ordinance. "Sunset" zoning approvals if not used within a specified period of time.

- Locate new community anchors along existing or proposed transit corridors in order to create "critical mass" districts and corridors

- Enhance the feasibility of infill development, redevelopment, or development proposed as a contiguous or an efficient extension of existing development patterns through direct assistance or development incentives where justified. Where a proposed development is inefficient and non-contiguous, the full cost of infrastructure extensions must be the responsibility of the developer unless there is a significant public benefit.

- Support compact and mixed-use patterns of development that reduce long commutes, retain open spaces, and minimize costs for public services and facilities, particularly along transit corridors. Implement flexible or reduced parking standards, integrated with transit, and actively promote higher density development, where appropriate, along existing or proposed transit corridors.

- Restore and use the city's urban waterways.

- Achieve a variety of quality urban, suburban, and agricultural lifestyles by promoting a diversity of housing stock, neighborhoods, and environments in each area

- Develop and implement design guidelines as the basis for recommendations to the City Plan Commission and City Council to direct the form and quality of development in both urban and suburban settings

The matrix chart, which follows, presents a model of how responsibility for the citywide initiatives may rest with various elements in the community. Distribution of responsibility is indicated among the private sector, public sector and public/private partnership. In many cases, responsibility for carrying out initiatives can and should reside in more than one of these areas.

The responsibility matrix also identifies whether each initiative is a policy, project or will require legislative action. It also projects the time frame for initiation of each action. Most citywide framework initiatives relate to planning standards or policy development so are targeted for initiation by the year 2000.

Citywide Physical Framework Plan
Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public/ Private	Policy	Project	Legislative	2000	2005
NATURAL AND HISTORIC RESOURCES									
Initiative 1: Expand parks, boulevards and open space network	■	■		■		■			■
Initiative 2: Protect and retain historic sites and structures	■	■		■	■			■	
Initiative 3: Protect unique/sensitive natural areas		■	■		■			■	
Initiative 4: Enhance waterways, protect floodplains and reduce flood risks		■	■		■			■	
Initiative 5: Guide development to respond to the natural terrain	■	■		■	■			■	
Initiative 6: Promote air quality initiatives		■	■		■			■	
Initiative 7: Maintain water quality by protecting aquifers and surface water bodies		■	■		■			■	
Initiative 8: Promote livable neighbhorhoods and quality urban design	■	■		■	■			■	
Initiative 9: Address risks posed by hazardous waste sites and urban brownfields. Develop new financial mechanisms to mitigate priority problem areas		■	■			■		■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public/ Private	Policy	Project	Legislative	2000	2005
Initiative 10: Promote clean economic development: market the city's environmental quality and attract clean industries	■	■		■		■		■	
A. Consolidate all prior plans dealing with strategic citywide open space issues including the Metro Green Plan, the Parks and Boulevards Plan, the Missouri Riverfront Plan, and the Metro Bikeway Transportation Plan.		■				■		■	
B. Expand the open space network into outlying suburban areas of the city by purchase or use of conservation easements.	■	■		■		■			■
C. Expand citywide awareness of historic buildings and sites within the open space network using published walking tours, historic markers, wayfinding trails, guided tours, and school curriculum.	■	■	■	■		■		■	
D. Implement an information and technical assistance program to aid businesses in attaining and maintaining good air quality.		■	■			■			■
E. Recognize floodplains through specific tools such as best management practices (BMP) guidelines, down zoning, conservation easements, transfer of development rights, and development clustering incentives.		■			■			■	
F. Support regional and federal efforts to implement the Missouri Aquifer Groundwater Protection Plan.		■			■			■	
G. Establish base data to measure and locate possible contamination sources in floodplains and aquifer recharge areas, including septic systems, and agricultural and urban runoff. Establish remediation priorities based on data results.		■	■			■		■	
H. Designate "areas of critical city concern" to provide enhanced protection to unique, threatened natural resources, habitats, or scenic areas.		■				■		■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public/ Private	Policy	Project	Legislative	2000	2005
I. Protect identified "areas of critical city concern" and other natural areas through incentives or mechanisms including tax abatement coupled to land dedication, con-servation easements, collaboration with various conser-vancy organizations, and the establishment of land endowments.	■	■		■	■	■			■
J. Designate protected view sheds that offer unique vistas, and require design review to minimize development impacts through clustering or other means.	■	■		■	■				■
K. Identify and designate key habitat areas and corridors and encourage development practices which sustain wildlife, where appropriate.		■	■			■			■
L. Develop a public education initiative to promote sustainable development and land management practices including the use and retention of native vegetation rather than “ornamental landscaping, xeriscape landscape principles, wildlife friendly practices, including minimum fencing, and low water consumption devices and practices.	■	■	■	■	■			■	
TRANSPORTATION									
Initiative 11: Accommodate all modes in the construction of the city's arterial street and boulevard system		■			■			■	
Initiative 12: Complete the missing gaps in the arterial street and boulevard system and construct new improvements which serve the priority development areas		■				■			■
Initiative 13: Develop a local collector system to relieve the arterial street system		■				■			■
Initiative 14: Expand the parkway and boulevard system		■				■			■
Initiative 15: Develop a comprehensive street maintenance program		■				■			■

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public/ Private	Policy	Project	Legislative	2000	2005
Initiative 16: Develop a city light rail/transit corridor system		■				■			■
Initiative 17: Promote transit as an integrated transportation mode		■	■		■			■	
Initiative 18: Develop a bikeway system that serves communter and recreational travel		■	■			■			■
Initiative 19: Promote alternative transportation programs which reduce transportation demand		■				■		■	
Initiative 20: Prioritize transportation projects in developed and emerging development areas		■			■			■	
Initiative 21: Develop and implement a comprehensive circulation funding program	■	■	■	■		■			■
A. Revise the City's street standards to accommodate automobile, transit, bicycle, and pedestrian modes. This update should address the widths of streets, turning radiuses, the location of sidewalks, intersection design, bikeways and bike lanes, and standards affecting pedestrians. Develop a retrofit plan for existing facilities.		■				■		■	
B. Develop level of service standards for all modes including automobile, transit, bicycle, and pedestrian.		■				■		■	
C. When appropriate, require a traffic impact study for future public and private developments which address all transportation modes and their levels of service.	■	■		■	■			■	
D. Adopt multi-modal oriented development design guidelines for new development and rehabilitation. Require bicycle and pedestrian oriented multi-modal transportation elements in neigh-borhood design and planning.		■			■			■	
E. Improve pedestrian access / linkages to transit, by prioritizing the construction of sidewalks along transit corridors and connecting to transit stops.		■			■			■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public/ Private	Policy	Project	Legislative	2000	2005
F. Create Transit Impact Zones including financial incentives to retain and attract businesses and to encourage more dense, mixed-use, and compact development.	■	■		■		■		■	
G. Modify engineering standards for intersection design to require pedestrian safety measures for streets.		■				■		■	
H. Develop access control plans for major existing and emerging corridors.		■				■			■
I. Develop funding and prioritization programs which allocate resources in the cost-effective and equitable manner.	■	■	■	■	■			■	
J. Integrate traffic calming mechanisms into transportation design and planning.		■			■				■
K. Modify signing of the freeway interchanges within the Downtown Loop.		■	■			■		■	
L. Establish pedestrian standards which promote street life and pedestrian activity.		■				■		■	
M. Develop of a parking authority or commission which will promote shared use of parking between day and evening uses and develop pricing strategies to promote transit.		■				■		■	
N. Promote a citywide mobility program to encourage commuters to use car/van pools and public transit.	■				■				■
O. Develop a comprehensive Northland transit plan.		■	■			■		■	
P. Continue seeking transit operating assistance funding from the Missouri legislature.		■	■				■	■	
UTILITIES AND INFRASTRUCTURE									
Initiative 25: Extend sewer service to developed areas that are not currently served or have inadequate capacity		■				■			■
Initiative 26: Expand the role of Kansas City as a regional utility provider		■			■			■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public/ Private	Policy	Project	Legislative	2000	2005
Initiative 27: Review funding mechanisms and rates for water, wastewater, and storm water		■				■		■	
Initiative 28: Enhance and broaden storm water management		■			■			■	
Initiative 29: Promote the conservation of water usage		■	■		■			■	
Initiative 30: Concentrate utility capital investments in areas that are currently or easily served by existing utilities		■			■			■	
Initiative 31: Preserve and expand the use of existing utility infrastructure to maximize the value of investment		■			■			■	
Initiative 32: Provide innovative solutions to the problems of inadequate storm drainage facilities and combined sewer overflows		■			■			■	
Initiative 33: Integrate water quality enhancement and the preservation of natural habitats into greenway, open space and wildlife habitat planning		■	■		■			■	
Initiative 34: Encourage the use of alternative and renewable energy sources		■			■				■
Initiative 35: Promote innovative heating and colling delivery systems	■	■		■	■				■
Initiative 36: Ensure open and fair competition for utility services		■	■		■			■	
Initiative 37: Actively promote the reduction of solid and liquid waste	■	■		■	■			■	
Initiative 38: Continue and enhance the reliable and efficient management of solid wastes		■				■			■
Initiative 39: Develop a waste management funding program	■	■		■		■		■	
Initiative 40: Expand the application of advanced telecommunications systems	■	■		■	■			■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public/ Private	Policy	Project	Legislative	2000	2005
Initiative 41: Enhance the opportunities for telecommuting	■	■		■	■			■	
A. Develop policies and review procedures which prioritize the logical extension and upgrading of water and sewer lines in existing, new, and infill developments.		■			■			■	
B. Review water and sewer service rates for services provided outside the City of Kansas City.		■				■		■	
C. Coordinate with the City of Kansas City Community Infrastructure Committee on funding mechanisms for maintenance, upgrade, and extension of existing utility systems.		■			■			■	
D. Develop basin-wide storm water management plans for all watersheds.		■				■		■	
E. Develop a twenty-year improvement plan to mitigate existing combined sewer system overflows. Strengthen storm water mitigation requirements for new developments within areas served by combined sewer systems.		■	■			■		■	
F. Develop a twenty-year alternative and renewable energy source action plan to implement new technologies for providing energy.	■	■		■		■		■	
G. Develop and extend district steam and chilled water systems.	■	■		■		■		■	
H. Develop public/private partnerships for advancing telecommunication systems, including the integration of new technologies with citywide growth strategies and providing greater access for all citizens.	■	■		■	■				■
I. Develop a twenty-year solid and liquid waste reduction program	■	■	■	■		■			■
DEVELOPMENT PATTERNS									
Initiative 42: Reconcile the City's zoning practices with the FOCUS Kansas City Plan through a comprehensive revision of the zoning ordinance	■	■		■		■		■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public/ Private	Policy	Project	Legislative	2000	2005
Initiative 43: Develop and implement design guidelines as the basis for recommendations to the CPC and City Council to direct the form & quality of development in both urban and suburban settings		■				■		■	
Initiative 44: "Sunset" planned zoning approvals if not used within a specified period of time		■			■			■	
Initiative 45: Locate new community anchors along existing or proposed transit corridors in order to create "critical mass"	■	■	■	■		■		■	
Initiative 46: Enhance the feasibility of infill development, redevelopment, or development proposed as a contiguous or logical extension of existing development patterns through direct assistance or development incentives where justified		■			■			■	
Initiative 47: Support compact and mixed-use patterns of development that reduce long commutes, retain open spaces, and minimize costs for public services and facilities, particularly along transit corridors		■			■			■	
Initiative 48: Locate multi-modal mixed use developments to serve transit	■	■			■			■	
Initiative 49: Implement flexible or reduced parking standards, where integrated with transit, and actively promote higher density development, where appropriate, along existing or proposed transit corridors		■			■			■	
A. Revise the City's zoning ordinance to coincide with the new development concepts promoted by FOCUS. Include performance standards for noncompatible land uses.		■				■	■	■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public/ Private	Policy	Project	Legislative	2000	2005
B. Replace the "strip commercial" development and zoning patterns with a more compact "nodal" or mixed-use commercial pattern.	■	■		■	■				■
C. Develop a plan for the "sunsetting" of zoning approvals. If the property remains undeveloped, it would revert to its previous zoning classification after a period of time.		■			■		■	■	
D. Designate appropriate criteria for large lot, "mini-estates," "ranchettes," or other exurban development forms that consume extensive proportions of open space or cause additional costs		■				■		■	
E. Locate new community "anchors" or development catalysts in areas near the CBD and along existing or proposed transit corridors.	■	■		■	■			■	
F. Allocate the costs of infrastructure extensions to the property owner or developer, where development is proposed in a non-contiguous location or requires a non-logical extension of infrastructure.		■			■			■	
G. Make infill development more feasible for private developers through active land assembly, land reclamation and utility system improvements.	■	■		■		■			■
H. Concentrate public capital investments, such as arterials, boulevards, parks, and public services, into areas that are contiguous with currently developed land and that are currently or easily served by utilities.		■			■			■	
I. Avoid a "leapfrogging" pattern of development into agricultural areas, by discouraging the public extension of utilities and infrastructure and through effective agricultural zoning.		■			■			■	
J. Develop of quality design standards to promote physical connections and a "sense of place," such as a "Traditional Neighborhood" overlay district.		■				■		■	

Initiative/Action	Private	Public		Partnerships	Type			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public/ Private	Policy	Project	Legislative	2000	2005
K. Streamline the development and regulatory process and eliminate duplicative, outdated, or needlessly cumbersome requirements.		■				■		■	
L. Promote compact forms of development that reduce long commutes, minimize costs for public facilities and services, and retain open space.	■	■		■	■			■	
M. Promote transit and pedestrian linkages by creating mixed-use, clustered residential, commercial, retail, and office activity areas along transit corridors.	■	■		■	■			■	
N. Reduce parking standards and offer other incentives to encourage greater densities along transit corridors and in mixed-use activity centers, such as Downtown.		■			■				■
O. Promote a diversity of housing stock so that Kansas City attracts first-time home buyers and also appeals to move-up and executive level markets.	■	■	■	■	■	■		■	
P. Restore and use the city's urban waterways.	■	■	■	■		■			■
Q. Locate public housing in all areas of the city that have access to public transportation.	■	■	■	■		■			■
R. Create a combination of incentives & partnerships to encourage the rehab of existing housing & the availability of moderate incoming housing in existing neighborhoods.	■	■	■	■		■			■
S. Develop design standards & urban design guidelines for low & moderate income housing so that it blends with any neighborhood.	■	■	■	■		■			■

Crown Center

BUILDING ON OUR STRENGTHS

Kansas City and Metropolitan Growth

This plan recognizes the uniqueness of Kansas City and its ability to influence its future through the comprehensive planning process. However, the city is part of a larger metropolitan economy. In some sectors, the city leads, while in others it follows broader regional trends. Its strengths are its regional role and identity, its greater diversity and opportunities compared to the rest of the region, and its efficiency that directly results in a reduced tax burden on its citizens.

It is important to place planning for the city within the context of the regional economy and its growth prospects. A strong central city is essential for the long-term vitality of the region and will allow Kansas City to compete effectively for growth.

Kansas City, Missouri, is the focus of economic activity for the metropolitan area. It is the region's central city and, historically, one of its initial settlements. Kansas City, as a metropolitan area is identified with the nationally held image of the central city. While Kansas City lost population and employment during the 1970s and 1980s, as did many cities, that trend has reversed, and population and

employment are on the rise. This has resulted from a high level of redevelopment, development and investment activity, such as relocation of industrial plants and regional service centers of large businesses, which have selected Kansas City as a location of choice.

Much of the new population growth in Kansas City occurs in the Northland and within southern portions of the city. Of total housing starts in the city since 1990, 85 percent occurred in the Northland, where accelerating growth permitted Kansas City to pass recent market leaders, such as Overland Park, Lee's Summit and Olathe. The population within the core has also stabilized.

Employment remains level within the core as well. Significant redevelopment projects in the central city allow for optimism about future trends in this area. Since 1980, Kansas City has attracted a significant share of regional growth of new construction activity. Within the region, Kansas City attracted:

- 30 percent of retail construction (3.95 million square feet of space)
- 42 percent of office construction (12.4 million square feet of space)
- 20 percent of new dwelling units (25,800 units)

These statistics demonstrate positive trends for future Kansas City growth and represent a steady market that reflects the diversified Kansas City economy. The nonresidential statistics are from MARC's database of building construction through 1993.

There are a host of forces that are shaping the rate, character, and distribution of growth in the metropolitan region. The actions and policies of Kansas City and FOCUS are but a part of the picture. FOCUS policies, if carried forward, can impact the competitiveness of the city in attracting its share of regional growth or in stemming disinvestment in the urban core. The loss of jobs and households in some areas has overshadowed the significant level of new investments, so there is much to be gained in retaining existing business.

Forecast Framework

In evaluating the forces affecting future land needs, it is appropriate to coordinate the City's planning with the metropolitan forecasts recently published by the Mid-America Regional Council (MARC, March 1996). While forecasts are a planning tool, MARC's forecasts as stated in their publication "represent the collective wisdom of area planners and economic development specialists concerning the future economic and demographic outlook for the Kansas City area." The following table summarizes the key parameters of the forecast.

Table 1: Metropolitan Kansas City Long-Range Forecasts

Year	Population	Households	Employment
1990	1,511,740	582,198	771,142
2000	1,627,084	631,212	863,904
2010	1,731,297	688,437	955,533
2020	1,833,855	747,642	967,940
1990-2020 Change	322,115	165,444	196,798
Annual Percent	0.64 percent	0.84 percent	0.76 percent

Source: Mid-America Regional Council, March 1996

As accurate as these forecasts could be at the metropolitan level, there is considerably more uncertainty in projecting the geographic distribution of this growth to individual counties and communities and smaller planning areas. MARC has allocated these forecasts to subareas within the metropolitan areas reflecting two alternative approaches-- "baseline" and "policy."

The *baseline forecast* is founded upon a conservative set of policy assumptions. It reflects an extension of current policies and development practices. Based upon this approach, the 2020 forecast is for Kansas City to realize a share of the metropolitan growth (computed on an aggregate net basis in Table 2) equal to:

- 10 percent of the net household growth
- 15 percent of the net retail jobs growth
- 26 percent of the net service jobs growth
- Industrial jobs declining in the city and region of about 12,000 jobs

Since these estimates are computed in the aggregate, certain areas of the metropolitan area will achieve larger shares of this growth, while other areas will be stable or even decline.

The *policy forecast* accounts for the positive benefit of policies and actions that can alter past trends and achieve a better balance between investment in the older core areas and the developing fringe. Thus, the policy projections were more favorable to Kansas City than the baseline projections. The Citywide Work Team and Community Advisory Team accepted the policy forecasts on a Citywide basis for the FOCUS Kansas City Plan.

Table 2: MARC Forecasts for Kansas City

	Baseline	Policy
Households	15,900	21,600
Retail Jobs	3,700	4,700
Service Jobs	40,000	49,100

Source: Mid-America Regional Council, March 1996

The policy forecast still indicates a decrease in aggregate industrial employment, consistent with national trends. Service employment is anticipated to grow. The following table summarizes the forecast of growth in the key measures by broad subarea. The percentages represent a distribution of positive growth; therefore negative growth in subareas is not shown.

Table 3: Policy Forecasts for Growth (new construction) in Kansas City by 2020
by Broad Subareas

	Households	Retail Employment	Service Employment
Northland	95 percent	59 percent	36 percent
Urban Core	---	---	50 percent
Southland	5 percent	41 percent	14 percent
	100 percent	100 percent	100 percent

Source: Mid-America Regional Council, March 1996

The distribution does not impose a constraint on development in any area, nor imply that the FOCUS plan cannot suggest or strive for an alternative distribution. Specifically, continued development of housing and employment is envisioned for the core area. Furthermore, as shown in the service employment category, the core area is envisioned to continue as the dominant non-manufacturing employment center in the city and region.

Land Use Implications

The MARC forecasts have important implications for the FOCUS plan and process. Because an important role of any plan is to anticipate and efficiently accommodate future growth, the quantification of that growth is necessary. Also, the breadth of FOCUS elements, such as *Governance* and *Human Investment*

must address those policies that are necessary if the desired "policy forecast" is to be achieved.

The demand for land is a more significant component of planning in the Northland and within southern Kansas City, where new development will absorb land that is now vacant or agricultural or has some other low intensity use. In the core area, where growth will occur as a result of infill, redevelopment, or reduced out-migration, the quantification of land absorption is a less critical consideration.

The estimated land needs for the policy forecast are based on typical ratios of development form that may reasonably represent the average for new development in Kansas City. If the policy forecasts were fully realized Kansas City would absorb:

- ***250 acres of retail land*** based on an average of 450 square feet per net employee increase and a floor area ratio (FAR) of 0.22 square feet of building per square feet of land, or about 10,000 square feet per acre

- ***1,130 acres of "service" employment*** and which, as defined by MARC, is all employment except retail and industrial, based on 350 square feet per employee and a 0.35 FAR

- ***5,220 acres of residential land*** based on an average of five dwelling units per acre and some adjustments for Kansas City's share of the projected total and continued net losses in the core

- ***10,000 to 12,000 total acres*** including the sum of the previous categories plus associated streets, parks, open space and other public areas

The MARC forecast is based on a computer model. Preliminary indications are that since the adoption of the forecast, many of the above estimates are being exceeded.

Some of this growth will be accommodated on infill sites. Depending on the growth assumed to be accommodated within infill sites, and redevelopment of the core area, the additional land utilized could be as little as *15 to 20 square miles* of now-vacant land.

There are approximately 151 square miles of vacant land or agricultural within the city limits. About six square miles of this is in scattered, vacant, infill sites within the urban core. There is sufficient land to accommodate the expected growth. However, there is some question regarding the adequacy of utility coverage and the suitability of the land features in some areas. It is clear that the vacant land within the core is a valuable resource for encouraging and accommodating development. Also, it is important to avoid an imbalance

between infrastructure and development; thus the FOCUS planning process should address the following question:

- How to encourage the development of vacant land particularly on infill sites?
- How can land uses best be allocated; or, how can we be sure that the best land is used for the right purpose?
- What should be done with the land that will not be needed for decades to come?
- How can policies be created for infrastructure development and finance that will be consistently applied on a citywide basis?
- How to control land with multiple ownership, small sites and absentee owners?
- Should the city assemble parcels for redevelopment to allow for transitions between land uses?

Implications for FOCUS Policies

In terms of economics and development policies, there are several issues raised in the previous analysis that should be addressed.

Kansas City' s Competitive Position in the Metropolitan Area

Kansas City is in competition with other jurisdictions for a finite quantity of regional growth and development. While there are clear differences between "urban" and "suburban" styles of development in terms of form, amenity and real estate economics, such competition is not limited to Kansas City versus suburban jurisdictions. Within Kansas City there is a population shift as people find housing options more suited to their needs, often moving from urban to suburban environments. Kansas City has abundant undeveloped land that can effectively compete with and surpass outlying suburban jurisdictions.

Citywide Framework policies, therefore, must address quality suburban and urban development. Unique regional, cultural, and institutional attractions should remain in central Kansas City as critical ingredients to the policy of revitalization. Vacant lands outside the urban core should be viewed as a resource for accommodating new residential and commercial trends, catering to "suburban" style development. Creating high quality suburban development to compete with other outlying suburban jurisdictions will result in a stronger and more diversified city. Vacant land within the core should be marketed for urban scale development.

The economic future of the Kansas City area will depend on its ability to aggressively recruit new "knowledge" industries, such as communications, computers and professional services, as well as new manufacturing that stems from those activities. Small businesses are the source for the majority of jobs in the metropolitan area. Attraction, expansion and retention of small businesses are important to the economy. The urban core offers a good opportunity for business and industry based on land availability and existing buildings. The resources that will attract these industries include a higher quality of life, an educated work force, enhanced communications infrastructure, viable cost of preparing the land, and a reasonable cost of doing business. Finally, many of the cultural and historical resources are located in the urban core. Together these attract tourists to the city and provide additional economic activity.

Kansas City's traditional strengths include transportation infrastructure and a large, economically vital service region. Prospective employers will recognize these strengths, but will likely be more concerned about identifying potential business sites that have access to utilities and the highway network, are large enough for existing needs and future growth, and which have appropriate zoning in place. There are sites, such as rail served bottomland, that should be marketed to traditional manufacturing industries, but those industries will be a minor component of growth. In order to compete for major employers and large-scale development projects, Kansas City should have an adequate supply of large tracts of land served by sewer, water and roads.

The Cost of Doing Business in the Twenty-First Century

For the emerging information and knowledge industries, the principal infrastructure needs include personnel, real estate and buildings, and utilities. These industries do not need the raw materials of the heavy industrial sector nor its related transportation infrastructure for large truck and rail transport. The transformation from hard goods to knowledge and information means that the initial development cost of doing business is primarily related to preparing the land and building the structures.

However, the costs of preparing land for development differ in suburban areas versus older urban redevelopment areas. Whether it involves rehabilitation and upgrades in the core or logical extensions in suburban areas, street, sewer and water services should be installed as a comprehensive system.

Kansas City should maximize use of existing infrastructure and plan for the most efficient extension of services along corridors of desirable growth. This will allow the city to achieve appropriate densities and maximum return on its public investment.

Missouri River

Natural Systems and Historic Resources

In Kansas City, as in any major metropolitan area, natural systems impact development patterns. Natural factors which have the greatest degree of influence on citywide form are those which affect the cost of development or those which, when ignored, impose risks to life and property. Thus, building in areas having steep slopes or poor soils requires more costly foundations, thereby discouraging development. Likewise development in floodplains poses substantial risk, as well as additional cost, through higher insurance rates. Beyond simple objective measures of risks and costs, natural systems also can be seen as form-givers, through "quality of life" and scenic attributes. In this way, natural features such as vistas, waterfronts, and woodlands attract development by adding value. Described below are five basic characteristics of the historic and natural environment of Kansas City and an exploration of the manner in which these characteristics act as citywide form-givers.

Historic Resources

Kansas City has a rich legacy of historic neighborhoods, landmark structures, archaeological remains, monuments, trails and historic places. These elements retain our collective urban heritage and enhance the city's quality of life. Kansas City's historic buildings, road systems and development patterns are important elements of the city's cultural landscape (see The Preservation Plan).

Garment District

Slope/Topography

Patterns of erosion plus the scouring effects of ancient advancing glaciers are the principal causes of present day topography in Kansas City, influencing soil types and the pattern of lakes and streams. While floodplain corridors are widely distributed, the city's gently rolling terrain is particularly characteristic of the area north of the Missouri River. Such areas are generally suitable for development, except for their extreme susceptibility to erosion.

Consequently, development practices that increase or concentrate storm runoff can contribute to problems of erosion, downstream sedimentation, and other undesirable effects on water quality.

Natural ridgelines and forested steep slopes are also natural features whose scenic character can be compromised by inappropriate development. Even at relatively moderate densities, development, which alters ridge profiles, punctuates forested walls, or imposes rigid urban geometries, can have devastating impacts on the area's scenic natural environment, particularly in rural areas.

Erosion

Areas where slopes will need to be evaluated are conceptually illustrated on Figure 1.

Figure 1: Severe Slopes

Vegetation/Habitat Types

Several ecosystems, along with urbanized land, can be found within the Kansas City region. This ecological diversity is due to the city's location at the juncture of the North American Prairie, extending west and north, and hardwood associations, extending to the south and east. Forest cover is illustrated on Figure 2. These natural ecosystems include the following:

Floodplain Forests

- *Floodplain Forests:* comprising forests and other vegetation which tolerate periodically wet conditions

Uplands Hardwood Forests:

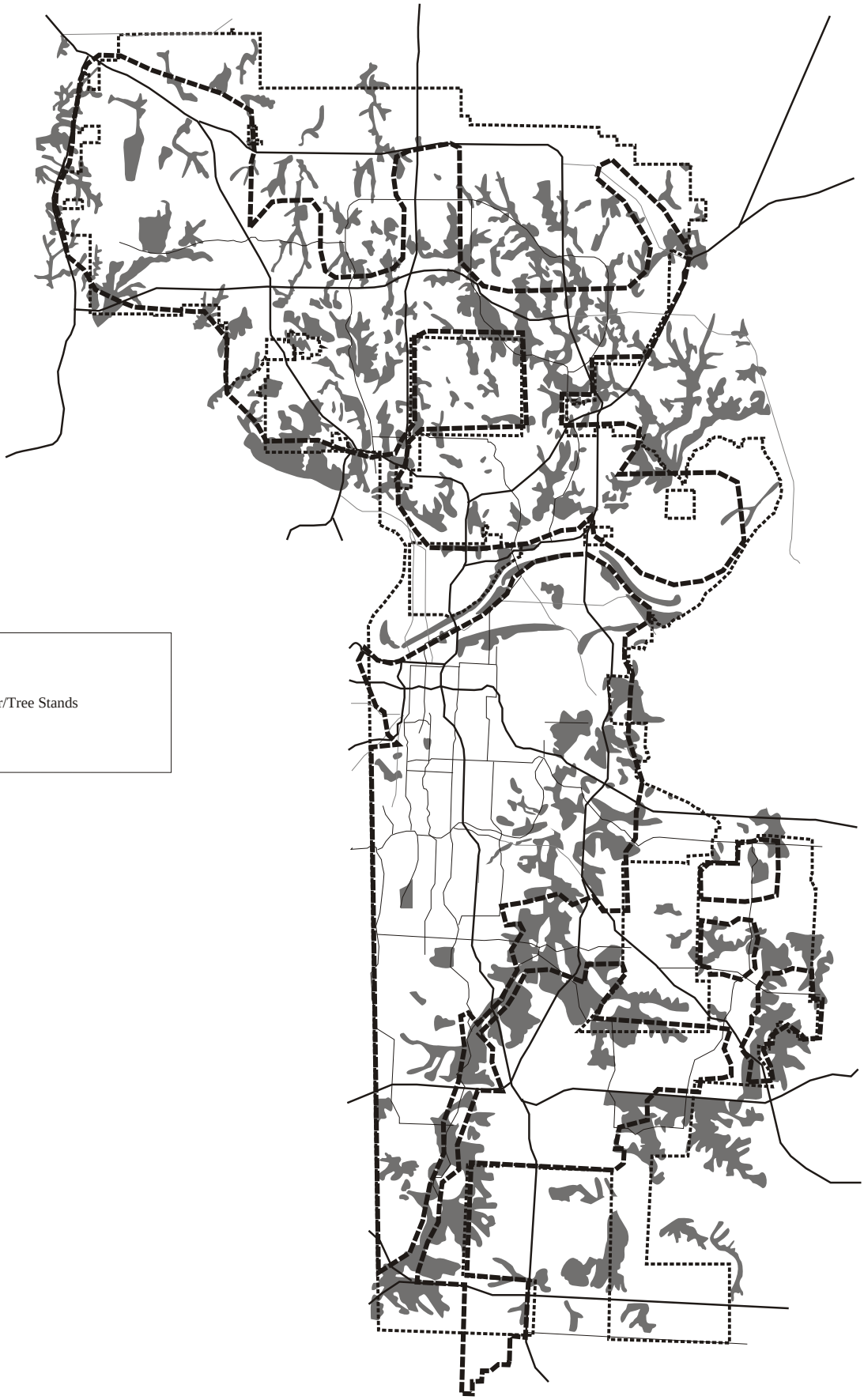
- *Upland Hardwood Forests:* predominated by oaks and hickories requiring dry, well-drained soils and common to eastern parts of Kansas City

Open Grassland

- *Open Grassland:* open prairie, virtually all of which has been developed or converted to agricultural use

Wetlands

- *Wetlands:* associated with lakes and ponds, characterized by water related vegetation



Legend

Forest Cover/Tree Stands

Figure 2

0 1.5 3 Miles

N

FOREST COVER/ TREE STANDS MAP

FOCUS
KANSAS CITY

Prepared by:
Gould Evans Goldman, Associates
Balloffet & Associates

Date: June 20, 1997

Water Resources and Floodplains

The landscape of Kansas City, owing to its rolling topography and the convergence of two major rivers, is a network of small streams and creeks, converging to tributaries of the Missouri and Kansas Rivers. This tight network consists of some eleven watersheds, nine of which drain to the Kansas or Missouri River. All waterways significantly constrain development activity due to the threat of flooding and the presence of *alluvial soils* whose characteristics are unsuited to significant construction. Floodplains are illustrated on Figure 3.

Small streams & creeks

Missouri River

Figure 3: Floodplains

Soils

The soils of Kansas City are reasonably well suited to both agriculture and development, but not uniformly so. Soil conditions are quite diverse and can be generally divided among three types. Roughly one-third of these associations are derived from bedrock shale and limestone, one-third comprise loess, (or windblown material), and glacial till and alluvium make up the remainder. Among the most suitable for developments are the soils found among the hills north of the Missouri River. Although the characteristics of this soil type impose few constraints on development, they are highly susceptible to erosion.

Soil associations derived from shale and limestone are generally clayey and shallow, and are less suitable for development due to their extreme shrink-swell characteristics. Alluvial soils occur in waterway corridors and coincide with wetlands and floodplains. Characteristics of alluvial soils, such as their wetness, low strength and high shrink-swell characteristics, plus the inevitability of flooding, makes them highly unsuitable for development. Areas with soil constraints are illustrated on Figure 4.

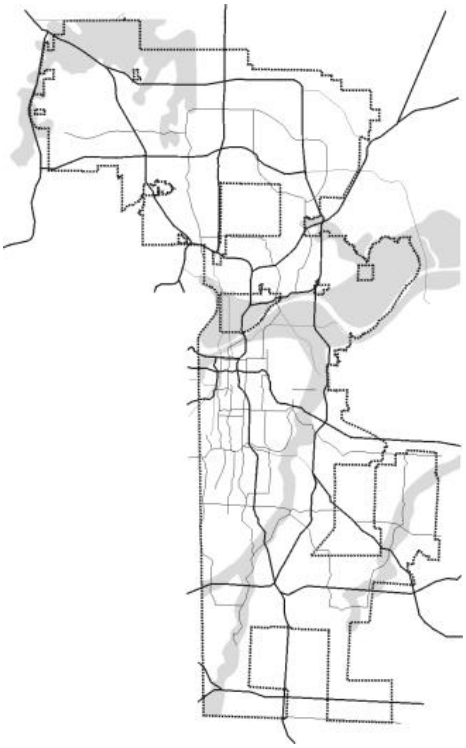


Figure 4: Soil Constraints

Interstate System

Physical Circulation System

Kansas City's circulation infrastructure has developed around the automobile for the past 50 years. This automobile emphasis has created extensive mobility for city residents—allowing them to commute many miles to and from the suburbs. This freeway/arterial infrastructure investment, however, also has its downside and impacted the mobility of other residents. Transit, as an example, has experienced loss in service and routes over the past 10 years. Widening roads and intersections to accommodate the automobile has significantly impacted pedestrian and bicycling modes of transportation to where they are almost nonexistent in some areas.

Freeway System

Most American cities, however, are in the process of changing how they approach transportation as a result of the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). This federal legislation mandated that states and metropolitan planning organizations (MPOs) examine all modes of transportation, not just the automobile. Cities with poor air quality were required to examine alternative solutions prior to adding capacity to highways and further

exacerbating air quality problems. Discussions during this planning process resulted in recognizing the importance of a multi-modal circulation network, which includes transit, bicycle, and pedestrian.

Roadways - Arterial Street System

Kansas City has an excellent freeway, boulevard, and arterial street system. A report prepared in 1993 identified very few congested intersections and arterials compared to other cities. Traffic congestion in Kansas City tends to be for a short peak periods. However, one concern is congestion crossing the Missouri River. Currently, over 250,000 cars per day cross one of the five bridges, all of which are at or over capacity.

Road Widening Project
Main/Brookside Connection

In some areas, such as downtown, traffic has actually decreased in the past 10 years; however, delays and congestion have apparently increased. Throughout the city, delays are caused by additional vehicles and by outdated signal systems that cannot accommodate varying traffic demands during the day.

Arterial Street

The extent and condition of the arterial system varies throughout the city. Central Kansas City has 4.3 arterial miles per 10,000 residents plus employees, followed by Kansas City South at 3.0 and Kansas City North at 2.6 arterial miles per 10,000. By comparison, the suburban areas are not as well served as the urban core. The arterial system in the Northland and in south portions of Kansas City is incomplete. The City's Major Street Plan identifies future freeways/interstates, parkway/ boulevards and arterials. Although it is critical that east/west and north/south facilities be planned and constructed for the north and south regions, the strategic timing of these improvements and type of facility must be determined. Timing of improvements will affect development, within the city and surrounding communities. The Major Street Plan defines typical pavement widths and rights-of-way. These typical cross-sections were designed to accommodate automobiles, and to a limited extent, pedestrians, but, do not consider bicycles.

Access control is and will continue to be a major issue, particularly in the emerging development areas. There needs to be a balance between providing traffic flow along the street system with adequate access to development. One reason that the boulevard system serves a high volume of traffic with reasonably high speeds is because of relatively limited and controlled access. Furthermore, Kansas City's street system was initially developed as a grid system, with a hierarchy of arterials, collectors, and local roads. If one route became congested, drivers would move to the next route.

Arterials constructed within the last 20 years have been virtually the only means of access to development. Shopping centers have been located at the intersections of arterials because the high traffic volumes are desirable from a commercial business perspective. These high traffic volume uses, located at arterial intersections have significantly increased congestion, requiring wider and wider streets to accommodate both regional demand and local traffic. A parallel system of secondary arterials and collectors, which would provide local access to adjacent development, is not common in the more recently developed growth areas.

As commercial centers are proposed, the City or developer often requests signalization with the arterial to accommodate safe or convenient access. Instead of an arterial street system with defined spacing between signals to permit traffic progression and continuous flow, the requested signalized intersections occur randomly, causing major delays. This problem is particularly pronounced in emerging, developing areas where there is not a sufficient parallel grid system that would permit diversion of some of the local arterial trips to lesser facilities.

Transit

A transportation system for Kansas City integrates all modes: pedestrian, bicycling, transit, light rail, air, train, and automobile. Transit creates mobility to jobs, health care, and other essential services for residents who do not drive.

Bus Transit

Public Transit within Kansas City is provided by the Kansas City Area Transportation Authority (KCATA). The KCATA has a total of 38 routes providing a traditional radial or spoke-type system design, focusing on the center of the city. Because of relatively inexpensive parking and low congestion levels, downtown park-and-ride has not been successful in Kansas City. Reverse transit commuting to outlying areas has also not been successful because of low densities and the lack of a shuttle distribution system. Increased development

densities at mixed-use centers will assist in the use of and demand for an overall transit system.

Federal funding for transit infrastructure and operation has dropped over the past ten years. Lower funding causes reductions in service, which further reduces patronage. However, the KCATA does have a relatively new and well-maintained fleet of vehicles. It is in a position to consider alternative routes and services. Some alternatives to fixed route service that are in place include a demand responsive (where a smaller bus provides door-to-door service) or route deviation service (where a larger bus may deviate from a fixed route).

Pedestrian

Alternative Modes of Travel

Facilities for pedestrians and bicyclists (see Bikeway Plan, Figure 10) are generally incomplete or even non-existent in some areas. Except for the urban core and Plaza, developments have often not included a direct, continuous, and safe pedestrian system. There is also no formal bicycle system in Kansas City for commuter transportation.

Bicycles

Water Works Plant
(file photo)

Utilities

Water Supply, Wastewater, and Storm Water

Kansas City has a plentiful supply of raw water from the Missouri River system and an adequate water treatment facility to meet the city's needs. Some water system capital investment is needed, as well as ongoing improvements and maintenance of the existing system. A primary system of water distribution mains (8-inch and larger) serves the city. These are accessible to much of the area, including significant undeveloped acreage. The secondary system of distribution mains is less well developed, although it does serve populated areas and some largely agricultural areas. Most of the remaining areas are served by rural water systems, which generally have 2-inch distribution lines.

Based upon the city's favorable water supply situation, sales of treated water are made to adjacent municipalities. This provides additional revenues to the City, which helps to cover costs and lower rates for residents of Kansas City.

From the standpoint of efficiency of investment for water and wastewater service, development should occur to take advantage of available capacity. If sited in areas remote from existing service, development should pay a greater share of the full costs of system extension. The City uses a distance of 3,000 feet

from primary and secondary lines as a criterion to assess the availability of water and sewer service.

Sanitary sewer services are in a somewhat less favorable position to support development than water supply. Older portions of the system are in need of rehabilitation, which includes increases in capacity. Generally, a sewer system needs to be developed in an upstream direction, starting at the treatment plant, with adequate conveyance provided for ultimate development of the service area. This results in significant early costs, because the capacity of the system is not fully utilized until an area develops. For instance, the treatment plants installed at the city boundaries in the Platte River basin are underutilized.

Some areas of the Northland and scattered areas south of the river continue to be served by septic systems. Although there is a perceived need to provide sewer service for these areas, the priority of investment for such service should be governed by public health and environmental concerns.

Many city sewers in the area between the Missouri River and 85th Street, from the State line to the Blue River, were built as combined sanitary and storm sewers (CSS.) Storm sewers and other drainage facilities in the remainder of the city are separate from sanitary sewers. The costs of separating the existing sanitary and storm sewers would be hundreds of millions of dollars. However, the City has embarked upon a program of improved operation and maintenance to mitigate the effects of combined sewer overflows. This effort is proving to be successful and needs to be continued.

Solid Waste

Solid Waste

Solid waste collection services are provided by the City and private haulers. There is some competition in this system, which tends to keep rates down. This system has proven to be beneficial and should be retained. Solid waste collection and disposal are not viewed as constraints to development; however, landfills are becoming increasingly difficult to site. Recycling and reductions in the rate of generation of solid wastes can reduce need for solid waste facilities.

Energy

Utility Lines

Of the energy currently consumed in the Kansas City area, about sixty percent is used in utility applications, with the remainder being devoted to transportation. Conventional utility energy sources include electric power, natural gas, and district energy. Alternative sources of energy, such as wind, biomass, (plant material, vegetation or agricultural waste used as a fuel) and solar power will become increasingly important in the future. Alternative energy generation will need to be supplemented with energy conservation, and the recovery of energy from wastes. Generating energy from alternate sources will have implications on land use as well as building codes requirements in Kansas City.

The Central Business District (CBD) and certain adjacent areas are served by heating and cooling energy system. The system has experienced a general decline in load; however, it remains viable for relatively large loads and its continued use should be encouraged. In addition, there are several other district energy systems in the area which serve institutional and business complexes, such as Crown Center. Proposals have been advanced by district energy providers for installation of a chilled water system to serve the general area of the CBD. This would provide a viable energy option and enhance the competitiveness of the CBD.

Telecommunications

The field of telecommunications, including traditional telephone and cable television services, is undergoing rapid changes. These significant changes will either directly or indirectly influence land use and development decisions. For example, many businesses that employ telecommunications technologies have very intensive space utilization and parking needs. However, the increased feasibility of telecommuting from home can reduce the demand on city infrastructure and parking services. Kansas City has encouraged the development of telecommuting, provided access to information and financing, and developed community telecommuting centers.

Existing Land Use Characteristics

Historical Development

Kansas City was established in the early 19th Century on the Missouri Riverfront and in Westport, and grew between these two centers. When transcontinental rail came to Kansas City after the Civil War, the river was the natural location for rail, shipping, and industry. Today, more than a century later, Kansas City's riverfront remains one of the city's primary industrial areas. When the streetcar system was a dominant form of transportation, long commercial corridors developed to serve neighborhoods along the rail lines. Corridors like Prospect, Troost, and Independence Avenue prospered. These corridors are still zoned for commercial uses, even though transportation, technology, and the marketplace have changed.

Early Riverfront Development

Parks & Boulevards System and J.C. Nichols

Parks & Boulevards System

Kansas City's landmark Parks and Boulevards System was designed to link parks and allow the city to grow in an orderly manner. Initially, elegant mansions lined the system. Today, many fine houses still exist; however, in some areas urban decay has claimed portions of this residential legacy. Major parks also represents a major land use. A hierarchy of parks, generally linked by parkways and boulevards, creates a highly regarded open space and recreational network.

Country Club Plaza

Linking effectively with the Parks and Boulevards System, the J.C. Nichols Company developed a vast area of the city extending from the Country Club Plaza south. Known as the Country Club District, this development spanned across the State line and featured a range of residential environments and clustered retail centers. This pattern still exists and continues to prosper.

Post-WWII Development

Post-WWII Automobile Influences

In southern Kansas City, as well as north of the Missouri River, many post-World War II developments featured a land use and development pattern based on the influence of the automobile and the Interstate Highway System. Large-scale regional shopping malls and strip commercial streets served residents of emerging suburbs. These residential subdivisions typically featured a lower density of development and were often oriented around curvilinear or cul-de-sac streets. In some cases, these areas were developed prior to annexation by the City and, thus, did not always adhere to the City's stricter standards for development. From 1961-1963, Kansas City annexed all of the city portion of Platte County, portions of Clay County, the Little Blue Valley area east and south of Raytown, and the area south of Red Bridge from the State line to Lee's Summit. Annexations have given Kansas City room for population growth and expansion. A history of Kansas City's annexation practices is illustrated on Figure 5.

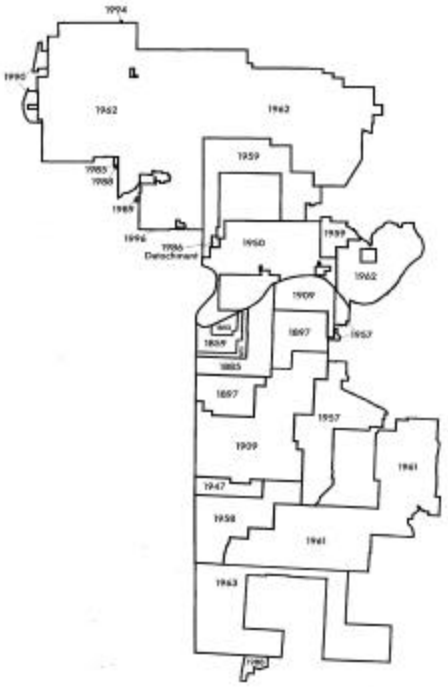


Figure 5: Annexation History

KCI Airport

In the 1970s, the city and county governments invested in several outlying public facilities, such as the Kemper Arena, the Sports Complex, and Kansas City International Airport (KCI), which influenced overall land use patterns. KCI was hailed as a modern state-of-the-art facility and located on an outlying interstate highway. It has served as a catalyst for nearby development. Major commercial and industrial centers now line the I-29 corridor near KCI.

Agriculture and "Leapfrogging"

Agriculture

In Kansas City's 317 square miles of land area, 92 square miles are still agricultural in use. The largest percentage of agricultural land is north of the Missouri River and agriculture is a desirable land use. Relatively large tracts still exist along the city's southern and southeastern borders. Some agricultural properties are currently served by all major utilities and roadways, including interstate highways, while others do not have sewer, water supply or adequate roadways.

It is in the agricultural areas that a pattern known as "leapfrogging" primarily exists. Leapfrogging is when new development occurs in a noncontiguous pattern. Commonly, leapfrogging occurs when a residential subdivision is built well beyond a previously developed area, with agricultural land in between. Often, utilities and infrastructure must be extended to this new development through low intensity agricultural property.

Land Use Summary

Among American cities, Kansas City is comparatively large in area and low in density. The largest single land use is agricultural. This can be contrasted with other cities that are effectively "built out" to their boundaries. This presents the city with an opportunity for future growth and a responsibility to use this land resource wisely.

Single Family

Multifamily

Retail

Office

Church

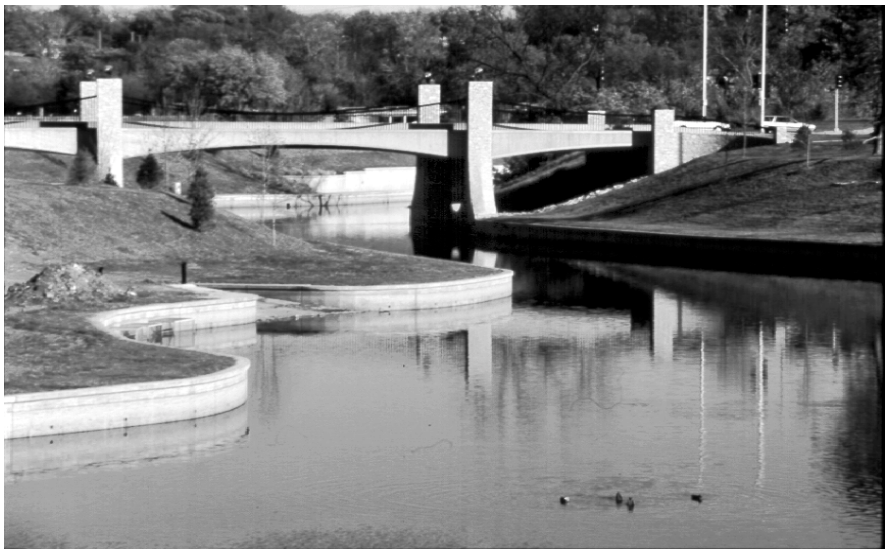
School

Park

Industrial

Residences, single and multifamily, are collectively the city's second largest land use. A dominant residential pattern is typical for most cities. Kansas City, however, also has a very high proportion of institutional uses, including schools, churches, parks, and similar uses. In Kansas City, however, the single largest use in this category is airports, with KCI as the largest contributor to the institutional category.

The city also has a significant proportion of vacant lots that are zoned either residential or commercial. Much of this land is located in the city's Northland. Vacant buildings are not statistically considered vacant land within this category. Since they are constructed buildings, they are considered as the use for which they have been zoned. Thus vacant buildings, many of which are in the city's urban core, are difficult to accurately tabulate.



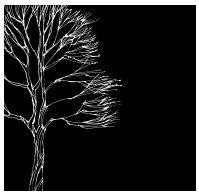
Brush Creek

CITYWIDE ASPIRATIONS AND INITIATIVES

Citywide Framework

On a citywide basis, Kansas City must advance a comprehensive strategy for its continued development and redevelopment. This strategy must recognize the complementary roles that the natural environment, transportation systems, and infrastructure play in shaping city development. Additionally, creative policies must be formulated to direct Kansas City's future development as a new American, connected city.

This section of the Citywide Physical Framework Plan chronicles the city's Aspirations, Initiatives, and Actions as derived through the FOCUS planning process in four key areas: Natural Resources, Transportation, Utilities, and Development Patterns. Although this section is divided into four parts, it is important to recognize the interrelationships among them. For example, bikeways are addressed in Transportation, but they must be integrated within the parks and boulevards system, which is covered under Natural Resources.

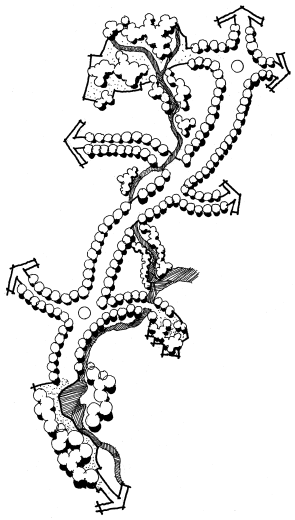


Natural and Historic Resources

Aspiration: Protect, enhance and expand the network of parks, boulevards, open spaces and historic sites

Initiative: Protect, enhance and expand parks, boulevards and open space network

One of Kansas City's unique strengths, its network of parks and boulevards, enhances the historic pattern of development. But it has not yet been extended to all areas of the city. In order to facilitate coordinated citywide expansion and enhancement, the adopted plan for the parks and boulevards system should be implemented and integrated with the Metro Green Plan on a regional basis.



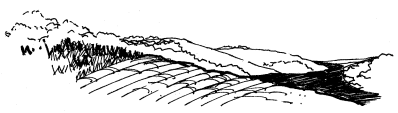
Initiative: Protect and retain historic and archeological resources

Kansas City is enriched by its past; by its historic buildings and places and their associations with the city's historic roots. Such places should be integrated as an "interpretive thread," for the benefit of residents and tourists linked together within the network of parks, boulevards and civic spaces.

Initiative: Protect unique/sensitive natural areas

There are many areas of unique environmental value including relatively pristine upland hardwood forests; riparian habitats, prairie remnants, and other irreplaceable resources that should be maintained and protected. In addition, the city's tree canopy should be safeguarded.

Aspiration: Guide development to protect and enhance waterways, floodplains and topography



Initiative: Enhance waterways, protect floodplains and reduce flood risks

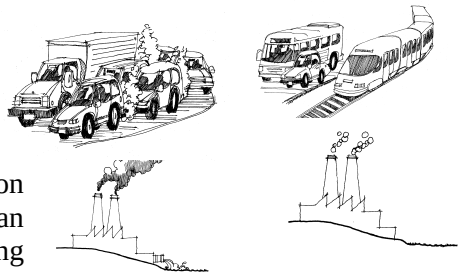
Since the city's early development along its major waterways, the Missouri and Kansas Rivers, the miles of tributaries, creeks and floodplains continue to influence the city's development pattern. While these riparian habitats offer the opportunity to expand the city's network of open spaces and natural areas, floodplains impose significant risks and costs on development. Past development in floodplains, in fact, has altered natural

hydrologic cycles, exacerbating flood risks. Consequently, there is a need to put guidelines in place to protect the hydrologic functions of floodplains and associated wetlands.

Initiative: Guide development to respond to the natural terrain
Like its waterways and tree cover, Kansas City's gently rolling terrain helps create a unique sense of place. By guiding development to respond to natural land forms, the city's scenic environment is enriched.

Aspiration: Sustain a clean, livable environment

Initiative: Promote air quality initiatives
Kansas City has good air quality as compared to many other major U.S. cities. Good air quality should be promoted for future generations through a variety of initiatives including multi-modal transportation improvements, land development strategies which reduce vehicle miles traveled, and the retention and attraction of environmentally sound, clean businesses. Air quality can be improved by reducing automobile emissions and attracting nonpolluting businesses.



Initiative: Maintain water quality by protecting aquifers and surface water bodies

While Kansas City enjoys reasonably good water quality, its primary surface and subsurface water resources could become threatened by the effects of urban and agricultural runoff or other pollution sources. In coordination with state, regional and federal agencies, Kansas City can take prudent and effective measures to ensure the future quality of its rivers, lakes and the aquifers.

Initiative: Promote livable neighborhoods and quality urban design

Kansas City can take great pride in its quality of life and quality of environment. While many new developments aim for high quality, basic elements and principles are sometimes missing; principles such as continuity, compactness, connectedness, durability, character, and "fit" in the natural environment. The Livable Neighborhood section in the Neighborhood Plan includes many guidelines about how neighborhoods can be safe and satisfying places.

Initiative: Address risks posed by hazardous waste sites and urban brownfields
Throughout the older industrial areas of Kansas City exist cases of soil contamination by hazardous and toxic materials. Because of their tremendous cost and liability implications, contaminated areas quickly become stigmatized

with huge disincentives for redevelopment. New financial mechanisms should be developed to mitigate priority problem areas, particularly where there are public health concerns or an opportunity to foster economic revitalization.

Initiative: Promote clean economic development

Kansas City still is, and can remain, one of the nation's cleanest major cities. With growing global concerns about environmental quality, public health, and the cost of regulatory compliance the characteristic of "cleanness" has tangible value to the economy. Therefore, the city should actively market its environmental quality and seek to attract "clean" industries.

Natural Resource Actions

- Consolidate all prior planning principles dealing with "areas of critical city concern" including the Metro Green Plan, the Parks and Boulevards Plan, the Missouri Riverfront Plan, and the Metro Bikeway Transportation Plan and integrate with citywide open space planning

- Expand the open space network into outlying suburban areas of the city by purchase, use of conservation easements or private acquisition

- Expand citywide awareness of historic buildings and sites within the open space network using published walking tours, historic markers, wayfinding trails, guided tours, and school curriculum

- Implement an information and technical assistance program to aid businesses in attaining and maintaining good air quality

- Recognize the impact floodplains have on development through specific tools such as best management practices guidelines, down zoning, conservation easements, transfer of development rights, and development clustering incentives

- Support regional and federal efforts to implement the Missouri Aquifer Groundwater Protection Plan

- Establish base data to measure and locate possible contamination sources in floodplains and aquifer recharge areas, including septic systems, and agricultural and urban runoff. Establish remediation priorities based on data results

- Designate **"areas of critical city concern"** to provide enhanced protection to unique, threatened natural resources, habitats, or scenic areas

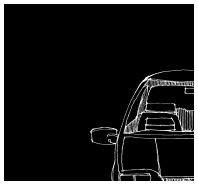
- Protect identified "areas of critical city concern" and other natural areas through incentives or mechanisms including tax abatement coupled to land dedication, conservation easements, collaboration with the Conservation Foundation, Trust for Public Lands and other conservancy organizations, and the establishment of land acquisition endowments

- Designate protected view sheds that offer unique vistas, and require design review to minimize development impacts through clustering or other means

- Identify and designate key habitat areas and corridors and encourage development practices which sustain wildlife, where appropriate

- Develop a public education initiative to promote sustainable development and land management practices including the use and retention of native vegetation rather than "ornamental" landscaping, xeriscape landscape principles, wildlife friendly practices, including minimum fencing, and low water consumption devices and practices

- Use Brownfields programs and incentives to reuse vacant industrial zoned land served by public infrastructure that may have contaminated soils or other problematic features



Transportation

Aspiration: Create an integrated, multi-modal transportation system that is accessible and useful for all residents and visitors.

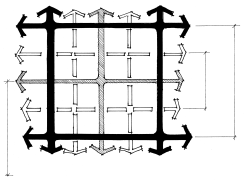
Initiative: Accommodate all modes in the construction of the city's arterial street and boulevard system

A key to a multi-modal community is the recognition that streets and sidewalks need to be designed for all transportation modes and accessibility requirements as per the Americans with Disabilities Act (ADA). Also critical to the design of the circulation infrastructure is the consideration of Kansas City's natural geography, greenways, and boulevards. Centers, which allow an easy transition between different modes should be developed. The transportation system must connect the city's residents to places of employment.

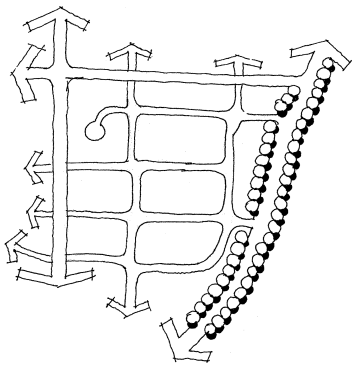
Initiative: Complete the arterial street and boulevard system and construct new improvements which serve the priority development areas.

Currently there are critical gaps missing in the arterial street system which require significant rediversion of traffic and congestion on those routes which receive the redirected traffic. Elimination of these critical gaps will significantly improve mobility and decrease congestion. Construction and extension of new arterials should be targeted for priority development areas.

Initiative: Develop a local collector system to relieve the arterial street system



Recent development areas may not have an extensive circulation network like many older areas in Kansas City. A system of minor secondary and collector roadways, accessible to pedestrians and bicycles should be designed and constructed to support the Major Street Plan. This will permit mobility between local neighborhoods, schools, parks, and shopping, without requiring use of arterial streets.

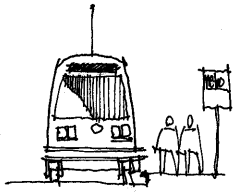


Initiative: Expand the parkway and boulevard system

Similar to the arterial street system, the parkways and boulevards system should be expanded in accordance with the adopted Parks and Boulevards Plan to serve existing and emerging growth areas.

Initiative: Develop a comprehensive street maintenance program

There are numerous streets within Kansas City which are either not built to current or proposed design standards or are in a deteriorated state, requiring major investment in maintenance. A system to identify funds for maintenance should be pursued.



Initiative: Develop a transit corridor/light rail system

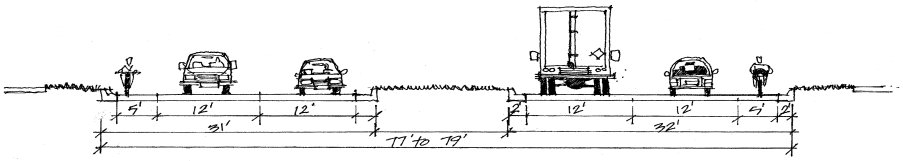
In order to enhance movement of people in Kansas City, promote clean air and protect the natural environment, light rail and transit improvements are appropriate throughout the city and Northland. The Kansas City Area Transportation Authority should take the lead in designing, funding and building the system. Integral to the mixed use center development concept is the connection of these centers with high speed, high capacity public transit, specifically light rail, although other systems, such as dedicated bus transit may be appropriate for some corridors. In addition to providing transit service along the corridor, light rail will promote private development investment within the immediate transit stop area and provide a framework for feeder bus, bicycle and pedestrian connections.

Initiative: Promote transit as an integrated transportation mode

Transit increases the multi-modal transportation system's capacity and provides individuals relatively low-cost access to jobs, health care, and other essential services, while promoting economic development and reducing vehicle miles traveled.

Initiative: Develop a bikeway system that serves commuter and recreational travel

Implement the Mid-America Regional Council's (MARC's) bikeway transportation recommendations within Kansas City, Missouri, in order to provide another viable means of transportation; integrate bikeways into the arterial and collector street system and link with regional bikeways. Development projects along bikeways and arterials should locate bike racks on site. In addition, employers may consider providing lockers and showers for employees who choose this commuting alternative.



Aspiration: Increase the effective capacity of the existing circulation system

Initiative: Increase the efficiency of the current transportation system through improved transportation management

Because of limited funds, managing the transportation system will be critical to achieving mobility and increasing infrastructure capacity within Kansas City. Nationally, Transportation Systems Management (TSM) programs, such as signalization, signal coordination, ramp metering, contra-flow or reversible lanes, and high-occupancy vehicle (HOV) lanes have been used to increase system capacities. Other initiatives could involve Intelligent Transportation Systems (ITS), including techniques such as motorist information systems, which identify areas of congestion to be avoided and locations for available parking, or incident management programs to quickly remove accidents or disabled vehicles from the freeway system. It would also be used to provide transit schedule information.

Initiative: Promote alternative transportation programs which reduce transportation demand

Transportation Demand Management (TDM) programs, such as car pool and van pool programs, staggered or alternative work hours, telecommuting, bicycling, and walking reduce vehicle trips. Reduction in trips extends the life of the existing infrastructure and can slow and sometimes eliminate the need for further expansion. Through TDM programs, some metropolitan planning organizations around the United States are seeking a 10

percent reduction in per capita single occupant vehicle miles traveled. The City should promote policies and Transportation Management Organizations (TMOs) which assists employers and employees in reducing travel demand.

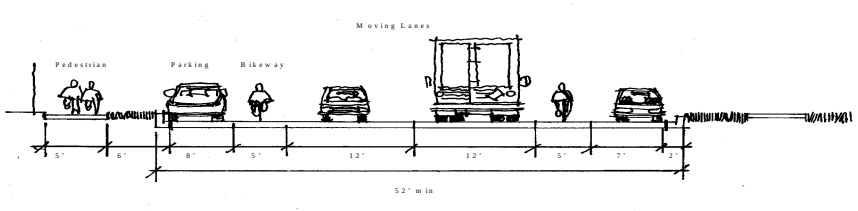
Aspiration: Develop standards and regulations which promote all modes including automobile, light rail, transit, bicycle, and pedestrian

Initiative: Develop standards and policies that promote pedestrian use

Current development standards and review procedures do not strategically address the needs of the pedestrian. Often, these standards and review procedures favor automobile solutions which may further impact and limit pedestrian mobility. Pedestrian needs should be incorporated into revised standards and policies.

Initiative: Design Level of Service Standards for all Transportation Modes

Traditionally, level of service standards have referred only to automobile travel. Acceptable standards for transit, pedestrians, or bicycle mobility have often been neglected. The City should develop level of service standards for all modes and require adherence for all new private and public development.



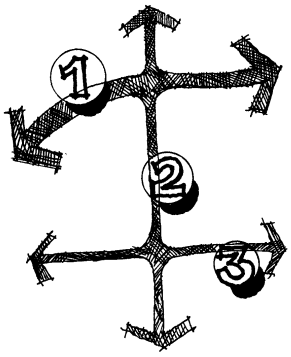
Initiative: Require traffic impact studies for all transportation modes

Currently, the City requires traffic impact studies for many new developments. These studies have addressed automobile traffic, but no other transportation modes. Future traffic studies should analyze all transportation modes where appropriate, including automobile transit, pedestrian and bicycle.

Aspiration: Prioritize transportation improvements which allocate federal, state, and local resources in a cost effective manner

Initiative: Prioritize transportation projects in developed and emerging development areas

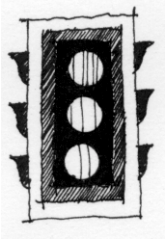
In order to implement transportation improvement projects in existing, infill and contiguous development areas, priority capital improvement projects in the Major Street Plan, Transit Plan, and Bikeway Plan must be identified. These projects should support pedestrian improvements as well. Implementation should be based on a cohesive strategy.



Initiative: Develop and implement a comprehensive circulation funding program

Public funding for needed transportation improvements should consider all funding entities, including federal, state, MARC, county and city. In addition, this comprehensive funding program should seek a broad range of local sources, such as through public/private partnerships.

Transportation Actions



- Revise the City's street standards to include transit, bicycle, and pedestrian modes. This update should address the widths of streets, turning radiuses, the location of sidewalks, intersection design, bikeways and bike lanes, and standards affecting pedestrians and develop a retrofit plan for existing facilities.

- Develop level of service standards for all modes including automobile, transit, bicycle, and pedestrian

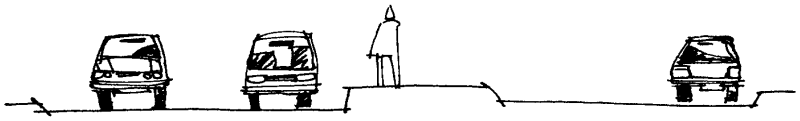
- When appropriate, require a traffic impact study for future public and private developments which addresses all transportation modes and their levels of service. The requirement for this type of study will depend on the size of the development project; whether or not the project is located in or adjacent to a pedestrian or transit zone; and/or if the project has mixed-use characteristics.

- Adopt multi-modal oriented development design guidelines for new development and rehabilitation and require bicycle and pedestrian oriented transportation elements in neighborhood design and planning

- Improve pedestrian access / linkages to transit, by prioritizing the construction of sidewalks along transit corridors and connecting to transit stops

- Create Transit Impact Zones, which define specific areas where transit and pedestrian supporting development tools should be used including financial incentives to retain and attract businesses and to encourage more dense, mixed-use, and compact development

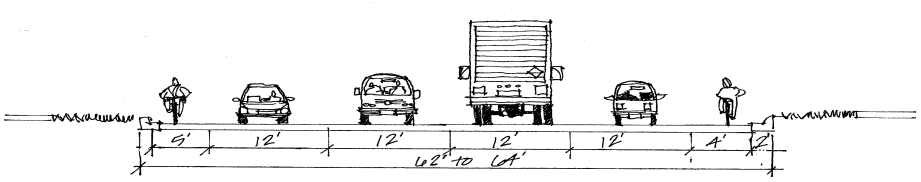
- Modify engineering standards for intersection design to require pedestrian safety measures for streets, such as raised islands for pedestrian refuge when streets are four lanes wide or greater



Pedestrian refuge

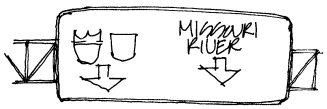
- Develop access control plans for major existing and emerging corridors

- Identify funding and priority programs which allocate resources in the most cost-effective and equitable manner; selection of projects should include all modes and be evaluated on system continuity, congestion mitigation, safety, and environmental and economic impact

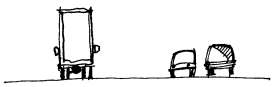


- Integrate traffic calming mechanisms into residential street design and planning

- Modify signing of the freeway interchanges within the Urban Core Loop to provide improved directions, particularly to the Missouri River Bridge crossings

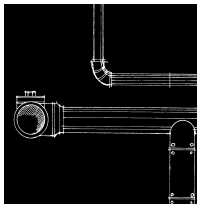


- Establish pedestrian standards, which promote street life and pedestrian activity. These standards should address visual interest, connections, spaces and design character to attract pedestrian activity. Standards should be flexible and permit differentiation among districts.



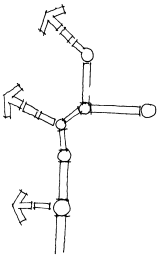
- Develop a parking authority or commission which will promote shared use of parking between day and evening uses and develop strategies to promote transit.

- Promote a citywide mobility program to encourage commuters to use car/van pools and public transit and to minimize automobile parking with the objectives of reducing vehicle miles traveled and maintaining good air quality
- Develop a comprehensive Northland transit plan which includes extending Light Rail across the Missouri River and to downtown North Kansas City with long range plans to connect with KCI
- Continue seeking transit operating assistance funding from the Missouri legislature to offset reductions in federal operating assistance for transit



Utilities

Aspiration: Provide water, wastewater, storm water service and provide equitable cost sharing mechanisms for funding these services



Initiative: Extend sewer service to developed areas that are not currently served or have inadequate capacity

A priority should be placed on upgrading existing utility systems which have inadequate capacity, as well as sewer extensions to all non-sewer existing development areas. The City should provide logical sewer extensions to all existing residential subdivisions that are contiguous to existing subdivisions.

Initiative: Encourage and expand the role of Kansas City as a regional utilities provider

Several neighboring municipalities rely on Kansas City for water supply and wastewater treatment. Sharing of resources not only places Kansas City in the role of a good neighbor in the region, but also helps to reduce the per unit cost for Kansas City residents. The City, however, should evaluate service rates to ensure that costs of service are adequately covered and that the development served enhances the regional advantages and strengths of Kansas City.

Initiative: Review funding mechanisms and rates for water, wastewater, and storm water

The City should periodically review funding mechanisms and rate structures for water, wastewater, and storm water utility services. This is needed to ensure the adequacy of enterprise funding, the equity of rates, and the sufficiency of reserves. Storm water services should be financed by revenues from an impervious area fee, which is the most commonly used funding mechanism due to its fairness and equability.

Initiative: Broaden and enhance storm water management practices

Basin-wide storm water management plans should be completed for all of the watersheds of Kansas City. These plans should encourage environmentally sound storm water management and integrate run-off detention and retention systems in a manner that uses the natural environment as much as possible. Storm water mitigation fees should consider the effects of downstream water runoffs, with and without the proposed development and storm water mitigation.

Initiative: Promote the conservation of water usage

Although Kansas City has adequate water supply and capacity today, a long-term per capita water usage reduction plan which promotes conservation in water usage through education and technological investment should be developed for long-term protection of the environment and to prevent escalation of costs.

Aspiration: Maximize the efficiency of the city's existing utility infrastructure

Initiative: Concentrate utility capital investments in areas that are currently or easily served by existing utilities

The City should adopt policies which promote use of existing utility services or logical extensions of new transmission and collection facilities. The investment of City funds should be avoided where development is remote from existing infrastructure, unless there is significant developer financing or a significant public benefit.

Initiative: Preserve and expand the use of existing utility infrastructure to maximize the value of investment

Striking a balance between construction of new utility systems and maintenance of existing systems is important to maximize the value of utility investments. Kansas City should emphasize the importance of upgrading existing systems to appropriate standards, while not precluding appropriate new infrastructure extensions.

Aspiration: Address the problem of combined sanitary and storm sewers through the implementation of innovative and cost effective solutions

Initiative: Provide innovative solutions to the problems of inadequate storm drainage facilities and combined sewer overflows

The City must continue to pursue cost-effective, environmentally sound strategies to relieve existing combined sewer system overflows. Substantial efforts have been made to reduce the effects of discharges from combined storm and sanitary sewers along Brush Creek. As new development occurs in these areas, the City should continue its efforts to reduce combined discharges.

Initiative: Integrate water quality enhancement and the preservation of natural habitats

Special emphasis should be placed on maintaining and enhancing natural environments, even in urban areas. Measures that can create a complementary balance between the natural and the built environments include preserving wetlands for water quality enhancement and integrating these into greenway, open space, and wildlife habitat planning.

Aspiration: Promote cost effective investments in energy efficiency, and promote the use of alternative and renewable energy technologies

Initiative: Encourage the use of alternative and renewable energy sources

Kansas City should recognize the importance of present and future alternative sources of energy. Provisions to allow implementation of new technologies and approaches, such as solar access zoning, should be incorporated in current land use decisions. Establish energy standards to promote energy use efficiency.

Initiative: Promote innovative heating and cooling delivery systems
Encourage the development and expansion of innovative heating and cooling systems such as district-wide steam and chilled water systems that are more efficient and less expensive compared to other methods of heating and cooling.

Initiative: Ensure open and fair competition for utility services
In this era of deregulation, it is important to allow open and fair competition for utility services. The City, however, must ensure that water and sewer rates are fair.

Aspiration: Implement a comprehensive, integrated, citywide waste management policy, which fosters a reuse ethic, as opposed to the disposal of solid and liquid wastes

Initiative: Actively promote the reduction of solid and liquid waste
Establish a pollution prevention program that reduces the generation and consumption of hazardous materials, including liquid and solid wastes. The City should also create a comprehensive composting program that will address not only the yard waste problem, but will also address the management of the City's other reusable organic materials.

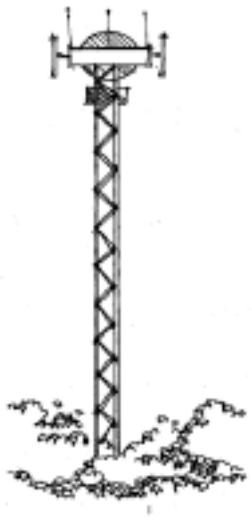
Initiative: Continue and enhance the reliable and efficient management of solid wastes
The reliable and efficient management of solid waste streams is critical in reducing reliance upon landfills and the difficulties associated with their siting. The City should continue to monitor its waste streams, identify their composition, and then proactively take steps to divert or stop their flow into landfills.

A high proportion of debris in most land fills consists of materials from the demolition of buildings. Adaptive reuse of buildings instead of their demolition will reduce debris hauled to the fill sites. Policies and ordinances which discourage demolition, especially of historic or significant structures, should be encouraged. Policies which encourage the rehabilitation of existing buildings should be fostered. Remaining demolition debris should be recycled to the extent possible.

The City should pursue clean industries which feed from these solid waste streams in the production of their goods. Such efforts would produce new jobs in the area and therefore, have a positive economic impact. The overall goal should be that no new land fills are opened within the 25-year horizon of this plan and that there be economic gain from solid waste diversion.

Initiative: Develop a waste management funding program
Periodically review funding mechanisms and rates for solid waste disposal.

Aspiration: Enhance Kansas City's national leadership position and the city's competitiveness in telecommunications through creative partnerships



Initiative: Expand the application of advanced telecommunications systems
For the benefit of all citizens, Kansas City should take an active role in integrating new information technologies into its development strategies.

Initiative: Enhance the opportunities for telecommuting
The City should promote installation of telecommunications systems for businesses and homes; encourage the integration of telecommuting and computing facilities along with other public services; and foster the creation of "smart" buildings and creation of community telecommuting centers.

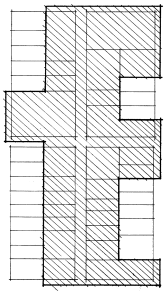
Utilities Actions

- Develop policies and review procedures which prioritize the logical extension and upgrading of water and sewer lines in existing, new, and infill developments. Inadequately served areas of existing development should receive priority over extensions to undeveloped areas.
- Review water and sewer service rates for services provided outside the city of Kansas City
- Coordinate with the City of Kansas City Community Infrastructure Committee on funding mechanisms for maintenance, upgrade, and extension of existing utility systems
- Finish basin-wide storm water management plans for all watersheds and amend subdivision regulations to better protect natural drainage systems
- Develop a twenty-year improvement plan to mitigate existing combined sewer system overflows and require on-site storm water management for new developments within areas served by combined sewer systems
- Develop a twenty-year alternative and renewable energy source action plan to implement new technologies for providing energy
- Develop and extend district steam and chilled water systems

- Develop a twenty-year public and private solid and liquid waste reduction program
- Develop public/private partnerships for advancing telecommunication systems, including the integration of new technologies with citywide growth strategies and providing greater access for all citizens

Development Patterns

Aspiration: Strengthen the Role of Zoning in Coordinating Development



Initiative: Reconcile the City's zoning practices with the FOCUS Kansas City Plan through a comprehensive revision of the zoning ordinance

Zoning governs the land use, height, bulk, parking requirements, and other factors which determine the way the city changes over time. Zoning can be a simpler, more innovative, and positive influence for Kansas City's future if it protects sensitive property from intrusive land uses, encourages mixed-use development in appropriate locations, promotes quality neighborhoods, and adjusts density and parking requirements along transit corridors. Once a land use is adopted as part of a community plan, the City should zone the area to implement the plan.

Criteria or performance standards should be included in a revised zoning ordinance to address locational issues for land uses that may not be compatible with a neighborhood. Uses like detention centers, group homes, assisted living facilities and landfills should be regulated by size, scale and location.

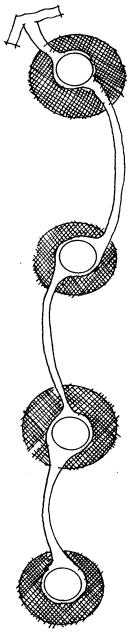
Initiative: Develop and implement design guidelines as the basis for recommendations to the City Plan Commission and City Council to direct the form and quality of development in both urban and suburban settings

Zoning overlay districts and design guidelines can provide additional guidance for design that is compatible with its surrounding context. Guidelines must be equitably applied and flexible to allow for creativity and innovation.

Initiative: "Sunset" planned zoning approvals if not used within a specified period of time

When land is rezoned for a purpose and not used for that purpose within a reasonable time period, the approved plan should expire and must be resubmitted to the Plan Commission and City Council for reconsideration.

Aspiration: Promote efficient development patterns through clustered districts and corridors



Initiative: Locate new community anchors along existing or proposed transit corridors to increase development densities

Community anchors may be public or private. They include places of assembly, such as stadiums, arenas, auditoriums; places for learning; places for community activities; and other places which can act as catalysts for development. The effectiveness of a community anchor can be measured by the degree to which other developments cluster around it. Transit corridors are ideal locations for these activities because both investment and accessibility can be maximized.

Initiative: Enhance the feasibility of infill development, redevelopment, or development proposed as a contiguous or logical extension of existing development patterns through direct assistance or development incentives, where justified

Where a proposed development is illogical and non-contiguous, the full cost of infrastructure extensions must be the responsibility of the development.

An efficient land use pattern is one that fosters contiguous, connected, logical extensions of existing development. Kansas City's ideal future land use pattern should direct development to areas that are already served by utilities and other infrastructure and areas that are logical extensions of such existing utilities and infrastructure. This strategy involves encouraging new development in the areas of northern, southern, and southeastern Kansas City that are already served by infrastructure, as well as to infill development in the urban core.

Initiative: Support compact and mixed-use patterns of development that reduce long commutes, retain open spaces, and minimize costs for public services and facilities, particularly along transit corridors

In the recent past, land use strategies and zoning ordinances have encouraged and required a separation of uses. This was contrary to the early development of cities, where the corner grocery, pharmacy, or the dwelling unit above the storefront shop proliferated. Cities are once again recognizing the vitality that can exist when multiple uses are present in a single center. The FOCUS process, through the Building Blocks, has also recognized the viability of clustering uses and community "anchors" within well connected corridors.

Initiative: Use waterways and natural corridors to preserve sensitive areas and provide public amenities

Development adjacent to the city's urban waterways should design and provide connections to these corridors to take advantage of recreational and cultural resources along these areas. Like Brush Creek, the city has other urban waterways such as Indian Creek, Blue River and the Line Creek Valley, that have the potential to become settings for quality-of-life amenities. The opportunities along these waterways vary, but can be used for places to gather and recreate. They can also provide a distinct identity and sense of orientation.

Initiative: Locate multi-modal mixed use developments to serve transit

Multi-modal oriented development requires an effective transit system which is interconnected with routes and stops. To increase the effectiveness and efficiency of a transit system, development should coincide with routes and destinations. This will ensure that enough people can easily access transit.

Initiative: Implement flexible or reduced parking standards, where integrated with transit, and actively promote higher density development, where appropriate, along existing or proposed transit corridors

Parking and transit must be viewed as part of a comprehensive strategy for moving people about the city. In transit corridors, required parking ratios should be adjusted to both promote transit and reduce the cost of development. Higher density development is a primary strategy in the creation of a population base that will support a transit system. At the same time, transit needs to be recognized as means for access and opportunity for those that cannot afford other personal transportation modes.

Aspiration: Achieve a variety of quality urban, suburban, and agricultural lifestyles by promoting a diversity of housing stock, neighborhoods, and environments

Initiative: Continue to provide choices for an urban lifestyle

There is a growing demand for higher and moderate density urban living in Kansas City in urban districts and along corridors. In the entire metropolitan area, Kansas City has the unique advantage to cater to this lifestyle choice, which can also effectively promote transit.

Initiative: Provide every neighborhood with a basic bundle of services and infrastructure

Kansas Citians, without respect to their economic circumstance or the neighborhood they reside in, should have an assurance that certain minimum standards of services include basic infrastructure consisting of paved streets, water service, sanitary sewer service and storm drainage. In existing

neighborhoods, where curbs and sidewalks do not exist but where the residents desire curbs and sidewalks, the City will work with them on cost and funding options. Minimum standards for infrastructure in new developments and for redevelopment of existing areas include streets, sidewalks, water service, sanitary sewer service and storm drainage.

Initiative: Promote quality suburban development

Much of the recent growth and development in Kansas City is in the form of moderate to lower density subdivisions and rental apartments. Planning should accommodate reasonable amounts of low and moderate density suburban developments through policies that promote high quality and cohesive neighborhoods and commercial developments that accommodate market preferences.

A successful neighborhood retail center can include larger grocery and pharmacy with smaller specialty commercial uses. The center should not be an isolated structure surrounded by parking. The design needs to be a sensitive integration of scale, materials and transportation movement patterns. Such a center can be the focal point of a community.

Initiative: Provide high quality housing for residents within all income ranges

Encourage the development of moderate-income housing units in all new subdivisions without concentrating these units in one particular area. When planning and designing for subsidized or public housing, require these projects be limited in size and include moderate-income units. All units should be designed to compliment the overall character of the area and create safe neighborhoods.

Initiative: Encourage the rehabilitation of existing housing

Many older neighborhoods met the market demands when they were constructed. However, the housing units in these neighborhoods may not have the features potential homeowners prefer in today's marketplace. Outdated structures should be renovated or rehabilitated to provide modern conveniences. Encourage owners to price renovated units for moderate-income families with special incentives. When renovating or rehabilitating public housing units, provide mechanisms for potential homeownership opportunities and long-term maintenance mechanisms.

Initiative: Develop design standards for low-to-moderate income housing units

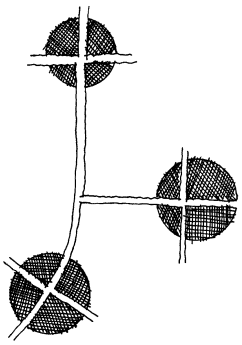
To ensure the construction and renovation of high-quality housing units for all market areas, prepare design standards so that all housing types contribute to the overall character of a neighborhood.

Initiative: Retain agriculture as a viable land use

A substantial portion of land in Kansas City is used for agricultural purposes. As the city grows, it is often into this agricultural land. It will take decades, however, to consume this land given current rates of growth. Thus, agricultural property should continue to retain its viability in the future and offer a relevant lifestyle option for some residents.

Development Pattern Actions

- Revise the City's Zoning Ordinance to coincide with the new development concepts promoted by FOCUS Kansas City's vision for a "New American, connected city" and include performance standards for noncompatible uses
- Replace the “strip commercial” development and zoning patterns with a more compact “nodal” or mixed-use commercial pattern
- Develop a plan for the “sunsetting” of zoning approvals if the property remains undeveloped, at which time it would revert to the previous zoning classification



- Designate appropriate criteria for large lot, “mini-estates,” “ranchettes,” or other exurban development forms that consume extensive proportions of open space or cause additional costs of infrastructure extension
- Locate new community development catalysts, such as entertainment centers, civic structures, and supporting facilities in areas near the CBD and along existing or proposed transit corridors
- Allocate the costs of infrastructure extensions to the property owner or developer, where development is proposed in a non-contiguous location or requires a non-logical extension of infrastructure
- Make infill development for smaller urban sites and larger suburban tracts more feasible for private developers through active land assembly, land reclamation and utility system improvements
- Concentrate public capital investments, such as arterials, boulevards, parks, and public services, into areas that are contiguous with currently developed land and that are currently or easily served by utilities
- Avoid a “leapfrogging” pattern of development into agricultural areas, by discouraging the public extension of utilities and infrastructure and through effective agricultural zoning

- Develop quality design standards and a "Traditional Neighborhood" overlay district to promote physical connections and a “sense of place”
- Make efficient and clear the development and regulatory process so as to eliminate confusion or delays in the development process
- Promote compact forms of development that reduce long commutes, minimize costs for public facilities and services, and retain open space
- Promote transit and pedestrian linkages by creating mixed-use, clustered residential, commercial, retail, and office activity areas along transit corridors
- Reduce parking standards and offer other incentives to encourage greater densities along transit corridors and in mixed-use activity centers, such as Downtown
- Promote a diversity of housing stock so that Kansas City attracts first-time home buyers at all income levels and also appeals to move-up and executive level markets

- Locate public housing in all areas of the city that have access to public transportation
- Create a combination of incentives and partnerships to encourage the rehabilitation of existing housing and the availability of moderate-income housing in existing neighborhoods
- Develop design standards and urban design guidelines so that low and moderate-income housing does not stand out as different in any neighborhood; such units should physically integrate into the community
- Restore and use the city’s urban waterways

Brush Creek Corridor

CITYWIDE GEOGRAPHIC APPLICATIONS

Citywide Development Framework

In the Kansas City and Metropolitan Growth section of this report, several questions were asked regarding future land use patterns in Kansas City. How is vacant and infill land to be used? What should be done with land that will not be used for decades? How can policies be created for infrastructure development that will be consistently applied on a citywide basis?

In part, the answer to these questions lies in the establishment of a framework to guide new and infill development. The framework must be compatible with the city's growth projections and the Aspirations, Initiatives, and Actions formulated in the previous section.

Development Priority Zones

The framework can best be defined through the recognition of *development priority zones*, as illustrated on Figure 6. Each area represents a zone of relatively shared development characteristics. Some are primarily employment oriented, while others are areas that are in the process of urbanization. Still others have been urbanized for a long period of time. Areas that have not been identified are not regarded as priority development areas at this time because they do not possess the characteristics of being "contiguous" and "logical" as established in the Citywide Aspirations Section. The following nine areas are identified as priority development areas for the Citywide Framework Plan:

1. **KCI Employment Area**

   An urbanizing employment and industrial area surrounding and including Kansas City International Airport, the Executive Hills-North development, and other hotel/motel, commercial, and industrial developments

2. **Northland Urbanizing Area**

   An area with existing residential and commercial districts and corridors, including Barry Road, the Metro-North Shopping Center, and Maple Woods Community College, but with sub-areas that are still developing, such as the Line Creek and Shoal Creek Valleys

3. **Northland Urbanized Area**

   The oldest developed portion of Kansas City's Northland, this area is situated between Gladstone and North Kansas City. The Antioch Shopping Center and the North Oak Trafficway commercial corridors are located in this area.

4. **Birmingham Bottoms Employment Area**

   Along the north bank of the Missouri River, this area is adjacent to Claycomo and Randolph, while the city of Birmingham lies at the center of the area. It is predominantly an industrial area, served extensively by rail. The Great Midwest Industrial Park is at its western edge.

5. **West Bottoms/Industrial Crescent**

   This primarily urbanized industrial "bottom land" area stretches along the east bank of the Kansas River, the south bank of the Missouri River, and south aligning the Big Blue River. This area is well served by rail and selected sites exist for infill and redevelopment.

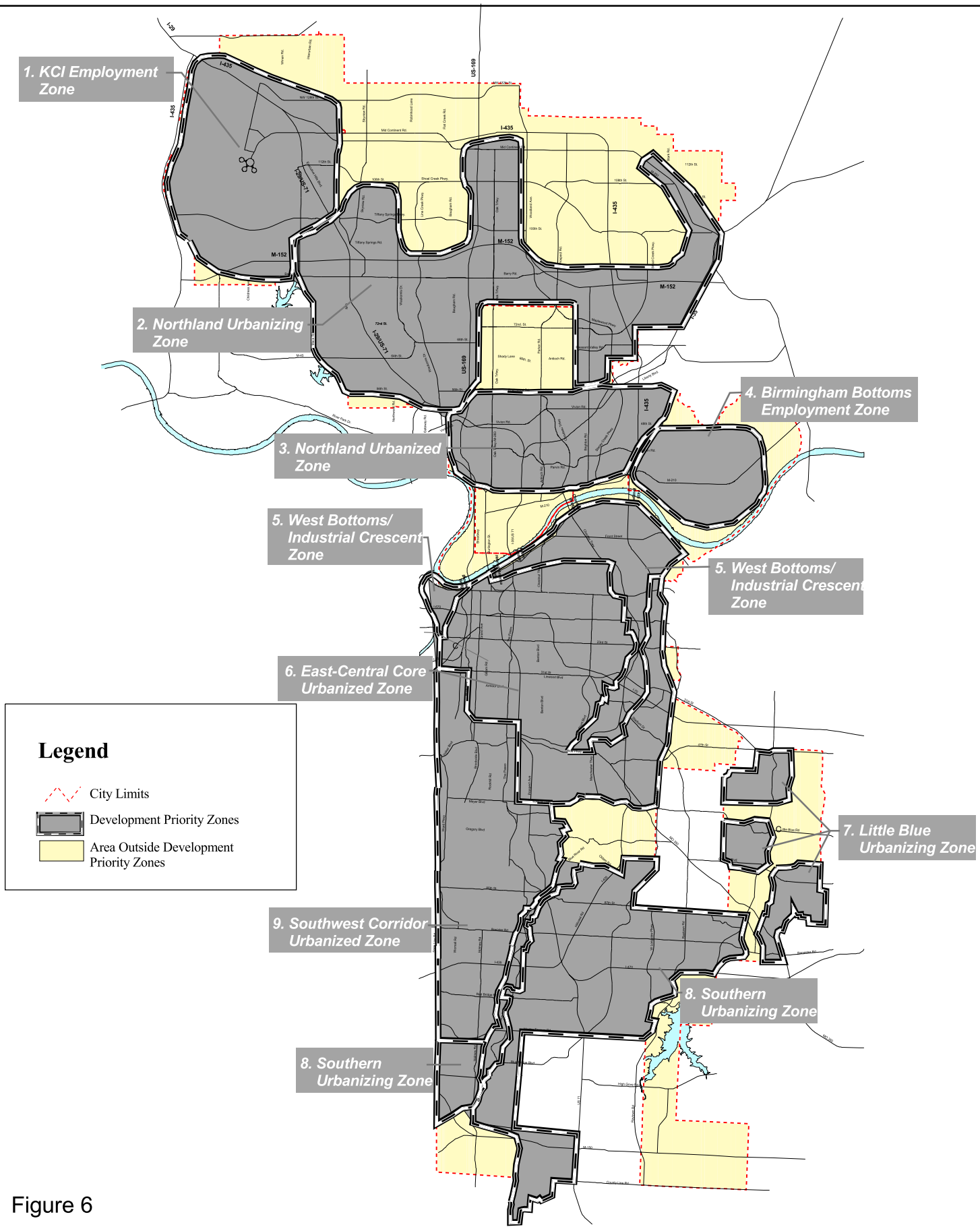


Figure 6

1 0 1 2 3 Miles

N

DEVELOPMENT PRIORITY ZONES

FOCUS KANSAS CITY

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

6. **East-Central Core Urbanized Area**

   This area is a series of mixed-use and residential districts that embodies much of Kansas City's central core and eastern areas of the city. Included in this area is Downtown Kansas City, Crown Center, the historic Westside District, the Old Northeast, the18th and Vine Historic District, the Linwood and Prospect Shopping Center, and the Truman Sports Complex. While much of this area has experienced redevelopment over the past several decades, significant infill and redevelopment opportunities exist.

7. **Little Blue Urbanizing Areas**

   These areas align the Little Blue River and exhibit relatively sparse development at present. It is located to the east of the city of Raytown and west of Lee's Summit, (currently Missouri's fastest growing community), and Unity Village.

8. **Southern Urbanizing Area**

   Located in the southern portion of Kansas City, this area has pockets of significant development, such as Bannister Mall and its surrounding commercial and residential districts and the Martin City restaurant, entertainment, and commercial district. There does, however, exist ample opportunities for new development in this area.

9. **Southwest Corridor Urbanized Area**

   Located along the city's western edge, this area encompasses many mixed-use and residential districts, including much of J.C. Nichols Country Club District, UMKC, historic Westport, and the Ward Parkway Shopping Center. Although infill and redevelopment opportunities exist and some of this area is in need of ongoing maintenance and conservation, this urban corridor should be a high priority area for investment.

Natural Systems and Historic Resources

The Natural Systems Constraints map depicts key natural characteristics of the land area of Kansas City which, in some manner, can be considered either opportunities or constraints for development (see Figure 7). Generally constraint factors are those where development results in one or more of the following:

- Higher development costs
- Public safety or health risks
- Loss of some "intangible" value (views, scenic character, wildlife, etc.)

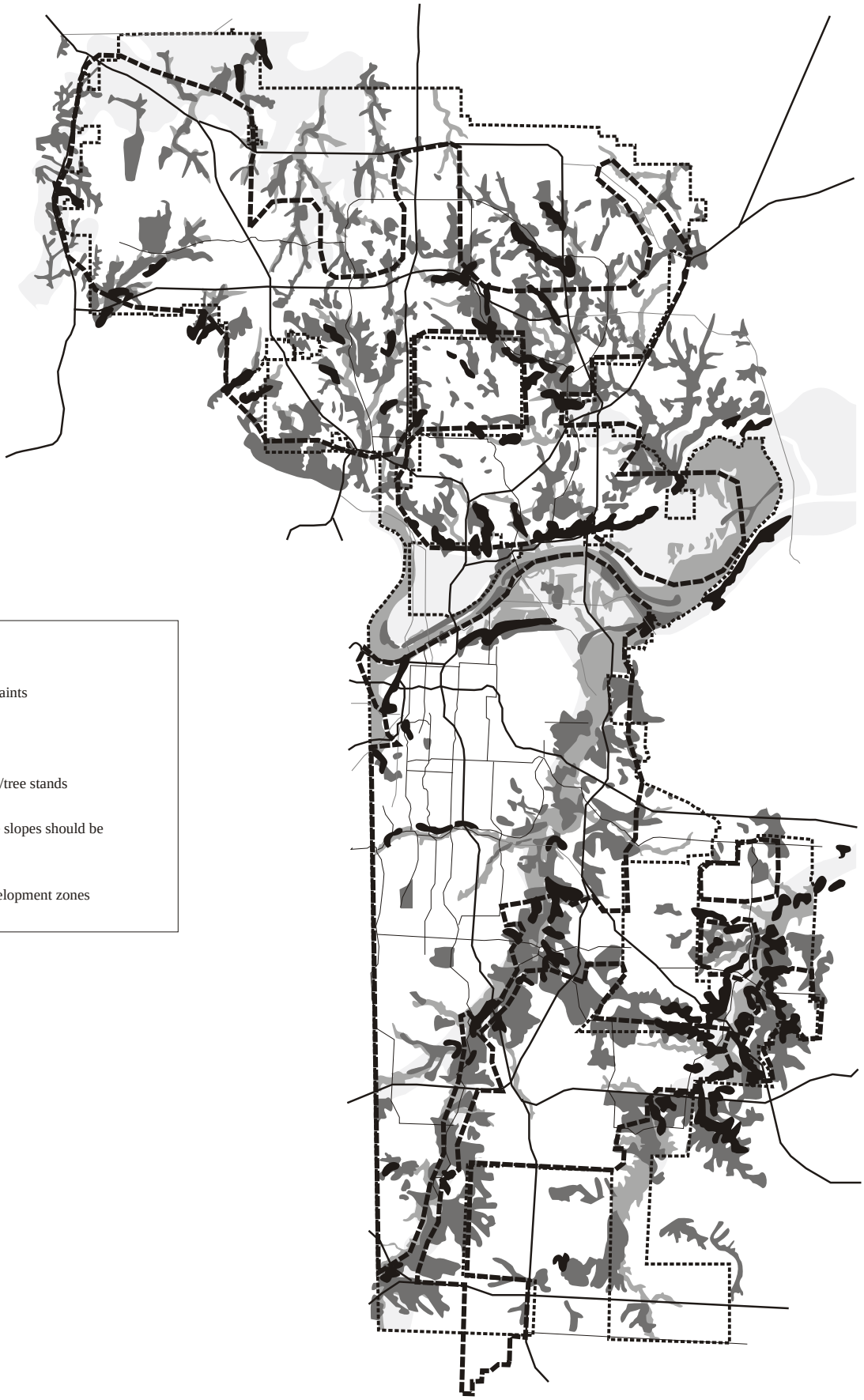


Figure 7

0 1.5 3 Miles

N

NATURAL SYSTEMS CONSTRAINTS

FOCUS
KANSAS CITY

Prepared by:
Gould Evans Goldman, Associates
Balloffet & Associates

Date: June 20, 1997

While development patterns ought to respond to all three categories of constraint, those which impose public health or safety risks are often ranked most critical. In Kansas City such areas include floodplains, steep slopes or other areas where development compromises water quality or places lives or property at risk.

Somewhat ironically, development opportunities created by natural factors are often those same characteristics which are also considered constraints. Thus, although development on steep slopes or floodplains is considered constrained, the "value" created by unique views or scenic environments is often the cause of development pressures in unsuitable areas.

Historical and archeological resources should be identified so that appropriate measures can be taken to protect them because such resources are part of the cultural heritage of Kansas City. These resources are an amenity and contribute to the overall quality of life. The City has already established a not-for-profit agency that can accept easements to preserve and protect these valuable resources.

Transportation

The ability to move people and goods throughout the city and to connect all locations within the city is essential to its economic, social, and cultural success, as well as to the success of making connections. An objective of the Citywide Framework Plan is to increase the ease of and options for moving about the city, as well as to create logical extensions of the existing transportation network. The intent of the transportation system is to create a multi-modal environment that will encourage and allow people, especially the young, elderly, physically challenged and transit dependent, to move comfortably around all parts of the city.

Multi-modal transportation for Kansas City's residents and visitors requires basic changes in the way decisions are made regarding the investment of infrastructure, the kinds of improvements made and where improvements are targeted. This system should include the following elements and consider the following ways to make them function together as a multi-modal system:

- Automobile
- Transit: Light Rail, Transit Corridors, and Bus
- Bicycle routes (commuter and recreational)
- Pedestrian routes

- Transportation Demand Management
- Transportation System Management
- Parking Management

Major Street Plan

The future automobile infrastructure plan for the city of Kansas City is the Major Street Plan presented on Figure 8. The Major Street Plan is the guide for completing the arterial streets and boulevards within the city. It is a long term plan. The priority target improvements include completion of missing gaps and improvements within existing and priority development areas. Critical to the entire city is the increase of capacity and the maintenance of the bridges over the Missouri River. Improvements identified in the Major Street Plan should be based on a comprehensive infrastructure priority process which addresses maintenance, improvements for existing arterials and streets to current standards, construction of missing gaps, and the extension of new facilities. This priority process needs to be conducted in conjunction with a comprehensive funding program which addresses ongoing maintenance, all public funding opportunities, development fees and facility use charges. Typical priority improvements by development area are as follows:

1. **KCI Employment Area**

   As an emerging employment area, improvements include completion of the arterial street system in response to new development and congestion.

2. **Northland Urbanizing Area**

   This rapidly growing area requires major investment for completing gaps in the existing circulation system, constructing new improvements, and providing a parallel system of secondary and collector two lane roads to serve future local traffic. Traffic impact access control plans to strategically locate signalized intersections and preserve the vehicle carrying capacity of the future improvements should be required for all significant future developments.

3. **Northland Urbanized Area**

   This area requires completion of missing gaps in the arterial street system, improvements to meet the Major Street Plan standards, and maintenance of the existing infrastructure.

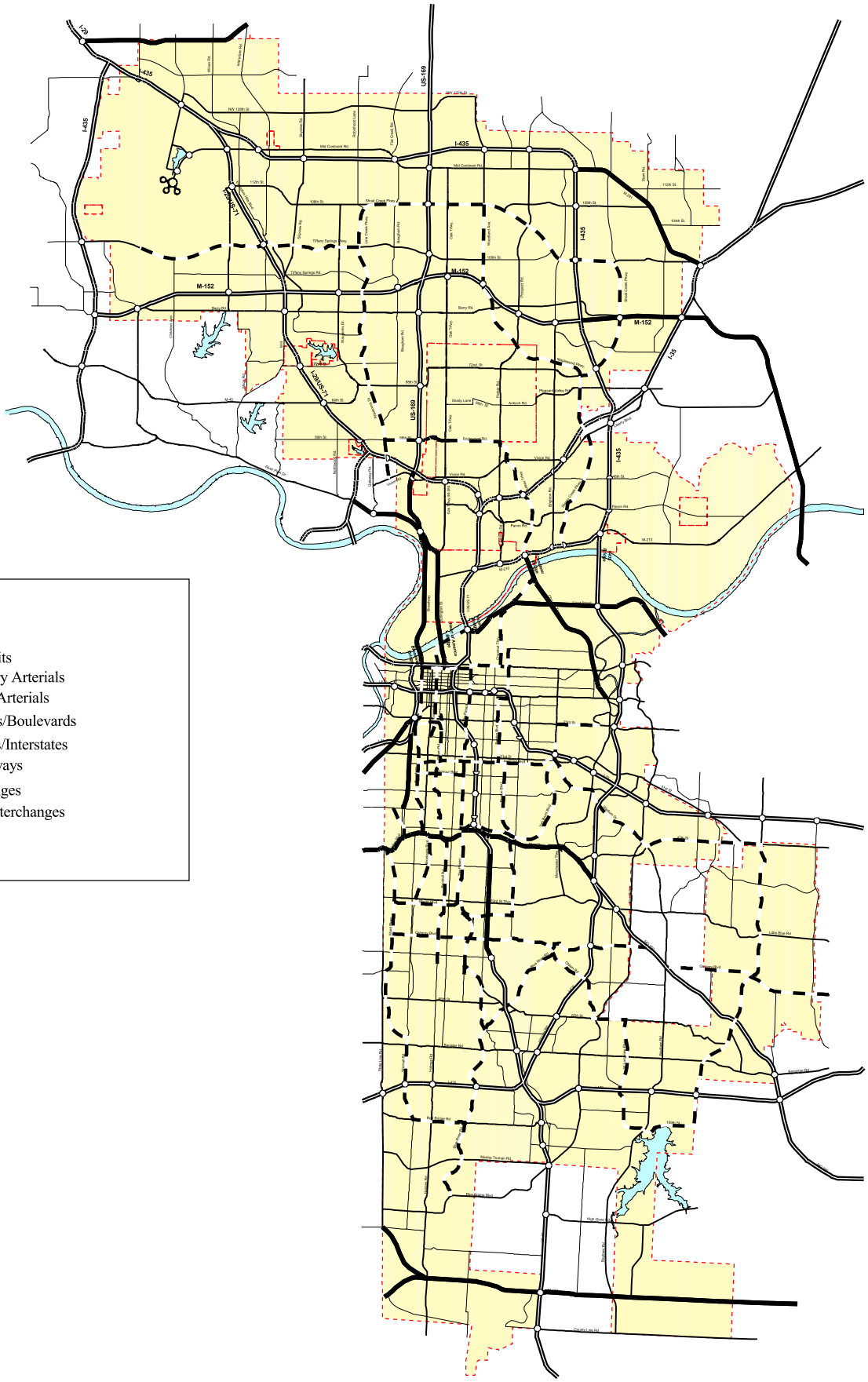


Figure 8

MAJOR STREET PLAN

1 0 1 2 3 Miles

N

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

FOCUS
KANSAS CITY

4. Birmingham Bottoms Employment Area

This emerging employment area requires completion of the arterial street system in response to new development and congestion. Improving existing arterials and streets to adopted standards is also a priority.

5. West Bottoms/Industrial Crescent Employment Areas

This area requires the continuation of providing adequate arterial street capacity and access opportunities for serving both existing and future employment, as well as ongoing maintenance.

6. East Central Core Urbanized Area

The Major Street Plan is relatively complete and detailed within this area. Future improvements should include mitigation of localized congestion, intelligent transportation signal systems to improve traffic flow, parking management, and travel demand management to decrease automobile demand. In addition, an improved directional sign program is proposed, which assists residents and visitors in finding bridges from the downtown freeway loop and the local street system.

7. Little Blue Urbanizing Area and Southern Urbanizing Area

Significant investment in the Major Street Plan is required in these two urbanizing areas to complete gaps in the existing circulation system, as well as to construct new improvements, and to provide a parallel system of secondary and collector two lane roads to serve future local traffic. Similar to other priority development areas, these improvements should provide a basic transportation framework to guide development.

Road improvement projects that are in the planning and design phases include Red Bridge Road from State Line Road to Oak; Holmes Road from Minor Drive to Blue Ridge extension; Longview Road from Spring Valley to US 71, 87th Street from US 71 to I-435; and Little Blue Road from Woodson to Lee's Summit Road. The State will also construct a bridge across the Blue River to implement the 85th/87th Street connector project. Finally, if improvements are made to the Grandview triangle, then commensurate road projects will be required.

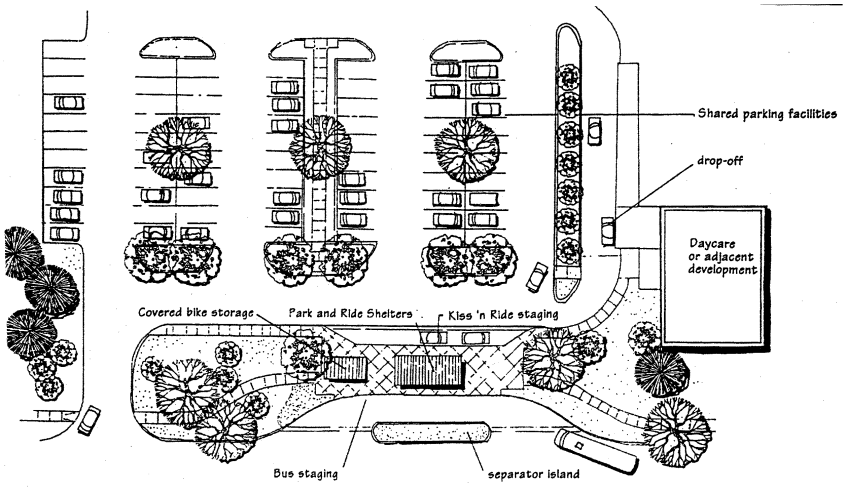
8. Southwestern Corridor Urbanized Area

Although the Major Street Plan is essentially complete in this area, including a grid system of secondary roadways which provides local mobility, the maintenance of this existing investment will be important for the long term vitality of this area.

Access control plans are required for all arterials identified in the Major Street Plan. Locations for proposed signalized intersections should be based on signal warrants and strategic locations which will maintain design progression speeds. Locations which are not identified as locations for signalized intersections should not be permitted full movement access. Traffic studies which address level of service, traffic flow, weaving and queue analysis should be provided for all proposed developments which request locations for non-signalized left turn-in, right turn-in and out movements. Consolidation and sharing of access between developments should be considered a priority to minimize access conflicts as part of the development approval process.

Transit

Providing Kansas City with a multi-modal transportation system requires an excellent transit system. The foundation of this transit system is a light rail/transit corridor regional transit system as presented on Figure 9. This regional transit system includes light rail within the East Central Core Urbanized Area and Southwestern Corridor Urbanized Area and the extension of a dedicated transit-way to the Northland, Truman Sports Complex, the Southern Urbanizing Area and Kansas City Kansas. In addition, commuter rail is proposed from Johnson County, Kansas to Union Station and from other suburban areas. Stops along the light rail/transit corridors will be at pedestrian and automobile oriented mixed-use centers.



Park 'N' Ride

Complementing light rail will be a series of feeder routes, which will provide bus service to the light rail stops and mixed use centers. The feeder route structure

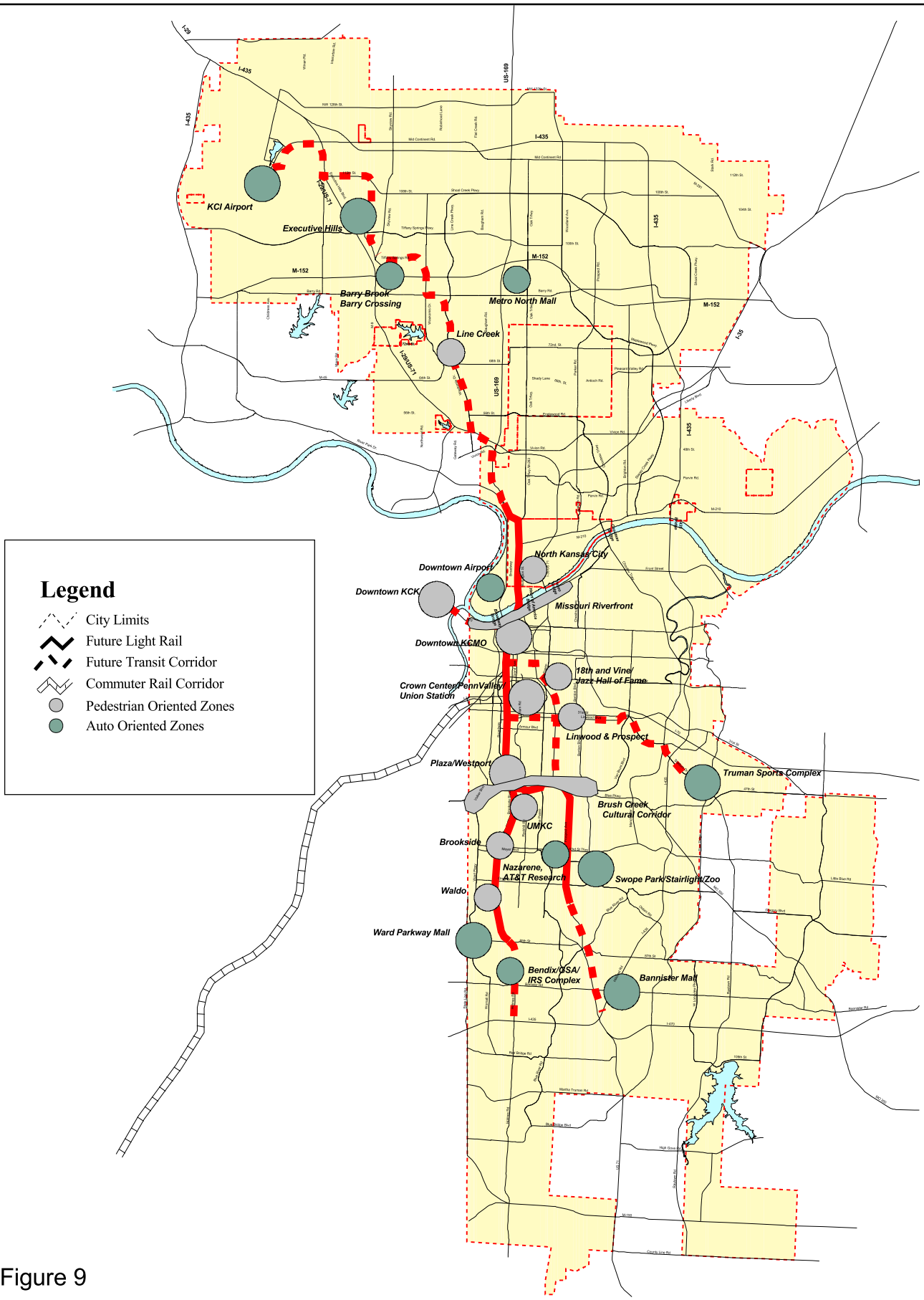


Figure 9

1 0 1 2 3 Miles

N

REGIONAL TRANSIT FRAMEWORK

FOCUS KANSAS CITY

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

will change over time in response to extensions to the primary light rail system. It will provide both increased transit opportunities to the mixed use centers and light rail corridor. It will also increase transit mobility along the feeder bus corridor. Conventional fixed route transit, flexible route transit, and demand responsive transit will continue to be alternatives for consideration in the future. Developments which are not located along feeder or other fixed route transit will be served through a series of park-n-ride lots. The overall transit plan also should be complemented with a revised parking strategy, which reduces the overall parking supply commensurate with transit accessibility. The parking fee structure should be investigated to increase transit competitiveness.

The Regional Transit Framework map identifies two types of mixed-use centers: pedestrian and automobile. All of these centers should be part of the multi-modal transportation network to provide multiple means of access. In both cases, the automobile will continue to be the predominant means of access. However, the development patterns and movements within these centers vary. Guidelines for the design of each of these centers are included in the Development Guidelines section of this plan.

Pedestrian-Oriented Zones

Originally, many of these centers developed when transit was used. These centers afford users the opportunity to move about from place to place by foot with general ease. The development pattern in these centers is usually dominated with buildings along the streets rights-of-way. The Line Creek zone in the Northland is a proposed pedestrian-oriented zone. Guidelines for the development in all of these zones are included in the Urban Design and Development Guidelines section.

Auto-Oriented Zones

These centers are predominantly accessed by the automobile, although once inside the center, the environment may be pedestrian friendly. The development pattern in these centers is usually characterized by stand alone buildings with parking areas along the street rights-of-way. Opportunities exist in these zones to make these more pedestrian and transit friendly. For example, surface parking areas could be redeveloped as building sites near transit stations.

Bicycle

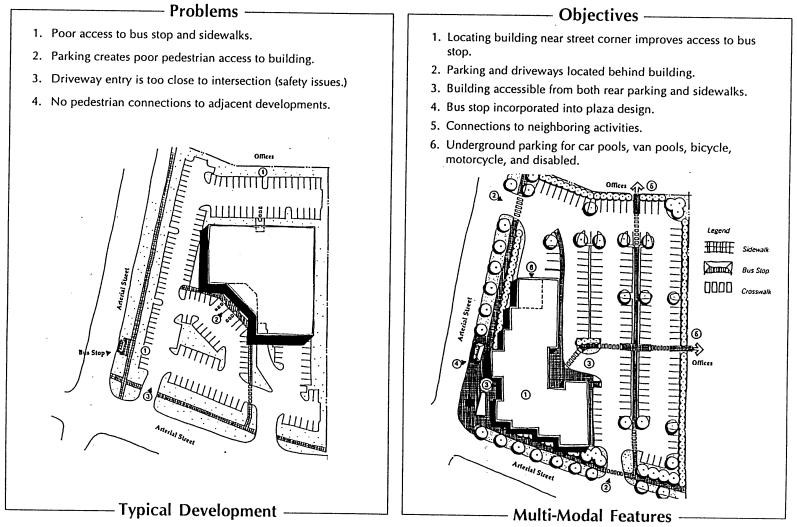
Bicycle facilities typically fall into two categories: recreational and commuter. Recreational bicycle facilities tend to be routes which are separated from streets and arterials, often located within parks and along boulevards. Commuter facilities tend to be striped lanes on arterial streets or shared lanes along lesser traveled local streets. The intent of the Kansas City Bicycle Plan is to provide systems of critical bicycle facilities where cyclists have easy, safe, and direct

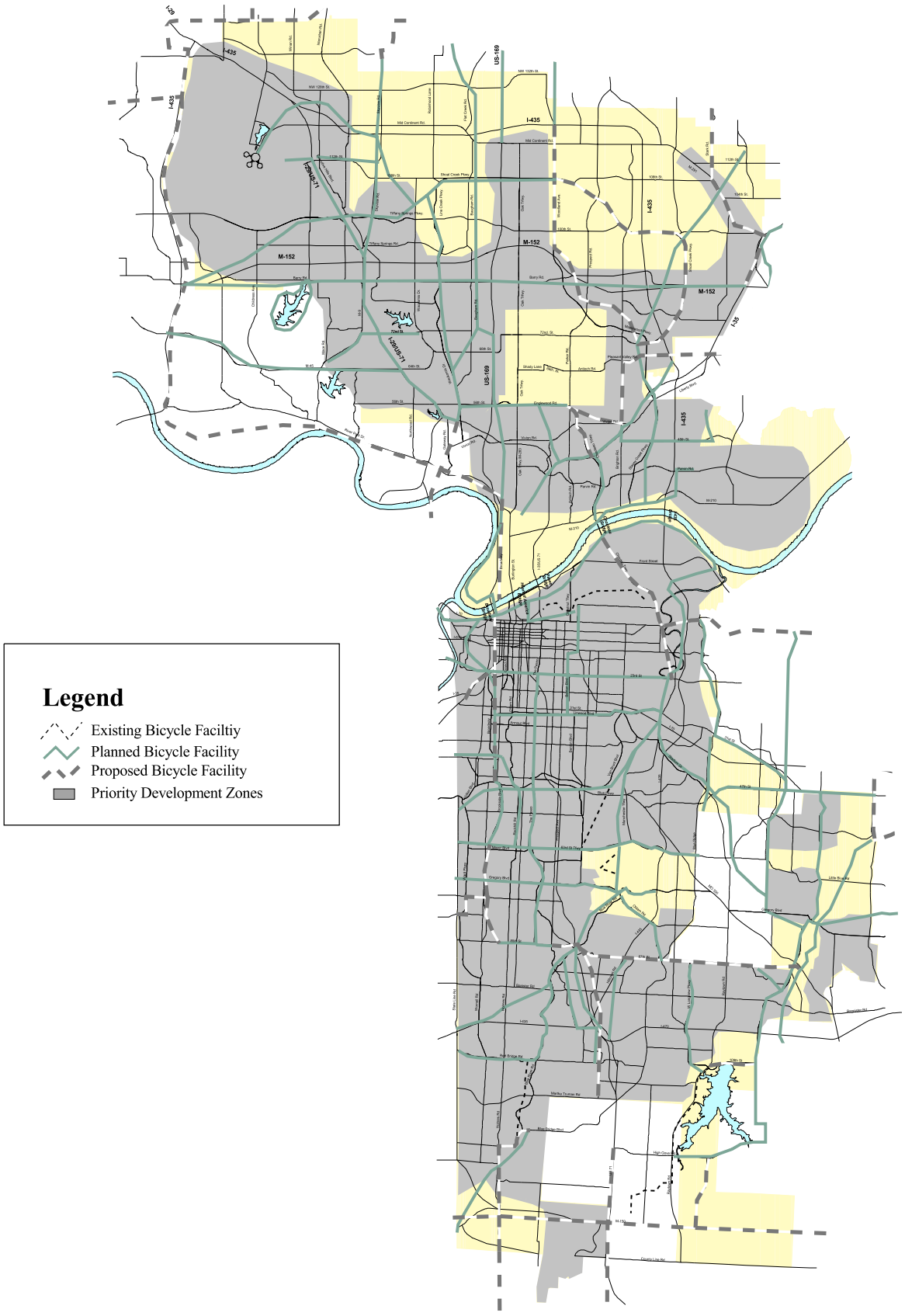
access to all areas of the city. The proposed Bike Plan is based on the Mid-America Regional Council (MARC) regional bike plan. Figure 10 illustrates the framework for this bicycle system.

The development of the bicycling facilities within Kansas City will require modifications to the current street standards to accommodate bike lanes. As arterials are constructed in accordance with the Major Street Plan, they should include bike lanes. Retrofitting the existing streets and arterials will need to occur over time, as roads are improved and resurfaced.

Pedestrian

A well designed pedestrian environment is critical for mixed-use centers, as well as for providing access to the existing and future transit network. Provision of adequate pedestrian facilities should be required for all new developments throughout the city. Existing streets and arterials should be examined for *directness, continuity, and safety*. Pedestrian improvements should be prioritized for areas within mixed-use developments, schools, parks, and access to transit.





BIKEWAY PLAN

1 0 1 2 3 Miles

N

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

FOCUS
KANSAS CITY

Transportation Demand Management

The Missouri Department of Transportation, the City of Kansas City, the Mid-America Regional Council and the Kansas City Area Transportation Authority should enter into an agreement to develop and promote Transportation Demand Management support services for business and residents within the Kansas City region. This would include management assistance for business centers to develop their own Transportation Management Organization (TMO), car pool matching, and van pool programs.

Transportation System Management

Actions should be taken to increase the "people carrying" capacity of Kansas City's arterials and bridges through intelligent transportation systems (ITS). This includes, but is not limited to, improved traffic signal systems, variable message signs, incident management, reversible lanes during the morning, and evening peaks and ramp meters.

Utilities

A major aspiration of the FOCUS Citywide Physical Framework Plan is to maintain the existing water supply and sewer system within the current service areas and to direct public investment of new water and sewer service extensions to priority development areas. As presented in Figure 11 and Figure 12, the current water service trunk distribution mains (8 inches and larger) and the trunk sanitary sewers are compared with the priority development areas. Various other water system improvements, such as elevated storage to maintain system pressures, distribution capacity, and fire protection provisions should be provided as needed. Conversion of septic systems to sewer service should be governed by public health and environmental concerns. Additional sewer system improvements, such as pump stations and treatment plants should be provided in response to development and system capacity. The City should also continue on its current program of improved operation and maintenance to mitigate the effects of combined sanitary and storm sewer system overflows south of the Missouri River.

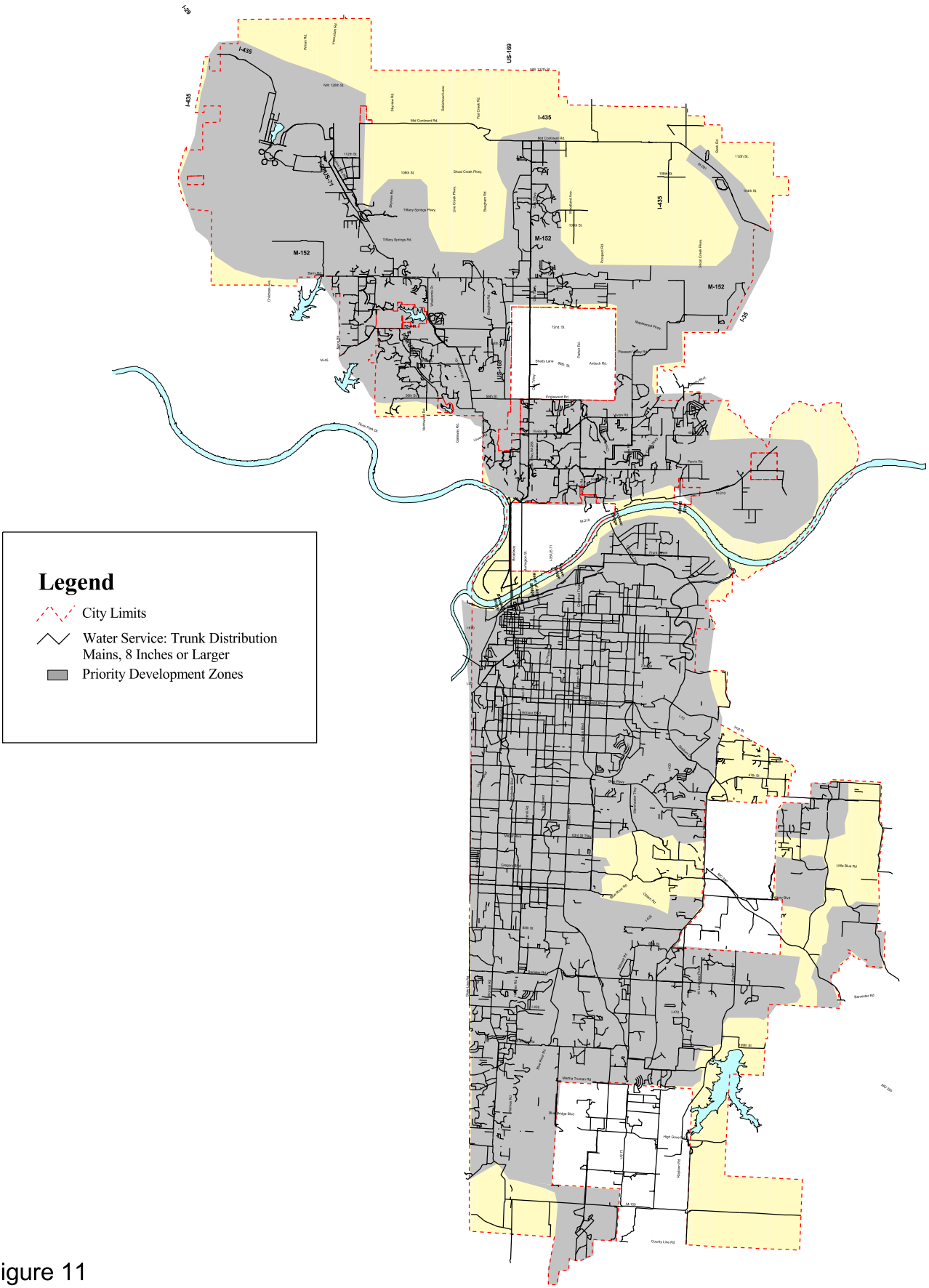


Figure 11

MAJOR WATER SERVICE

1 0 1 2 3 Miles

N

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

FOCUS KANSAS CITY

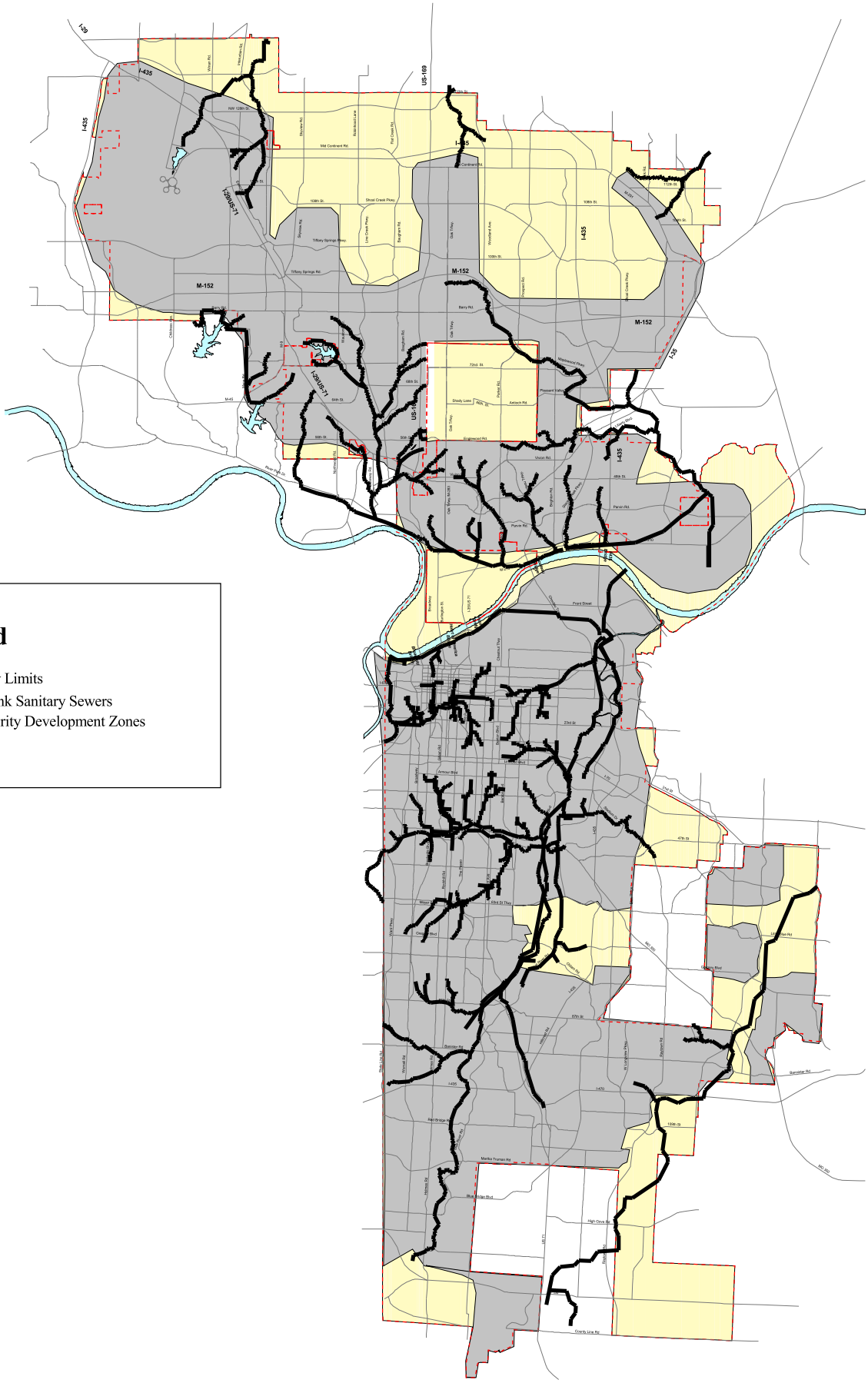


Figure 12

MAJOR SEWER SERVICE

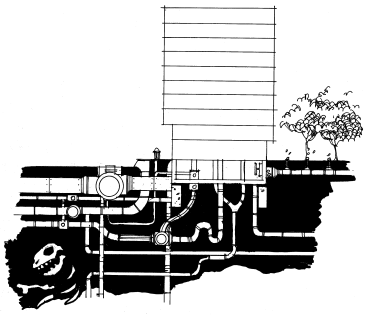
1 0 1 2 3 Miles

N

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

FOCUS
KANSAS CITY



Storm water master plan studies are an indispensable tool used to identify existing drainage problems and their proposed solution. They are also a critical tool to anticipate necessary improvements so that future flooding does not occur in developing areas. These studies are essential in ranking and prioritizing hundreds of recommended projects so that intelligent capital improvement scheduling can be implemented. Without master planning, an overall analysis of existing and future needs cannot be accomplished. After master plan studies are prepared, they need to be constantly updated to reflect drainage changes and improvements in the watershed. Funding for developing and updating these studies should be based on revenues from an impervious area fee. Customers would be assessed based on the amount of rooftops, driveways, decks, and other impervious surfaces contained within their properties.

Mixed-use and Transportation Centers

Multi-modal Development Centers are activity nodes which relate to multi-modal activity and that attract people and/or potential transit riders. They fall into a hierarchy, each with its own purpose and series of land uses (see Compatibility Chart) including:

- **Mixed-use Regional Centers**: With major land use attractions such as hotels, regional shopping, cultural facilities, major office developments, hospitals and colleges/universities, and residential densities greater than 20 units an acre
- **Mixed-use Community Centers**: Less intense than regional centers, which may include community or regional shopping, residential densities greater than 14 units per acre, cultural facilities, medical and professional offices, and financial institutions
- **Multi-modal Transportation Centers**: Locations which support the coming together and linking of many mobility modes including air travel, Amtrak, commuter rail, light rail and major bus routes
- **Park-N-Ride Transportation Centers**: Typically located in the outlying suburban areas along light rail corridors and major express bus routes, park-n-ride allows suburban residents to drive to the center and take express service to multi-modal, regional, and community centers.

TABLE 4 - Land Use/Centers Compatibility Chart

	Multi-Modal	Regional	Community	Park-N-Ride
Commercial				
Hotels		◆	◆	
Motels			◆	
Indoor Amusements		◆	◆	
Movie Theatres		◆	◆	
Restaurants	◆	◆	◆	
Neighborhood Shopping			◆	
Regional Shopping		◆		
Auto-Oriented Business			◆	◆
Small Retail Store		◆	◆	
Large Retail/Department Store		◆		
Large Durable Goods Stores				
Convenience Stores		◆	◆	◆
Beauty/Personal Services	◆	◆	◆	◆
Gyms/Health Clubs	◆	◆	◆	◆
Residential				
0-7 units per acre				
7-15 units per acre		◆	◆	
15-25 units per acre		◆	◆	
over 25 units per acre		◆	◆	
Institutional				
High Intensity Recreation		◆	◆	
Cultural Facilities		◆	◆	
Day Care Centers	◆	◆	◆	◆
Parks		◆	◆	
Secondary Schools		◆	◆	
Colleges/University		◆	◆	
Religious Facilities		◆	◆	
Government Agencies	◆	◆	◆	
Business				
Professional Office		◆	◆	
General Office		◆	◆	
Real Estate Offices		◆	◆	
Financial Institutions		◆	◆	
Medical Facilities		◆	◆	
Hospitals		◆	◆	
Employment Parks		◆	◆	
Industrial				
Warehousing				
Manufacturing		◆	◆	

Legend

◆ Compatible as a Primary Use

◆ Compatible as a Supporting Use

Source: Adapted from Snohomish County: Guide to Land Use and Public Transportation by: Snohomish Transportation Authority, Washington State, 1993

Existing and Potential Centers

The Mixed-use and Transportation Centers Map illustrates the locations of both existing and proposed Mixed-use Regional and Community Centers, as well as existing and proposed Multi-modal and Park-N-Ride Transportation Centers (see Figure 13).

Mixed-use Regional and Community Centers currently exist both north and south of the Missouri River. Some existing Centers are highly developed, representing complex and integrated development patterns, such as the Country Club Plaza and downtown North Kansas City. Others are still forming, such as Metro North, and Bannister Mall, thus, they can be influenced through the FOCUS implementation process.

These Centers are located throughout the city and occur in almost all of the Priority Development Areas. Due to the city's historic development pattern, higher transit usage, and the relatively higher population density, the number of existing and proposed mixed-use centers is greater south of the Missouri River.

The map shows only two major Multi-modal Transportation Centers, Kansas City International Airport and Union Station. While KCI is already operating as a multi-modal center, Union Station is currently being developed as such. Park-N-Ride facilities currently are located throughout Kansas City along existing bus transit routes. The Park-N-Ride Centers illustrated on the map represent larger scale facilities, most of which should be developed in accordance with regional transit planning.

Future Land Use

The accompanying Future Land Use Map (Figure 14) depicts the desired pattern for land use development for well into the twenty-first century. It illustrates a fully "built out" condition, although it is not likely to be achieved during the twenty-five year planning horizon of FOCUS. In the interim, the City should proactively guide development, through the measures addressed in the Aspirations section of this report, to the *Priority Development Zones.*

Priority Development Zones are discussed in more detail on Page 49.

The desired land use pattern in existing urbanized portions of the city should remain reasonably similar to the current pattern with three notable exceptions:

- Mixed-use districts composed of general retail, regional retail, office, and/or high density residential are encouraged. These uses have been consolidated on the Future Land Use Map under a single mixed-use category.

- Over time, strip commercial streets should gradually transition into nodal commercial streets. Streets such as Barry Road, Independence Avenue and Prospect Avenue are good candidates for this concept.
- Existing "spot zoned" and developed industrial or commercial sites internal to neighborhoods are not encouraged and, thus, are not depicted on the Future Land Use Map. Over time, they should be evaluated on a case by case basis as candidates for rezoning.

In urbanizing areas, mixed-use, nodal districts are also indicated at key intersections. This is in contrast to the strip commercial pattern that has been employed in suburban development in recent decades. Small commercial sites with uses (grocery, drug) that support the neighborhood are not illustrated at this scale.

These uses should be considered on a neighborhood-by-neighborhood or site-by-site basis. The existing City approved, area plans should be brought up to date with these land use recommendations.

Sensitive uses that are not desirable from a special interest point-of-view, should be appropriately screened and designed to be compatible with the overall neighborhood or community character. Such uses also should not be concentrated in a particular area and should demonstrate some community benefit.

The Plan for Parks, Boulevards, and Parkways, Plan Recommendations 2010, is found in the Appendix.

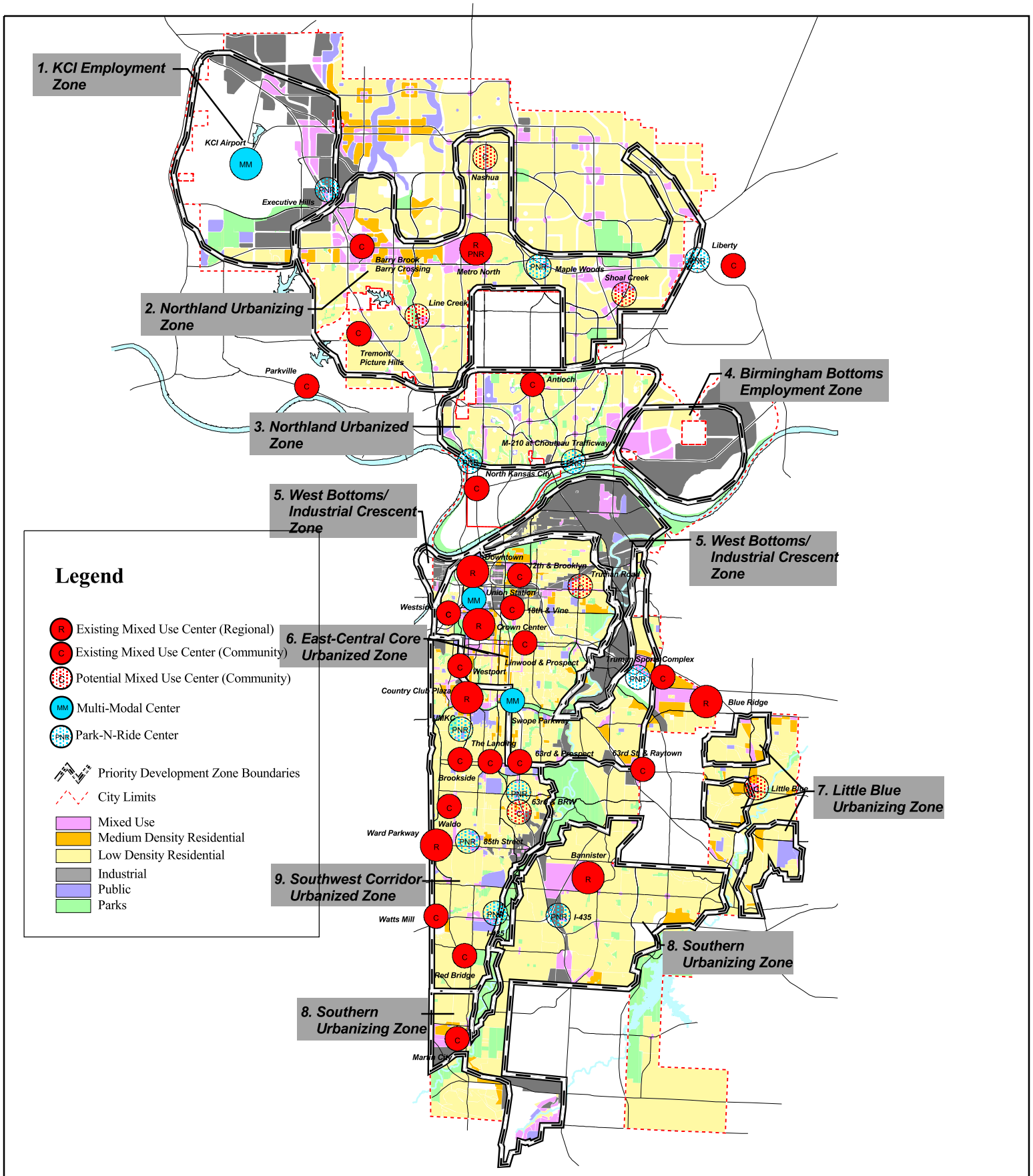


Figure 13

1 0 1 2 3 Miles

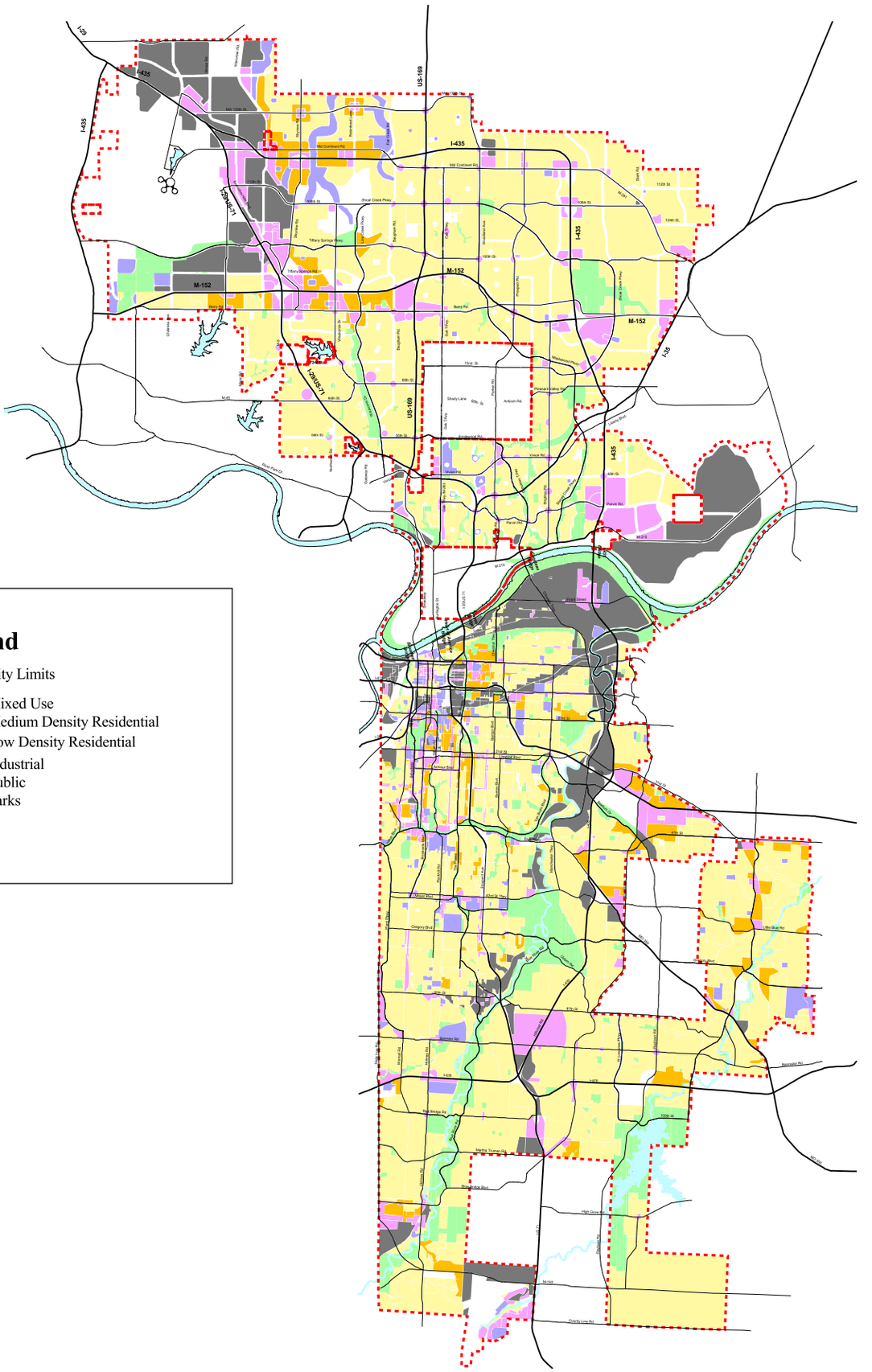
N

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

MIXED USE AND TRANSPORTATION CENTERS

FOCUS KANSAS CITY



FUTURE LAND USE

1 0 1 2 3 Miles

N

Prepared by:
Gould Evans Goodman, Associates
Balloffet & Associates

Date: June 18, 1997

FOCUS
KANSAS CITY

Implementation

Implementing the initiatives and actions of the Citywide Framework Plan requires the active participation of a variety of private and public sector entities. Many actions involve long term efforts, while others can be accomplished in a relatively short period of time.

The Responsibility and Funding Matrix beginning on page 8 at the end of the Executive Summary depicts the key participants in implementing the Citywide Framework Plan actions. The categories in the matrix are fairly broad, therefore a basic description of the specific agencies, corporations, and organizations, as well as their specific action responsibilities, are summarized below:

Private Sector

Nonprofit

Nonprofit entities include a variety of development, educational, and advocacy organizations. Some nonprofit organizations make recommendations directly to the City Council regarding the use of development incentives. Other nonprofit organizations exist for specific purposes, such as historic preservation education and advocacy, neighborhood development, energy conservation and environmental awareness programs, and others.

Philanthropic

Kansas City has a number of philanthropic organizations that support city development and planning efforts. The Ewing Marion Kauffman Foundation and the Hall Family Foundation are two of the larger foundations that support educational, entrepreneurial, and broad city development objectives. Additionally, there are numerous smaller organizations, many of which fall under the coordination of the Greater Kansas City Community Foundation.

For-Profit

For-profit organizations include a wide diversity of participants including public utilities such as electrical, gas, and district energy, other private corporations, and developers/investors.

Government

City

Most plans are prepared and implemented through strong City leadership. This leadership can come from the Mayor and City Council, from City departmental staff, and from appointed boards and commissions. The following list identifies the primary departmental staff responsibilities in FOCUS Citywide Framework Plan Implementation:

City Planning and Development Department

The department governs most of the City's formal planning and development activities including the FOCUS planning process. This department provides staffing for the City Planning Commission and the Board of Zoning Adjustment, as well as oversight for a variety of implementation and funding tools.

The Board of Parks and Recreation Commissioners

This board conducts long range parks, recreation, boulevards, and greenways planning and construction, operation and maintenance. It also provides instructional and recreational programs and facilities, such as community centers, golf courses, swimming pools, tennis centers, athletic fields, and the Kansas City Zoological Gardens.

Public Works Department

The Public Works Department undertakes the development and maintenance of much of the city's public infrastructure. This includes a high percentage of the city's roadway system and public buildings. Public Works also maintains a coordination function with the Board of Parks and Recreation Commissioners (boulevard and parkways interface), the Missouri Department of Transportation (State and federally funded highways), and the City Planning and Development Department (street planning).

Water Services Department

This department plans, operates and maintains the city's water supply system and sewer network. Other responsibilities include storm water management and aquifer protection.

Department of Environmental Management

The Department of Environmental Management governs the implementation of the City's liquid and solid waste disposal plan. They also address issues such as aquifer protection and contamination base data.

Codes Administration

The Department of Codes Administration is responsible for reviewing compliance of construction and land use with the Kansas City Building Code, Zoning Ordinance, Floodplain Management Ordinance, Parking Station Ordinance and Travel Trailer & Mobile Home Ordinance. As such, they have a coordinating role with a number of other city, county, state and federal agencies and departments.

County
Kansas City, Missouri falls within several county jurisdictions. Counties provide facilities and support for a variety of functions, such as parks and roadways; thus, city and county governments require close cooperation.

State of Missouri
The City must interface with State governments on many issues. The City must effectively lobby with elected officials for funding, programs, and enabling legislation that is required for FOCUS implementation. There is also ongoing and active coordination with several State departments including the Missouri Department of Transportation, the Department of Conservation and the Department of Natural Resources, among others.

Federal
Federal government programs and funding will continue to have a profound impact on the planning and development of Kansas City. The federal government impacts decisions regarding highways, streets, bridges, transit, parks, the environment, housing, and other physical planning issues.

Regional
The three major regional entities considered in the FOCUS implementation strategy are the Mid-America Regional Council (MARC), the Kansas City Area Transportation Authority (KCATA), and the Bi-State Cultural Tax Authority (Bi-state). MARC becomes involved in a variety of metropolitan wide planning issues such as the Metro-Green Plan and long range transportation planning. The KCATA addresses all citywide transit issues, including light rail transit planning. Bi-state is a cross state taxing authority that provides funding for metropolitan wide cultural activities. It is currently being used to partially fund the redevelopment of Kansas City's Union Station.

Neighborhood
One of the strengths of Kansas City is its neighborhood organizations. They provide an effective voice in the allocation of public funds, such as Public Improvement Advisory Committee funding. Neighborhoods can, and often do, proactively take on planning, development, or maintenance programs.

Special Purpose Task Forces
Kansas City has a history of effectively utilizing citizen participation in special task forces. The Community Infrastructure Committee work that has paralleled the FOCUS Planning process is but one example.

JC Nichols Fountain
(Courtesy, City of Kansas City, Mo)

Urban Design and Development Guidelines

Kansas City's physical form and image is established by its skyline buildings, gateways, views and vistas and design character. Kansas City has many prominent, well-designed buildings that lend a strong sense of form and identity. These buildings and architectural features provide context and patterns that influence the design of the overall city fabric. Future buildings and development should take advantage of these elements and context to connect and create a cohesive city. New buildings should enhance--not distract from--the overall setting.

Recognizing influential urban design elements and surrounding context within the city fabric is important because high quality development:

- enhances the city's quality of life,
- increases property values, and
- encourages additional public and private sector investment.

Understanding the context of a potential development site is critical when identifying key features to incorporate into a proposed design. For example, in

an urban setting, the setback relationships among buildings may be the most important feature, while in a suburban area, the connection of open spaces may be the most important design element. The assessment of each site will vary and urban design objectives should be defined.

Urban Design Elements

The elements reviewed for an overall citywide context are illustrated on the Urban Design Elements map (Figure 15) and include:

- gateways and points of entry,
- scenic views,
- landmarks,
- commercial corridors, and
- waterways.

Gateways

Gateways within Kansas City occur at engaging visual landmarks. Entranceways should be designed to give users a sense of arrival.

Gateway

One of the most prominent gateways into the city occurs at Interstate 29 and Cookingham Drive (MO 291) as one enters or exits the Kansas City International Airport. The focal point of the tower and the grand parkway promenade into the facility provides intrigue for visitors and travelers. Another important gateway into the city is from Shawnee Mission Drive that leads into the Country Club District area. The valley formed by Brush Creek and the connection to Ward Parkway creates a visually interesting point of arrival.

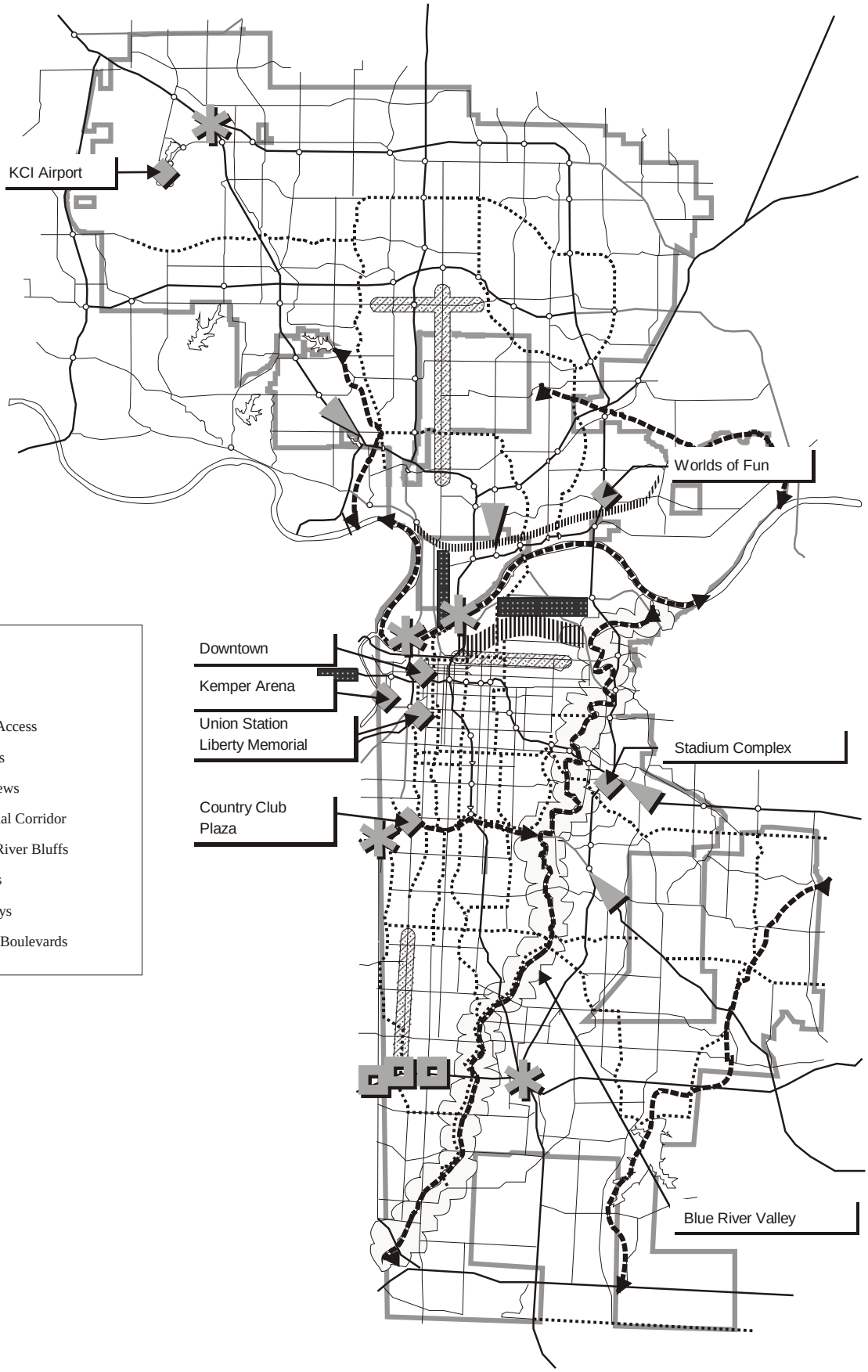


Figure 15

0 1.5 3 Miles

N

URBAN DESIGN ELEMENTS

FOCUS KANSAS CITY

Prepared by:
Gould Evans Goldman, Associates
Balloffet & Associates

Date: June 20, 1997

Two major gateways through the city occur at two of the bridges that cross the Missouri River near downtown. The Broadway Bridge and the Paseo Bridge both provide dramatic points of arrival to downtown and to the Northland. Finally, another major gateway opportunity exists at the area known as the Grandview Triangle. The highway interchanges of I-435, I-470 and US 71 is a special opportunity area to create a sense of arrival into Kansas City.

Three significant points of access are located on the south side of the city and feed major north/south corridors. These points of entry are three interchanges along I-435 at State Line Road, Wornall Road, and Holmes Road. Each provides significant access to business development areas and commercial corridors which connect well-maintained, stable neighborhoods.

Scenic Views

Scenic views of the Downtown skyline occur at five distinct locations that provide drama for motorists. These views, vistas and corridors should be preserved. The Northland accommodates two of these scenic view corridors. One is along I-29 before the US 169 interchange, another is where I-35 and I-29 join before crossing the Paseo Bridge. South of the Missouri River, another special view of downtown occurs as one drives over the 1-435 bridge toward Front Street. Another is along I-70 near the Stadium Complex as one approaches the Stadium Drive overpass. The other prominent view is from MO 350 just west of Raytown before the interchange with I-435.

Landmarks

The city has several major physical landmarks that provide orientation and a sense of place. Often, landmarks, which can range from an individual building element to a district, serve as focal points within their immediate context. These elements provide familiarity and symbolize a particular area. New development should enhance these elements.

First, the sweeping horizontal terminals at KCI Airport punctuated by the control tower provide a dramatic setting for those using the facility, as well as for those driving along I-29. Second, the combination of buildings and towers downtown is probably the most familiar physical feature of the city. Because of downtown's location on a bluff south of the Missouri River, the skyline is visible from many points around the metropolitan area. Just south of downtown are two celebrated landmarks which are Union Station and Liberty Memorial monument. Together these structures are a source of civic pride. Together they establish a high quality architectural design standard for the surrounding area.

The sports facilities are also significant landmarks. Kemper Arena, Kauffman Stadium, and Arrowhead Stadium dominate the landscape within which they are located. Another district that provides an identifiable urban form is the Country

Club Plaza. This treasure within the city is a major center of commerce and continues to attract development interest. Finally, the railroad yards that parallel both the Missouri and Kansas rivers and the highway network near downtown contribute an interesting industrial aesthetic to the city.

Corridors

Several prevailing commercial corridors exist within the city. These include Barry Road and North Oak Trafficway in the Northland and Wornall Road and Independence Avenue south of the Missouri River. One significant business corridor in the city is in the urban core between downtown and the Country Club Plaza. This area is the most intensely developed area in the city and has many commercial and institutional anchors along it that connect to the city's urban neighborhoods.

The Paseo

Waterways

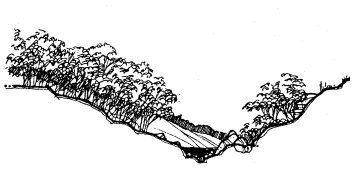
The development of the city has been significantly influenced by waterways in the area. Waterways are a major physical organizing element in the city. The City should designate compatible land uses, protect views and accommodate public access adjacent to waterways.

Spirit of Freedom Fountain
(Courtesy, City of Kansas City, MO)

Obviously, the most predominant form giver is the Missouri River. The river and its associated flood plain is bounded by bluffs on the north and south sides. The Blue River Valley bounds the urban core on the east and south and separates the traditional urban core from more recent annexed areas of the city, and from Independence, Raytown and other suburbs in Jackson County. The city's most recently improved urban waterway is Brush Creek. This flood control project organizes and connects many commercial and residential areas in the central part of the city by providing connections along an extensive open space network. In the Northland, Line Creek and Shoal Creek are two waterways that can provide important views and vistas.

Natural Settings Urban Design & Development Guidelines

Topographic Conditions Guidelines



- Apply "best management practices" to protect topographic conditions. Avoid large cut and fill areas to minimize environmental impacts.
- Require design review of developments on slopes greater than 10 percent
- Discourage development on slopes greater than 25 percent
- On slopes over 10 percent, encourage development clustering and minimize visual impacts of roads and structures particularly on ridgelines
- Align roads and residential lots to generally conform with topographic contour lines
- Minimize cutting and filling in naturally rolling terrain and in floodplains

Landscape Standards Guidelines

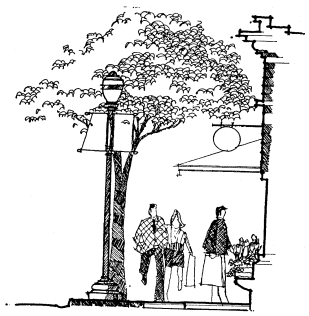
- Review/approval requirements for native tree removal and land clearing
- Require review for replacement of certain tree species and sizes
- Disseminate landscaping requirements for development including street trees and parking lots
- Address microclimate influences through landscaping

Water Resources Guidelines

- Mitigate flood threats to existing development within floodplains using such techniques as dry flood proofing, berms, levees or other structural techniques
- Develop sustainable, environmentally compatible alternatives to the channeling of rivers and waterways

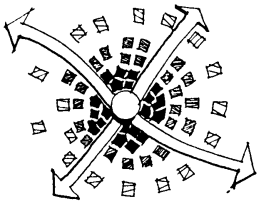
Land Development Urban Design & Development Guidelines

Pedestrian Oriented Zones Guidelines



- Develop a streetscape concept along the public sidewalk that is compatible with the concept adopted for that street in its area plan; walking should be safe and inviting
- Along pedestrian corridors, the primary entrance to commercial buildings should front directly onto the pedestrian sidewalk with a zero setback or onto a public plaza adjacent to the sidewalk.
- New development in urban commercial areas should reinforce the character and density of the area by having a minimum floor area ratio (FAR) of 1.0.

- All pedestrian street crossings should remain at the pedestrian street/sidewalk level, except where necessary due to automobile traffic volumes or significant market considerations. When overhead walkways are deemed appropriate, they should not block views of significant buildings or landmarks. Their design should also be compatible with the buildings they link.
- Pedestrian oriented uses, such as retail storefronts, are encouraged along all pedestrian oriented streets. Frequent pedestrian entrances to buildings are desirable. Pedestrian friendly streets have a consistent streetscape, architectural design theme and dimension.

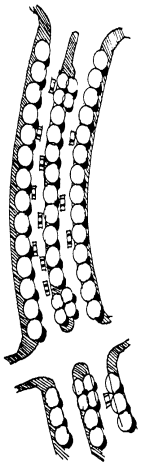


- Surface parking lots should be screened with a wall or landscape treatment directly adjacent to the pedestrian sidewalk.
- Parking garages should be mixed-use in character with storefront oriented activities at ground level. The width of the parking garage entrances should be minimized so as not to adversely impact pedestrian flow.
- On-street, parallel parking should be preserved wherever possible.
- New buildings, including low-to-moderate income housing, should be designed to relate to the height, scale, massing, and architectural character of

existing development in the area unless the area has been specifically designated for a different form of development in an area plan.

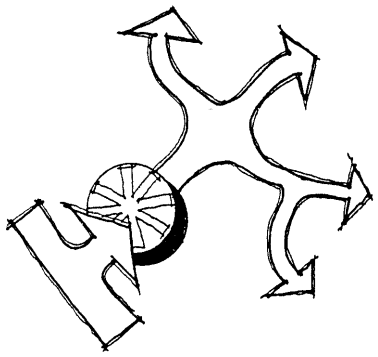
- Relate infill housing to the scale and character of the existing or historic neighborhood
- Increase allowable development density within 1/4 mile of urban transit stations
- Decrease parking requirements for developments within 1/4 mile of urban transit stations in order to encourage transit ridership
- Prohibit automotive uses, such as gas stations, car washes, and drive through restaurants, within 600 feet of urban transit stations in pedestrian zones
- Provide incentives for mixed-use development within 600 feet of urban transit stations; ground floor uses should be pedestrian intensive, such as storefront retail
- Cluster reinforcing public, commercial, recreational, and cultural activities in "hubs" or "nodes" and along existing or potential transit corridors
- Preserve both national and locally designated historic structures in accordance with local ordinances and the Secretary of Interior's Guidelines for Historic Preservation

Suburban Settings and Auto Oriented Zones Guidelines



- Suburban activity "hubs" should be located adjacent to major transportation corridors and in areas that can reasonably be served by existing or logically extended transit corridors.
- Parkways and boulevards should maintain ample, green, open space setback requirements.
- The landscape concept for a development aligning a boulevard should be compatible with and enhance the boulevard's landscape concept.
- Whenever possible, a development's primary entrance should face onto or be visible from an adjacent arterial or boulevard.
- Surface parking should be screened from view along a boulevard or arterial, preferably behind buildings and secondarily by landscape buffers. Landscape enhancements should be provided at all major parking areas and lighting should be screened from non-commercial or residential areas.
- At multi-modal transfer points, such as park and ride facilities, pedestrian walkways and amenities should be provided to link modal connections and to connect the transfer point with its surrounding neighborhoods.

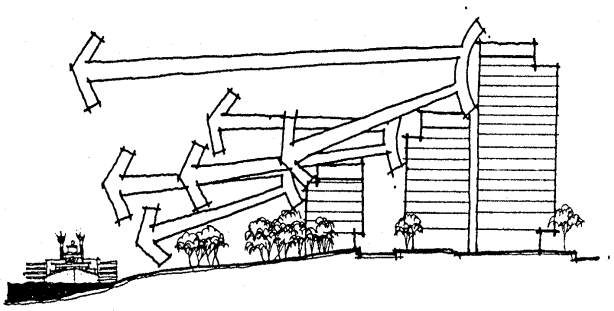
- In residential areas along transit corridors, sidewalks on both sides of the street should be provided which connect neighborhoods to transit stops
- Assure landscape transitions or "gateways" at entrances into major development projects
- Orient the primary entrance to a major development project so that it is visible from the primary transportation corridor
- The size and placement of all on-site advertisement signage should be appropriate to the nature and size of the development.



- Require a landscape and/or screening plan to be prepared for all new development visible from interstate or major highways which takes into account views toward the development from the highway
- Minimize building footprints by cluster development in areas of steep slopes, forested areas, floodplains and important view sheds

General Settings Guidelines

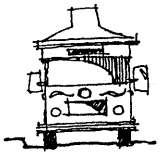
- Arterials or through traffic streets should be located on the periphery of residential neighborhoods. Arterials should not bisect neighborhoods.
- Develop pedestrian access along all publicly controlled portions of the city's waterways, and encourage pedestrian access for privately controlled areas

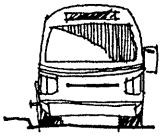


- Allow no permanent building development within a 100 year floodplain or floodway
- Identify and maintain scenic easements and view corridors

- Create requirements which limit heights for buildings directly fronting waterways and, thus, maximize views from buildings which are farther from the waterway
- Residential units should front streets, particularly along boulevards and parkways.
- Eliminate new off-site advertising signs and remove existing non-conforming signs whenever legally possible. Lobby for changes in State laws which allow local jurisdictions to limit off-site advertising.
- Restrict freeway advertising in the city to collective "logo" advertising signs in cooperation with the Missouri Highway and Transportation Department
- Locate open spaces within planned developments to provide continuity with adjacent public parks and open spaces
- Establish and encourage application of low emission standards to industry, public transportation and consumer goods (lawn mowers)

Transportation Level of Service (LOS) Guidelines





Motor Vehicle Guidelines

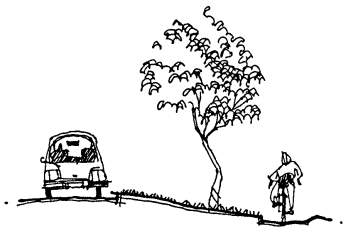
- Utilize the most recent Highway Capacity Manual for motor vehicle LOS standards
- Connections of new streets and access from private developments to the arterial street system should be contingent on providing a systematic access control plan for the street that they connect.
- Improvements to achieve acceptable levels of service must not impact negatively the level of service of the other modes of transportation.

Transit Guidelines

- Transit LOS should address hours of service, frequency of service, travel time and peak load factors. Areas with good transit levels of service should be promoted for development and increased activity.
- In areas where transit service is missing or poor levels of service exist, define development strategies to promote or increase transit service.

Pedestrian Guidelines

Utilize the following five pedestrian levels of service measurements:



- **Directness**: The actual pedestrian distance from trip origin to destination (i.e., home to transit stop, school, park, commercial center, or activity area)
- **Continuity**: The measurement of the completeness of an identifiable sidewalk/walkway system
- **Street Crossings**: Critical street crossing elements (signalized, unsignalized and mid-block) to provide pedestrian safety. These elements include number of lanes to cross, pedestrian signal phasing, signal indications, presence of crosswalks, lighting, median type and width, location and availability of corner ramps, and visibility.
- **Visual Interest and Amenity**: Elements that define an aesthetically pleasing and functional pedestrian environment to promote pedestrian usage
- **Security**: Elements that define a sense of security through visual line of sight with others and separation from vehicles

Bicycle Guidelines

Implement the comprehensive bicycle plan to reach acceptable Level of Service (LOS) standards. Once bicycle access to the grid is achieved, travel can occur to any area that has access to the grid. The bicycle LOS criteria should be based on connectivity to various bicycle facilities and corridors. These include:

- **On-Street Lanes**: Striped exclusive-use bicycle lanes within the flow-lines of public streets
- **Off-Street Paths**: Multiuse paths or exclusive use bicycle paths that are separate from public streets
- **On-Street Route**: Low-volume local streets

Multi-Modal Development Centers Guidelines

Develop centers which relate to multi-modal activity that attract people and potential riders. These activity centers or nodes fall into a hierarchy, each with their own purpose and set of land uses including:

- **Multi-modal Centers**: Locations which support the coming together and linking of many mobility modes including air travel, Amtrak, commuter rail, light rail and major bus routes
- **Regional Centers**: With major land use attractions such as hotels, regional shopping, land use densities greater than twenty dwelling units an acre, cultural facilities, major office developments, hospitals and colleges/universities
- **Community Centers**: Less intense than regional centers, which may include community or regional shopping, densities greater than fourteen dwelling units per acre, cultural facilities, medical and professional offices, and financial institutions
- **Park-N-Ride**: Typically located in the outlying suburban areas along light rail corridors and major express bus routes, the Park-N-Ride allows suburban residents to drive to the center and take express service to the multi-modal, regional, and community centers

Transit Impact Zone Guidelines

Modify the zoning ordinance to promote multi-modal transportation opportunities, which benefit from mixed use developments, narrower setbacks, and street designs that accommodate all travel modes.

The City should designate Transit Impact Zones within 1/4 mile of light rail stations or major bus stops and promote increased density and mixed-uses, including higher density residential development. The greatest permitted and promoted increases should be within 600 feet of the station or stop. Auto oriented uses should not be permitted within this 600 foot area.

Parking

The City should reduce parking requirements in Transit Impact Zones. Currently, zoning identifies the minimum number of parking spaces required for a specific land use. A range between a minimum and maximum number of parking spaces should be identified instead. This range should be on a sliding scale where the range is decreased as transit and other modes are improved or where shared parking between uses that have parking demands is possible.

Multi-modal Oriented Development Guidelines

Modify the City's subdivision regulations and design standards to incorporate multi-modal oriented design principals. Traditional suburban subdivisions, designed with winding street patterns, cul-de-sacs, solid fence lines without breaks, and limited sidewalks affect transit, bicycling, and walking modes. Multi-modal oriented design features include a grid street network, appropriate street cross-sections, lot orientation, and adequate sidewalk width.

Utility Infrastructure Guidelines

- For utility infrastructure, assess the extent the proposed development complies with the direction provided by FOCUS.
- Evaluate the proximity of the proposed development to existing water and sewer lines and the cost of public utility extensions
- Assess the proposed cost-share of public and private investment for utility extensions
- Ensure that any developer-financed utility improvements meet City requirements; this is particularly important for improvements that the City will ultimately own and maintain
- Minimize paved areas to provide for maximum infiltration of precipitation
- Provide for on-site or district wide detention/retention of storm water, so that runoff does not increase predevelopment levels, unless an engineering storm drainage study demonstrates otherwise
- Evaluate the use of natural drainage features for storm water conveyance, as opposed to requiring storm sewer systems; proposed improvements which enhance water quality and wildlife habitat should be considered as a bonus
- Ensure that flood threats to downstream property owners are not increased by the proposed development

Appendix A

Community Infrastructure Committee Final Report Summary

The objective of the Community Infrastructure Committee was to not just seek additional resources for infrastructure, but, more importantly, to recommend a logical and understandable process for prioritizing and programming capital improvements that would instill trust and confidence in the public. Public support of the City's infrastructure initiatives is essential for the City to retain existing capital resources and gain approval of any additional resources.

While these recommendations provide the City Council with a means to more prudently exercise its infrastructure responsibilities and reassure citizens of a systematic decision making process that provides a means of measuring accountability, the Council must retain the discretion to make exceptions to the recommendations when it is the Council's collective opinion that the public's interest is best served by doing so.

Conclusions

There is no "silver bullet" financial solution to the City's deferred maintenance backlog or other infrastructure deficits.

More funds are needed, but a financial solution alone is not adequate or possible.

There do not appear to be substantive financing mechanisms in use elsewhere that Kansas City is not already using.

The City has significantly increased the proportion of budgeted appropriations dedicated to capital improvements and debt service since FY 1993 with the most significant proportional growth being in debt service.

Lacking a comprehensive financial solution, the City must improve its decision-making processes and better manage available resources and any new resources it can generate. This can best be achieved through rigorous planning, prioritization, adherence to policies, fiscal responsibility, and discipline.

The current system lacks many of the features that characterize a well organized, manageable, fair, responsive and fiscally responsible selection and funding process.

Implementation of such features and the formal adoption of those already in use will add discipline and produce a far more efficient and effective capital program.

The City must institute measures to maintain no less than an AA/Aa bond rating.

Borrowing costs must be minimized, access to credit markets preserved, and the City's image as a well-managed and governed City retained.

The capital improvement program must be driven by established priorities and an adopted plan. The City will have to say no to some meritorious proposals, differences will exist between the amount and type of infrastructure in various parts of the community, and some existing infrastructure will not be restored.

The City must live within its means, recognize that not everything can be a priority, and reserve capacity to address emergencies and unique opportunities.

Recommendations

Structural and Procedural Changes:

Capital Improvement Policies:

The Council should adopt a set of uniform guiding policies that direct the content and structure of the capital program, and a process for producing the program, the roles and responsibilities of process participants, and the objectives and administration of the program. Such policies assist in assuring consistency, predictability, discipline, and clarity in the capital process.

Capital Improvement Plan:

The City Council should annually adopt a multi-year capital improvement plan and provide a means for formally amending the plan. A capital improvement plan is an invaluable planning and management tool that provides reasonable assurances to the community of when various projects will begin and be completed, demonstrates that the City is managing its capital needs in an orderly manner, and enables the City to prepare for future funding needs and smooth funding requirements. The plan should include an escalating contingency to fund unforeseen increases in the estimated costs of programmed projects, and the estimated costs of all programmed projects should reflect anticipated annual cost increases based on the appropriate construction cost index.

Project Evaluation and Prioritization:

The City should reduce its reliance on the subjective evaluation of projects and adopt uniform criteria for the evaluation and prioritization of needs that assures projects have been evaluated on the same "playing field," reduces reliance on technical expertise, and shields the process from outside influence and suggestions of bias.

Neighborhood projects should be prioritized through a neighborhood self-evaluation process that is complimentary and linked to the neighborhood self-assessment process recommended in the FOCUS Strategic Plan. In addition, a multi-year plan should be developed for implementing the projects recommended in each neighborhood.

Citywide projects should be prioritized through the use of a three-stage process using criteria and measures that are compatible with and advance the recommendations of the FOCUS Strategic Plan. Final, detailed, cost estimates should not be prepared until after priorities have been established and should only be prepared for those projects likely to be included in the final plan.

Strategic initiatives should go through a separate independent analysis that is based on the Community Impact Statement review process recommended by FOCUS.

Process:

The City should implement a capital improvement process that is orderly, inclusive, and understandable so as to encourage community participation and ensure community trust and confidence. The process should include at least the following elements:

- Documentation and publication of schedules, roles, and participants
- Public hearings throughout the community
- A formalized means for citizens and staff to submit project requests
- Community workshops to facilitate the development of neighborhood priorities and implementation plans to address those priorities
- A reasonable prioritization method that is useable by experts and non-experts alike
- A capital improvement review board, consisting of citizens and staff, responsible for capital improvement recommendations and monitoring and reporting progress
- Flexibility to address needs that arise outside the normal planning process
- Regular monitoring of projects and reporting of results regarding: cost in relation to budget, actual schedule in relation to original schedule, compliance with fiscal impact benchmarks, etc.
- A formal means of amending the plan

Financial Policies and Strategies:

Renewal of Existing Sales Taxes:

The City should commit to renewing the two half-percent sales taxes, dedicated to capital improvements and fundamental to the City's infrastructure health, prior to their expiration on December 31, 2000. It should also continue to commit at least 25 percent of those revenues to neighborhood conservation with half the funds divided equally between the six Council Districts and the other half allocated as needed between developing, stabilization, conservation, and redeveloping neighborhoods as defined in the FOCUS Strategic Plan. Annual neighborhood investments should be concentrated in limited areas so as to maximize impact and economies.

Preservation of Existing Capital Improvement Resources:

The City must preserve the resources dedicated to capital improvements and protect them from competition, "capital improvements" must be strictly defined, and operating costs should not be shifted to the capital budget even in the event of an economic downturn.

Debt Ratios:

Kansas City must manage its debt position so as to retain at least an AA/Aa credit rating. Many of the factors influencing that rating are beyond the City's control, but the following three ratios measuring the City's debt position in relation to its capacity to pay are under the City's control. These ratios are: 1) debt per capita, 2) debt as a percentage of market value, and 3) debt service as a percentage of General Municipal Expenditures (GME). Benchmarks for these ratios are published for comparably sized cities, and a city's position in relation to the benchmarks can be used to assist in evaluating creditworthiness.

The City should phase-in the use of "targets" and "caps," with targets being the desired state to be achieved over time and the cap being the upper limit warning signal that debt position may be out of balance with other factors. It is recommended that the City adopt a consolidated cap for the City's debt ratios of 120 percent of the benchmark for FY 2002-2006 and a consolidated cap of 110 percent of the benchmark for FY 2007 and thereafter. While the recommended cap would not take effect until 2002, the City's ability to attain the cap will be determined by decisions made between 1997 and 2002. Therefore, before any debt is issued, an analysis of the impact that issues will have on the City's debt target and cap must be performed and reported.

Other Financial Policy Recommendations:

The City should strive to limit all pledges (moral or otherwise) on its general credit.

The City should coordinate debt issuances with overlapping jurisdictions.

The City should continue to issue "electoral debt" in accord with state statutes and within limitations on the general credit of the City.

Debt issued without voter approval should conform to limitations on the general credit of the City and should at no time exceed 50 percent of the City's net direct debt.

The City should appropriate at least 20 percent of general government revenues to capital improvements. Cash funded capital projects should comprise a minimum of 10 percent with debt service limited to a maximum of 10 percent.

Capital planning and debt financing activities should be integrated so that new debt issues are considered as part of the annual budgeting process.

Operating and maintenance pro formas, reflecting the economic and fiscal impact of a project, should be produced for all improvements costing in excess of $500,000. The source of funding the operating and maintenance costs should also be identified in the pro forma.

A closing resolution shall be prepared each year that will lapse appropriations and close inactive accounts in order to reallocate moneys to active projects.

At least 20 percent of revenues generated in excess of budgeted estimates and not needed for fund balance, shall be earmarked for capital improvements.

Potential Alternative Resources for Capital Improvement Funding:

Hotel/Motel Tax -- A 4.5 percent increase would generate a net addition of $3.7 million annually that could be dedicated to the capital improvement and deferred maintenance needs at tourist facilities maintained by the City.

Impervious Surface Fees -- An impervious surface fee to finance storm water master planning efforts and construction of drainage facilities in the City's water sheds would relieve stress on the general government capital budget to support these efforts.

Community Development Block Grants (CDBG) -- The City should consider reprioritizing the use of CDBG resources and designating a portion of them to fund capital improvements and deferred maintenance in targeted areas of the City.

Facility Use Charges -- The City should institute facility use (rent) charges to all occupants of City properties. These fees would better reflect the cost of operating the properties and provide a means of generating a sinking fund for ongoing upkeep and capital maintenance. These charges should be phased-in and never exceed the relevant market rental rate in the immediate area of the facilities.

Sale of Public Assets -- A substantial one-time infusion of funds could be garnered by selling one or more of the City's assets. Such a sensitive issue, with a multiplicity of implications, requires careful consideration and must be based on a comprehensive, objective analysis that takes into account far more factors than the amount of revenue generated.

Special Districts and Revolving Funds-- The City should encourage greater use of special districts to leverage scarce City resources and it should endeavor to increase the availability of resources through a City "revolving fund(s)."

Impact Fees -- Greater use of impact fees should be used to shift the burden of infrastructure costs to those who generate the need for the infrastructure. Such fees should be set aside and earmarked for specific purposes.

Deferred Maintenance Policies and Strategies:

Dedication of Additional Resources to Deferred Maintenance:

The City should strive to annually increase the amount of non-sales tax capital funding by $5 million through FY 2006 and dedicate those resources to deferred/capital maintenance needs. This will produce an annual appropriation of approximately $60 million for capital/deferred maintenance and enable the City to make significant strides toward catching-up with the backlog and keeping up with ongoing needs.

Bridge Funding:

In addition to annually increasing the deferred/capital maintenance budget by $5 million, the City should either submit a 1/4 percent sales tax proposal to the voters or designate 25 percent of the revenues from a renewal of the existing two half percent sales taxes to bridges for a period of 10 years. Both approaches would generate approximately $15 million per year, that, combined with federal grants, would permit the City to eliminate the backlog of major bridge rehabilitation, reconstruction, and replacement needs.

Triage:

The City should institute a condition and use assessment system to conduct triage on the City's existing infrastructure. Triage would establish the priority and sequencing of all infrastructure restorative efforts, and, in some cases, existing facilities and structures would be vacated or demolished without restoration.

Neighborhood Infrastructure Standards:

All residents should be assured of a "basic bundle" of infrastructure, but that does not mean that all residents will receive the same bundle of infrastructure. Since neighborhood infrastructure is constructed by the property's developer and not by the City, the City should not expand upon it without the participation of the

property owners. However, the City must ensure that at least a basic level of infrastructure is present in all neighborhoods.

Neighborhoods should be maintained at the level they were built but be ensured of at least the following "basic bundle" of infrastructure: 1) access to water services adequate for fire protection, 2) access to the sanitary sewer system, 3) a hazard free and all weather road surface, 4) storm drainage, and 5) streetlights.

Bottom-up/Top-down Approach -- The City must approach the deferred maintenance backlog from a bottom-up and top down approach thereby not only focusing on structures in the worst condition but also on regular capital maintenance of structures still in good condition so that not only will decaying structures be restored but structures presently in good condition will remain so and not become part of the backlog. Preventive maintenance is far more cost effective than deferred maintenance.

Appendix B

Revision of the Zoning Ordinance

A comprehensive revision of the city's Zoning Ordinance is necessary to accomplish the land use and zoning objectives of the FOCUS Kansas City Plan. The component plans of FOCUS specify several objectives and recommendations regarding zoning and future land use in the city. These are:

- To have all zoning in compliance with adopted land use plans
- To have all land use plans in compliance with FOCUS recommendations and policies
- To allow a greater mix of uses and higher densities at transit nodes and along transit corridors, where appropriate, to promote compact development forms that support multiple modes of transportation (Neighborhoods, Citywide, Northland, Urban Core, Preservation)
- To preserve and protect the quality, character and land use pattern of residential areas and existing neighborhoods in the city (Neighborhoods, Urban Core, Preservation, Citywide)
- To achieve a variety of suburban lifestyles by promoting quality suburban development while preserving agricultural uses and open space (Citywide, Northland)
- To protect and enhance sensitive natural resources such as stream corridors, floodplains, woodlands and steep slopes (Citywide, Northland)
- To improve the availability of housing and housing choices throughout the city to accommodate a socially and economically diverse population (Citywide, Northland)
- To include sunset provisions in the zoning ordinance that would provide landowners and developers a reasonable period of time to exercise their rights under the zoning ordinance (Citywide, Northland)
- To encourage the reuse and reconfiguration of marginal commercially zoned corridors and discourage further expansion of commercial corridors into other areas of the city (A City Plan for Urban Design, FOCUS Phase I)
- To integrate an administrative review process to deal with minor or otherwise routine issues

- To redefine the residential classifications and address issues of lot size and density, among others

ISSUES TO BE ADDRESSED

In defining the process for the comprehensive revision of the Zoning Ordinance, the following issues need to be addressed:

- Process and priorities for updating land use plans
- Treatment and providing limitations on Certificates of Legal Non-conforming Uses
- Impact of changes of the zoning ordinance on other departments (i.e., Codes Administration)
- Mechanics of administrative review process
- Issues that require changes to the state enabling legislation
- Plan review process for mixed-use districts
- Eliminating duplications and consolidating districts (i.e., the various approaches to planned districts)

Appendix C

Glossary

Activity Centers - Areas of the city with a concentration of attractions and activities, which may include any combination of offices, manufacturing facilities, retail stores, residences, institutions, entertainment and recreation. Also referred to as "Hubs".

Adaptive Re-use - The renovation of a building to serve a use other than the one for which the building was originally constructed, e.g., the conversion of a school to apartments or a warehouse to offices.

Affordable Housing - Housing where the occupant pays no more than 30 percent of gross income for gross housing expenses, including utilities.

Arterial Street - Roadway designed for large traffic volumes and moderate- to high-speed travel, providing access through and around cities and regions and/or linking major activity centers within the city. Arterials are classified as primary or secondary according to the volume of traffic conveyed. See “Primary Arterial” and “Secondary Arterial.”

Area Transportation Authority (ATA) - Metropolitan organization in the Kansas City area responsible for providing public transportation.

Best Management Practices - Practices that aid in controlling water pollution that derives from nonpoint sources and are required as per Section 208 of the Clean Water Act.

Biomass - A system where plant material, vegetation or agriculture waste is used as a fuel.

Blight - Portions of the city which the City Council determines that, by reason of age, obsolescence, inadequate or outmoded design or physical deterioration, have become economic and social liabilities and where the conditions are conducive to ill health, transmission of disease, crime or inability to pay reasonable taxes.

Boulevard - As defined by Kansas City’s Plan for Major Parks, Boulevards, Parkways, and Greenways, “A boulevard is conceived as a wide formally designed street of distinguished character with a broad right-of-way, often with a substantial median, and with formal landscape effects. It is normally bordered by residences and makes connections with most intersecting streets.”

Brownfields - A piece of property, usually industrial, that is unused or underused due to real or perceived environmental problems, such as soil or groundwater contamination.

Building Blocks - The FOCUS Building Blocks are Kansas City's twelve strategies to develop a successful model for a new American City by building a connected city. Connections are physical, social, economic, technical and people-oriented. These strategies provide the foundation for all the specific recommendations in the seven component plans that comprise FOCUS.

Capital Improvements - A permanent addition to the city's physical assets including structures, infrastructure (sewer and water lines, streets), and other facilities, e.g., parks and playgrounds. May include new construction, reconstruction or renovation that extends the useful life. The cost of land acquisition, design, construction, renovation, demolition, and equipment are all included when calculating capital expenditures.

Capital Web - A combination of public infrastructure, water lines, sanitary sewer interceptors and storm drains and electric, natural gas and telecommunication lines.

Chapter 353 or "353" - Missouri State redevelopment law which allows cities to establish incentives to improve blighted areas. Incentives, which aim to stimulate private investment, may include tax abatement and granting of the power of eminent domain to a developer to acquire properties and carry out activities according to a development plan approved by the City.

Citizen Access and Communication Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that will make information available and accessible to citizens, thus increasing communication between citizens, businesses and government.

City - The government of the City of Kansas City, Missouri. Includes any of the various boards, agencies, commissions, and official bodies.

City Life Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block recognizes the importance of culture and entertainment, which enrich the quality of life and make Kansas City a unique and urbane community.

City Plan Commission - An eight-member commission appointed by the Mayor to oversee the planning and development of the city. The Commission's role and function is to make recommendations to the City Council planning and zoning matters. On rezoning cases, subdivisions, area or neighborhood plans, and most planning activities, the Commission must hold public hearings and submit a recommendation to the City Council on development cases.

Citywide Physical Framework Plan - One of the seven FOCUS component plans developed during Phase II. This plan addresses the character of future

growth, development and redevelopment, along with capital and infrastructure needs for the city. It also provides strategic land use planning guidelines.

Clean Sweep - City Program for delivering certain City services in the priority and manner determined by the community. Clean Sweep is done in a partnership between citizens, businesses, institutions, and the City.

Cluster Development - A residential development designed to preserve open space by clustering homes on a portion of the property, leaving the remainder as open space.

Collector Street - Roadway designed to carry moderate volumes of traffic and "collect" vehicles, funneling them to arterial streets. Collector streets provide connections between arterial streets.

Community Anchors - Important organizations within a neighborhood or the city which contribute significantly to the quality of life and economy in that area. They may be organizations, businesses or institutions that provide a strong presence in the community.

Community Anchors Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that enable businesses, institutions, organizations and neighborhoods to work in a cooperative manner to ensure their individual well-being and success and to implement FOCUS.

Community Development Block Grant (CDBG) - A Federal funding program that provides annual funding to eligible local governments for housing, community revitalization, development programs and social services, particularly in low- and moderate- income areas.

Community Development Corporations (CDC's) - Not-for-profit development organizations established to redevelop and revitalize housing and commerce that provide services in a particular area of the city.

Community Infrastructure Committee (CIC) - Citizen committee established by the Greater Kansas City Chamber of Commerce in 1995 and charged with the responsibility of assessing how Kansas City, Missouri can better address its infrastructure needs with particular attention given to developing strategies and mechanisms for resolving the City's deferred maintenance backlog. The committee developed a framework of policies, procedures, systems, and mechanisms aimed at improving the overall administration of the Capital Improvement Program including its planning, decision making, funding, and monitoring processes. The CIC worked closely with the Citywide Physical Framework Work Team and their recommendations are included in the FOCUS Citywide Physical Framework Plan and the Governance Plan.

Community Impact Statement - A process designed to evaluate major expenditures and investments by the City. This process is proposed in the FOCUS Governance Plan.

Community Improvement District (CID) - A district established to allow private parties, by vote of a majority of property owners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Community Policing - Program linking police with neighborhoods and social service agencies in an effort to increase positive and preventive citizen-police contact and interaction, reduce crime and increase visibility and service.

Compact Development - Pattern of development in which structures and uses are located in close proximity to one another. In areas of the city that are developing, compact development refers to development that is contiguous or adjacent to existing development. See "Contiguous Development."

Competitive Economy Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines strategies for providing Kansas Citians with the opportunity to thrive and succeed in a rapidly evolving and highly competitive economic system. Employment training, education, transportation, incentives for businesses, business retention, and business assistance activities are some of the components of our economic strategy.

Connecting Corridors Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes recommendations to strengthen and create a variety of corridors in Kansas City. Cultural, entertainment, employment, transit and environmental corridors, among others, are addressed in this Building Block.

Conservation Areas or Neighborhoods - One of four neighborhood types developed in the FOCUS plan. This term describes neighborhoods that contain any age and type of development that is in good condition and of good quality with a strong market. The actions needed are to keep these areas stable, and to predict and address any emerging negative trends in order to avoid potential problems.

Contiguous Development - Development of tracts of land in areas immediately adjacent to existing development.

Cul-de-sac - A local street with only one outlet and having an enlarged area for the safe and convenient reversal of traffic movement.

Density - Term used to describe the amount or intensity of development on a tract of land. Density is generally measured in two ways: as the ratio of housing units to total land area (e.g., dwelling units per acre) or as the ratio of total building floor

area to total land area or Floor Area Ratio (FAR) (e.g., a FAR of 2:1 indicates that the total square feet of building area is twice the total square feet of land area.)

Design Guidelines - A set of policy statements used to direct or guide the external features of a development, as well as the relationships within the development site and between the development and adjacent uses, in order to promote quality places.

Developing Areas or Neighborhoods - One of four neighborhood types developed in the FOCUS plan. This term describes areas located throughout the city where there are major expanses of land that have never developed, areas where development is imminent, and where some new development has occurred in recent years. The actions needed in these areas are related to planning considerations for new development and to the construction of new/adequate infrastructure.

Development Pattern - Configuration or organization of the built environment.

Diversity - Differences among groups in terms of age, gender, culture, race, ethnicity, income, religion or disability.

Down Zoning - Rezoning of a property to a lower density or intensity, i.e. from a commercial to a residential, or from a multifamily to a single-family zoning district.

Downtown Loop - Area of the Urban Core that is defined and contained within the I-35/I-70 highways. Its distinguishable skyline and the agglomeration of commerce, civic and other activities make the Downtown Loop an essential component of Kansas City.

Environmental Stewardship - Responsible use and management of natural resources and energy.

FOCUS - "Forging Our Comprehensive Urban Strategy" or FOCUS, is the name of Kansas City, Missouri Strategic and Comprehensive Plan.

FOCUS Center - A neighborhood-based facility providing a range of services to local residents. See “FOCUS Centers Building Block.”

FOCUS Centers Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block proposes the creation of neighborhood-based facilities to provide citizens with information and services. FOCUS Centers would be created through partnerships between the City, businesses, community anchors, neighborhoods and community groups.

FOCUS, Phase I: The Policy Plan - Completed in 1994, Phase I of FOCUS provides a vision statement for Kansas City and fourteen supporting Principles for Policy. The vision statement emphasizes putting people first in all decisions.

FOCUS, Phase II: The Strategic and Comprehensive Plan - Completed in 1997, Phase II of FOCUS consists of seven technical component plans. These are: Citywide Physical Framework Plan, Neighborhood Prototypes Plan, Preservation Plan, Urban Core Plan, Northland Plan, Human Investment Plan, and the Governance Plan. These seven plans are integrated with one another through the FOCUS Building Blocks.

Gateway - Major point of arrival into the city, or a particular part of the city, such as a neighborhood or business district. A gateway can either mark the physical entrance to the area, or it can mark the location where most people would feel they have entered an area, such as the first point along a major roadway where a person can see the downtown skyline of Kansas City.

Governance Plan - One of the seven FOCUS component plans developed during Phase II. The plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening citizenship and metropolitan cooperation. The plan also provides a framework to insure implementation of the FOCUS initiatives in the other FOCUS component plans.

Great Streets - A concept that promotes the concentration of new development and/or rehabilitation activity along specific corridors linking key activity centers across the community.

Greenspace - Land not available for construction and designated for conservation, preservation, recreation or landscaping.

Greenway - A continuous corridor of open (green) space that is preserved and not developed. Greenways offer a variety of benefits, such as recreation, bicycle/pedestrian movement, and preservation of wildlife habitat along with other natural resources.

Healthy Community Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block incorporates “partnership” and ”prevention” as strategies to help people achieve their full potential and addresses health issues, homelessness, racial intolerance, and other barriers.

Heart of the City - See “Urban Core.”

High Density Housing - Generally includes apartment buildings over six stories in height, with more than 75 dwelling units on an acre of ground.

High-Occupancy Vehicle (HOV) – Typically refers to a highway lane(s) dedicated for use by vehicles with multiple riders (i.e., buses, carpools and van pools) during rush hour.

Housing Choice - Refers to the availability of a variety of types and locations of housing. Housing can vary according to size (e.g., number of rooms or stories), style (e.g., bungalow, construction frame, two story, ranch), type (e.g., single family versus multi-family or duplex), location (e.g., urban versus suburban), price and other characteristics.

Human Investment Plan - One of the seven FOCUS component plans developed during Phase II. The plan outlines recommendations related to life-long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts, as well as, practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

Identity - The distinguishing character or elements of a place, neighborhood, commercial area or any other part of the city. See also "Sense of Place."

Impact Fee - Fees charged to a developer to cover the costs that a development imposes on the community.

Incentive - Inducement provided by government to encourage development of a certain type or in a certain area. Examples include tax abatement, tax reduction, power to condemn and acquire property, density bonuses, etc. The term "highest incentive" is used in the FOCUS Plan to indicate the most significant incentives, to be offered businesses or developers who meet a specific list of criteria.

Infill Development - Development of vacant or underutilized properties within predominantly built up neighborhoods and commercial areas.

Infrastructure - The basic facilities and equipment necessary for the effective functioning of a city, such as the means of providing water service, sewage disposal, telephone service, electric and gas connections, and the street network.

Intelligent Transportation System - A transportation system employing technology designed to increase the carrying capacity of existing roadways (e.g., actuated traffic signals based upon real time traffic flow).

Investing in Critical Resources Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines the city's fundamental responsibilities: to protect the lives and property of Kansas Citians, to be responsible stewards of the public's capital assets, and to safeguard the natural environment. Commitment

of resources and investments in these basic and essential services is one of the highest priorities for Kansas City.

Kansas City Register of Historic Places - The list of buildings, structures, sites and objects in Kansas City that have been recognized by the City Council for their architectural, historical, cultural or aesthetic significance. See "Landmarks Ordinance."

Land Use - A description and classification of how land is occupied or utilized, e.g., residential, office, parks, industrial, commercial, etc.

Land Use Regulations - Ordinances and resolutions which govern and direct development of land in a city. Examples include Zoning and Subdivision Regulations.

Landmark - Urban design feature serving as a visual focal point and source of community identity.

Landmarks Ordinance - The section of City Code that defines and establishes the Kansas City Register of Historic Places, the Landmarks Commission and the powers of the Landmarks Commission.

Leapfrogging - Development of a tract of land located beyond previously developed areas, leaving undeveloped land in between. Utilities, infrastructure, police and fire protection and other public services must be provided to these "leapfrog" developments, making them costly to the City and to other taxpayers.

Life Long Learning Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block describes strategies providing people with learning opportunities throughout their lives. By focusing on people at all stages of their lives, life long learning ensures that Kansas City will become known for "Citizens Involved in Learning."

Light Rail - Transit technology which runs at grade or street level at approximately the same speed as adjacent vehicular traffic. The trains are typically two cars in length and run quietly. Light rail stations can be as close as a few blocks apart.

Low Density Housing - Generally one to three story single family and duplex housing, with no more than 14 dwelling units allowed on one acre of land.

Low-Income Housing - Housing which is affordable to households with incomes from 51% to 80% of the median income of a given area, as determined by the Department of Housing and Urban Development (HUD). Adjustments exist for smaller and larger families and for areas with unusually high or low incomes or where needed because of prevailing levels of construction costs or market rents.

Two additional categories have been created by HUD: very low income housing - 31% to 50% of median income, and extremely low income - 0% to 30% of median income.

Major Street Plan - Official public document outlining the network of existing and proposed freeways, interstate highways, expressways, primary and secondary arterials, parkways and boulevards required to support the current and future development of Kansas City. The first Major Street Plan was adopted by the City Council in 1971. The current Plan was adopted by the City Council in 1996.

Medium Density Housing - Generally includes apartment buildings up to six stories in height, with generally no more than 75 dwelling units on an acre of land.

Metro Green Plan - Study conducted by the Prairie Gateway Chapter of the American Society of Landscape Architects' Community Advisory Team (1992) that defines a concept for developing two concentric greenway corridors in the region. The Mid-America Regional Council is currently administering the concept's implementation, and many cities in the region have adopted it.

Metropolitan (Metro) Area - The five-county metropolitan area used by the City Planning and Development Department to define and describe greater Kansas City in FOCUS background reports. The counties included are: Jackson, Clay and Platte in Missouri and Johnson and Wyandotte in Kansas.

Metropolitan Statistical Area (MSA) - The eleven-county metropolitan statistical area defined by the U.S. Census Bureau to describe a broader metropolitan area for analyses and reporting. The Kansas City MSA includes Jackson, Clay, Platte, Cass, Ray, Clinton and Lafayette in Missouri and Johnson, Leavenworth, Wyandotte, and Miami in Kansas.

Mid-America Regional Council (MARC) - The Mid-America Regional Council (MARC) serves as the association of city and county governments and the Metropolitan Planning Organization (MPO) for the bistate Kansas City Region. MARC functions as an ongoing forum for area jurisdictions and diverse community interests to address mutual problems; conducts long-range planning and coordinates public policy to support the economic, social and environmental health of metro area; provides important services to the community and promotes the effectiveness of local governments through technical assistance, independent research and cooperative programs.

Mixed Income Housing - A multi-family housing development which includes a range of income groups. This mix is determined by the type of project financing. For example, a 100 unit development financed with low income housing tax credits, CDBG funds and private financing might have 60 units restricted for households with incomes below 60% of the median area income, 25 units for

households below 80% of the median area income, and 15 units at market rate with no maximum income cap.

Mixed Use - A land use type which recognizes that many land uses and activities are compatible and can be co-mingled to promote physical development at a human scale. Mixed use allows the integration of commercial, retail, office, medium to high density housing, and some light industrial land uses. These various land uses can be integrated either horizontally or vertically in a single building or structure, or on a parcel or parcels of land.

Mixed Use Center - A node of development and activity that provides a focal point for the surrounding area. This node incorporates mixed uses such as commercial, office, residential, and community serving facilities. The transportation/circulation system in a mixed use center is designed to accommodate a variety of modes, including pedestrian, transit, bicycle and the automobile. Mixed use centers are divided according to function and scale into regional, community and neighborhood centers.

Mixed Use Center - Community - A type of mixed use center designed to serve multiple neighborhoods which includes major retail, shopping, light industry, medium to high density housing, and low to mid-rise office buildings.

Mixed Use Center - Neighborhood - A type of mixed use center designed to serve adjacent neighborhoods which provides services such as a grocery store, pharmacies, small to medium size office spaces, banks, low to medium density housing and other low-rise office buildings.

Mixed Use Center - Regional - A type of mixed use center designed to serve the entire metropolitan area, providing specialty shops, discount stores, major retail and entertainment venues, hotels, high density housing and mid to high-rise office buildings.

Mixed Use Center - Small Neighborhood - A type of mixed use center designed to serve a neighborhood and which provides small scale services, such as an ice cream parlor, coffee shop, small sit-down restaurant, a hair salon and other small businesses. These centers are located close to low density housing areas.

Mode - See Transportation Modes.

Moving About the City Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block represents our transportation strategy and addresses the need to move people and goods throughout the city. Our transportation strategy emphasizes reliability, efficiency and choice which are best achieved through a multi-modal transportation system.

Multi-Modal Center- Locations which support the coming together and linking of multiple transportation modes, such as air travel, automobile, pedestrian, rail, commuter rail, light rail and/or major bus routes.

Multi-Modal Transportation - A transportation system using a variety of travel modes to transport people and goods. Components of this system include vehicular roadways, transit (bus, rail), bikeways, pedestrian paths (sidewalks), freight railways and airplanes.

Municipal Art Commission - A six member board appointed by the Mayor with two advisors charged with oversight of projects including: the One-Percent-For-Art program, an annual photography contest and bi-annual urban design awards.

National Register of Historic Places - The list of buildings, structures sites and objects that have been recognized by the National Park Service for their architectural, historical, cultural or aesthetic significance.

Neighborhood Assessment - A process for neighborhoods to identify priorities and improvement strategies according to their neighborhood type. The four neighborhood types, as defined in the Neighborhood Prototypes Plan, are conservation, stabilization, redevelopment, and developing.

Neighborhood Improvement District - A district established to allow private parties, by vote of a majority of landowners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Neighborhood Livability Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes strategies to make Kansas City's neighborhoods livable and enjoyable.

Neighborhood Prototypes Plan - One of the seven FOCUS component plans developed during Phase II. This plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of City services. A unique neighborhood assessment process helps citizens identify neighborhood improvement strategies.

Nodal Development - Pattern of development in which the most intense uses are located at the intersection of major streets, roadways and transit corridors and also in areas surrounding a transit station or transit stop. See also "Activity Centers."

Northland - Area within the limits of Kansas City, Missouri, located north of the Missouri River. This area, measuring 159 square miles, is mostly undeveloped and contains some of the region's major activity centers, such as KCI airport, Executive Hills, and Metro North Shopping Center.

Northland Plan - One of the seven FOCUS component plans developed during Phase II. This plan was developed specifically for the Northland. This plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle-friendly arterials.

Park-and-Ride Centers - Centers located in the outlying suburban areas along transit corridors which allow suburban residents to drive to the center, park their cars, and use the transit service to reach the city or major activity centers.

Parks and Boulevard Plan - Plan prepared by the Parks, Recreation and Boulevards Department addressing the city's needs and priorities for new parks, community centers, recreation areas, parkways and boulevards. The current plan was adopted in 1993.

Parkway - See "Boulevard."

Pedestrian-Oriented Development - Development which provides facilities for walking and encourages pedestrian use, designed to make movement on foot attractive and comfortable and to reduce the dependence on motorized vehicles for short trips.

Physical Environment Plans - Term that describes the five (out of seven) component plans of FOCUS, Phase II, that are "physical" in nature. These "physical" plans are the Citywide Physical Framework Plan, the Neighborhood Prototypes Plan, the Preservation Plan, the Urban Core Plan, and the Northland plan.

Plans, Zoning and Economic Development Committee - One of four standing City Council committees. The Committee's responsibilities include holding public hearings to review all planning and development proposals and making recommendations for action to the full Council.

Policy Statements - Specific directives outlined in the FOCUS Policy Plan that indicate criteria for making decisions as well as priorities and issues of importance for the city.

Preservation Plan - One of seven FOCUS component plans developed during Phase II. This plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

Primary Arterial - Street designed to move through traffic. These streets can also accommodate major access points from abutting properties. Where traffic is heavy or movements may become congested, access to abutting land is often restricted to traffic moving in one direction.

Principles for Policy - The fourteen major themes and statements of philosophy developed during Phase I that are essential for the city to achieve Kansas City's vision. All City actions are measured against these fourteen principles.

Priority Development Areas - Concept developed in the FOCUS Citywide Physical Framework Plan designed to help in guiding land use and development policies. Each Development Priority Area represents an area which is currently developed, which is contiguous or adjacent to existing development, and where public facilities and infrastructure are already in place. Development outside of these areas should only be encouraged when it meets a larger FOCUS objective.

Property Maintenance Code - Part of the City's Code of General Ordinances that set standards for the maintenance and rehabilitation of properties to insure public health, safety and welfare and to upgrade neighborhoods.

Public Housing - Housing for persons with incomes generally below 50% of the median income level which are owned by the local public housing authority.

Quality Places to Live and Work Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block provides guidelines to ensure that development in the city will establish a good relationship between people and the various physical elements of the city, including residential and commercial areas, focal points, activity centers, landmarks, corridors, waterways, and others.

Rezoning - Process by which the authorized uses of a property are changed or modified. The City Council, upon recommendation from the City Plan Commission, is authorized to change the zoning of any property within the city as long as the action is justified by public necessity, convenience or general welfare.

Redeveloping Areas - A FOCUS concept describing areas in which severe problems exist -- the existing fabric of the area is generally gone and significant public and private investment is necessary. Redevelopment of these areas can meet market needs for residential and commercial development in older parts of the city. The actions needed are preserving structures that are sound or that may be historically significant, demolishing structures which are in poor condition, building new structures and creating a new fabric for the area.

Recycling - Process of separating, collecting, processing, marketing, and ultimately using material that would have been otherwise thrown away. For

example, a newspaper can be "recycled" for other printed matter or other paper products. Cans and bottles can be crafted for other uses.

Red-lining - A practice among financial institutions and insurance companies of refusing to provide services to certain supposedly high-risk geographical areas, regardless of the merits of the individual applicants; derived from the red line that the institutions may draw around the area on a map.

Right-of-way - Property designated to be used for streets, highways, transit corridors, and other transportation related needs.

Secondary Arterial - Street designed to provide access for one or more neighborhoods to various activity centers, community shopping centers, strip commercial areas, employment centers and community and regional recreation areas. Secondary arterials pick up traffic form collector streets and preserve the integrity of residential neighborhoods by keeping traffic out of them.

Sense of Place - The sum of attributes of a locality, neighborhood or property that give it a unique and distinctive character.

Septic System - An on-site system designed to treat and dispose of domestic sewage. A typical septic system consists of a tank (septic tank) and a system of tile lines or a pit for disposal of the liquid effluent (sludge) that remains after decomposition of the solids by bacteria in the tank. A septic system must be pumped out periodically.

Signage - Display boards or surfaces used for directions, identification, instructions, or advertising; usually consists of lettering, pictures, diagrams, decoration, etc., often in combination, on a contrasting background surface.

Solid Waste - Refers to garbage, refuse, sludges and other discarded materials. Even though the word "solid" appears in the name, solid waste can be a solid, liquid, semi- solid, or contained gaseous material.

Stabilization Areas or Neighborhoods - One of four neighborhood types developed in FOCUS. The term describes areas that contain any age and type of development that is having problems -- with building renovation, stagnant property values, increasing vacancies and/or a weakening market. These problems can range from relatively minor to severe. These areas contribute a variety of housing, commercial and industrial space at a variety of cost levels. The actions needed involve addressing the problems that exist -- stabilizing where feasible or significantly upgrading where necessary.

Streetscape - The environment along a street in an urbanized area. Streetscape elements include the roadway, including medians and associated landscaping, fountains, sculptures, sidewalks, on-street parking, street lighting, pedestrian lighting, traffic signals, signage, benches, trash containers, newspaper and other

vending machines, bus shelters and other features within the area of the right-of-way.

Strip Commercial Development - Development pattern that consists of long stretches of uninterrupted commercial development. This type of development pattern is generally oriented to shoppers in automobiles and is not friendly to pedestrian usage.

Subdivision - Land, vacant or improved, which is divided or proposed to be divided into two or more lots, parcels, sites, units, plots or interests for the purpose of offer, sale, lease or development.

Subdivision Regulations - Ordinance regulating the subdivision of land within the city.

Sustainability - An approach to design, development and management of community, which does not compromise the environment or the ability of future generations.

Tax Incentives - Tools and mechanisms that convey one or several financial advantages to a particular employer, developer, or homeowner for a specific period of time. Incentive programs include Tax Increment Financing and Tax Abatement, the forgiving of a portion or all taxes due.

Tax Increment Financing (TIF) - A state legislated incentive mechanism whereby certain redevelopment project expenses are financed by Payments in Lieu of Taxes (PILOTS) and a portion of Economic Activity Taxes (EATS) resulting from the redevelopment project. PILOTS are equal to the tax revenue that would accrue from the increase in assessed property valuation in the project area. EATS are composed of taxes generated by economic activities within the project area, including sales taxes, utility taxes, earnings taxes, and others. The project must be located in a blighted area, a conservation area, or an economic development area, and it must be determined that without TIF assistance redevelopment would not occur. A TIF plan must comply with the general development plan of the municipality.

Transit - Term used in reference to public transportation, including buses, light rail, commuter rail, and others.

Transit Corridor - Corridor which is served by public transit and which supports the development pattern of the surrounding areas. Development along transit corridors is generally pedestrian friendly. Higher development densities are generally allowed at the intersection of transit corridors or at transit stops.

Transit Impact Zones - Areas surrounding transit stations where higher density development should be permitted to provide support for transit usage. The zones are divided as primary impact zones, which extend to a radius of 600 feet around

the transit station, and secondary impact zones, which extend from 600 feet up to a quarter- mile radius around the transit station.

Transit-Oriented Development - Development and land uses which support and encourage public transportation. Buildings may provide minimum areas for parking; ancillary support uses for transit, such as a waiting area or ticket purchase station; pedestrian friendly streetscape and street furniture; and multiple uses within a building.

Transportation Demand Management(TDM) - Refers to developing policies plus public and private programs to manage the demand placed on transportation supply. Actions may include increasing the use of public transit and carpools, staggered work hours, etc.

Transportation Modes - Term used in reference to the various mechanisms that move people or goods. Transportation modes include automobiles, bicycles, transit, rail, barges, airplanes, pedestrian and others.

Urban Core - Area of dense development and activity in Kansas City, Missouri. The area generally from the Missouri River on the north, 75th Street on the South, the Kansas-Missouri state line on the west and the Blue River on the east.

Urban Core Plan - One of seven FOCUS component plans developed during Phase II. The plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

Urban Form - The large-scale organization and design of the city, including the massing and organization of buildings and the space and relationship between them.

Urban Villages - Communities within the city with many locally available amenities and services and a pedestrian-friendly environment. An urban village is characterized typically by residential, commercial, educational, religious and recreational activities that recognize and reinforce the unique character of a specific neighborhood and include a village center which is within walking distance for neighborhood residents.

Xeriscape - Use of native plant materials that require low water use and minimum maintenance**.**

Zoning - Mechanism through which cities regulate the location, size and use of properties and buildings. These regulations are designed to promote the health, safety, morals or general welfare of the community; to lessen congestion in streets; to prevent the overcrowding of land; to avoid undue concentration of

population; and to facilitate the adequate provision of transportation, water, sewage, schools, parks and other public requirements.

Zoning Ordinance – Chapter 80 of Kansas City's Code of Ordinances implementing zoning as a tool for regulating land use.

Appendix D

The following map, Figure 16, illustrates the recommendations of the "Plan for Parks, Recreation, Boulevards and Greenways" adopted by the Board of Parks and Recreation Commissioners.

Acknowledgments

Mayor and City Council

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford
First District-at-Large
The Honorable Jim Glover
Second District-at-Large
The Honorable Ronald E. Finley
Third District-at-Large
The Honorable Evert Asjes III
Fourth District-at-Large
The Honorable Ken Bacchus
Fifth District-at-Large
The Honorable George D. Blackwood, Jr.
Sixth District-at-large

The Honorable Teresa Loar
First District
The Honorable Paul Danaher
Second District
The Honorable Mary C. Williams-Neal
Third District
The Honorable Aggie Stackhaus
Fourth District
The Honorable Kelvin L. Simmons
Fifth District
The Honorable Judith Swope
Sixth District

City Plan Commission

Mr. Whitney E. Kerr Sr.
Chair
Mr. Phil Klawuhn
Vice-Chair

Members:

Ms. Eloise Allen
Mr. Al Caudle
Mr. Charles F. Myers
Mr. Cris Medina
Mr. Frank Zilm, FAIA

FOCUS Steering Committee

Father Thom J. Savage, S.J.
Co-Chair
Mr. Leonard J. Graham, P.E.
Co-Chair

Members:

Ms. A. Lee Alexander
Rev. Stan Archie
Ms. Edie Ballweg
Ms. Angela Bennett
Ms. Janet Blauvelt
Mr. Jim Bergfalk
Mr. Alvin Brooks
Mr. Ben Bryan
Mr. Arthur Diaz
Mr. Peter Dreyfuss
Mr. Alex Ellison
Mrs. Frances Foerschler
Mr. Charles A. Garney
Mrs. Ellen Holmes
Dr. Brenda Kelly
Mr. Charles F. Myers
Mr. Kelley M. Martin
Mr. Clyde McQueen
Ms. Pauline Rios
Mr. Steve Roling
Mr. Thomas M. Rule
Mrs. Dorothy Stroud

Mr. Richard L. Farnan, FAIA
Mr. David Fenley

Ms. Ana Valdez
Mr. Turner White

Ex-Officio Members:

Mr. Whitney E. Kerr Sr.
Chair, City Plan Commission

Mr. Frank Zilm, FAIA
City Plan Commission

Citywide Framework Work Team

Chair:
Mr. Albert Mauro

Vice-Chairs
Mr.Timothy Kristl
Mr. George Satterlee

Members:

Mr. Tom Becker
Mr. Mike Blaser
Mr. Jim Bowers
Mr. John Brown
Mr. Ben Bryan
Mr. Scott Cahail
Mr. Jim Chappell
Mr. Paul Copaken
Mr. Irwin Cushon
Mr. Richard A. Davis
Ms. Felicia M. Dawson
Mr. Bill Derrick
Mr. James Duddy
Mr. Thomas F. Eatman, AIA
Mr. Pete Fullerton
Mr. Kirk Gastinger, FAIA
Mr. Ollie W. Gates
Mr. Gurnie Gunter
Mr. Sandy Komula
Mr. John Laney
Mr. Robb McKim
Ms. Katherine E. McKnight
Mr. Jere Meredith
Mr. Donovan Mouton
Mr. Richard Noll
Colonel James Nunn
Ms. Michele Ohmes
Mr. Chuck E. Owsley
Mr. Marc Rivas
Mr. Phillip P. Scaglia
Mr. James G. Shoemaker
Mr. Donald Smith
Ms. Beth Smith
Ms. Susan M. Stanton
Mr. Robert W. Steinbach
Ms. Julie Sutter
Ms. Ethel Sutton
Ms. Sharon Turner-Jackson
Mr. Rick Usher
Mr. Todd Voth
Mrs. Kay Waldo Barnes
Mr. Ajamu Webster
Ms. Carol Winterowd

Citywide Framework Community Advisory Team

Staff Leaders:
Mr. Alan Ernst
Mr Mike Herron

Volunteer Project Leaders:
Mr. Kevin Harden, AIA
Mr. Shawn Kalmus
Mr. Jim Edson, AIA

Members:

Mr. David Armstrong
Mr. Russi Bhesania
Mr. Al Caudle
Ms. Diane Doran
Mr. John Eckardt
Mr. Vince LaTona
Mr. Garth Leigh
Mr. Bob Ludlow
Mr. Bob Mann
Ms. Pam McKee

Dr. William Eddy
Mr. Ron Guglielmino
Ms. Colette Holt
Mr. Tom Jacobs
Mr. Wesley B. Jennings
Mr. Joe Johnston
Mr. Doug Kingsbury
Mr. Brett Napier
Mr. John O'Connell
Mr. Dan Porrevecchio
Mr. Robert Schweiger
Mr. Larry Shilling
Ms. Alice Wadsworth
Mr. Claus Wawrzinek

Community Infrastructure Committee - Greater Kansas City Chamber of Commerce

Co-Chairs:
Ms. Susan M. Stanton
Mrs. Dorothy Stroud

Coordinator:
Mr. Richard Noll
Assistant City Manager

Members:
Mr.William Beck
Mr. Michael Burke
Ms. Janet Blauvelt
Mr. Jeffery Clayton
Mr. Dan Cofran
Mr. Darrell Curls
Mr. Irwin Cushon
Ms. Duana Dralus
Mr. Joseph Fahey
Mr. R. Charles Gatson
Ms. Yahna Gibson
Ms. Carol Grimaldi
Rev. Wallace S. Hartsfield
Ms. Tammy Henderson
Mr. Richard Holwick
Mr. Timothy O. Kristl
Mr. John Laney
Mr. John Loss
Mr. Charles F. Myers
Mr. George Satterlee
Ms. Marilyn Shapiro
Rev. Leslie Sims
Mr. Ed Wolf
Mr. Larry Womack

Consultant Team

Gould Evans Goodman Associates
Kansas City, Missouri
Mr. Glen LeRoy, AIA
Mr. Wayne Feuerborn

Balloffet & Associates
Fort Collins, Colorado
Mr. Robert Kitchell
Mr. Ray Moe
Mr. Greg Meeter

Hammer, Siler, George Associates
Kansas City, Missouri
Mr. J. Lee Sammons
Mr. Ron Dutton

Hardwick Law Firm
Kansas City, Missouri
Mr. Herbert Hardwick
Ms. Jean Matzeder

Wallace Roberts Todd
Coral Gables, Florida
Mr. John Fernsler

Management Team

Ms. Vicki L. Noteis, AIA
Director
City Planning and Development
FOCUS Kansas City

Mr. Robert L. Collins
City Manager

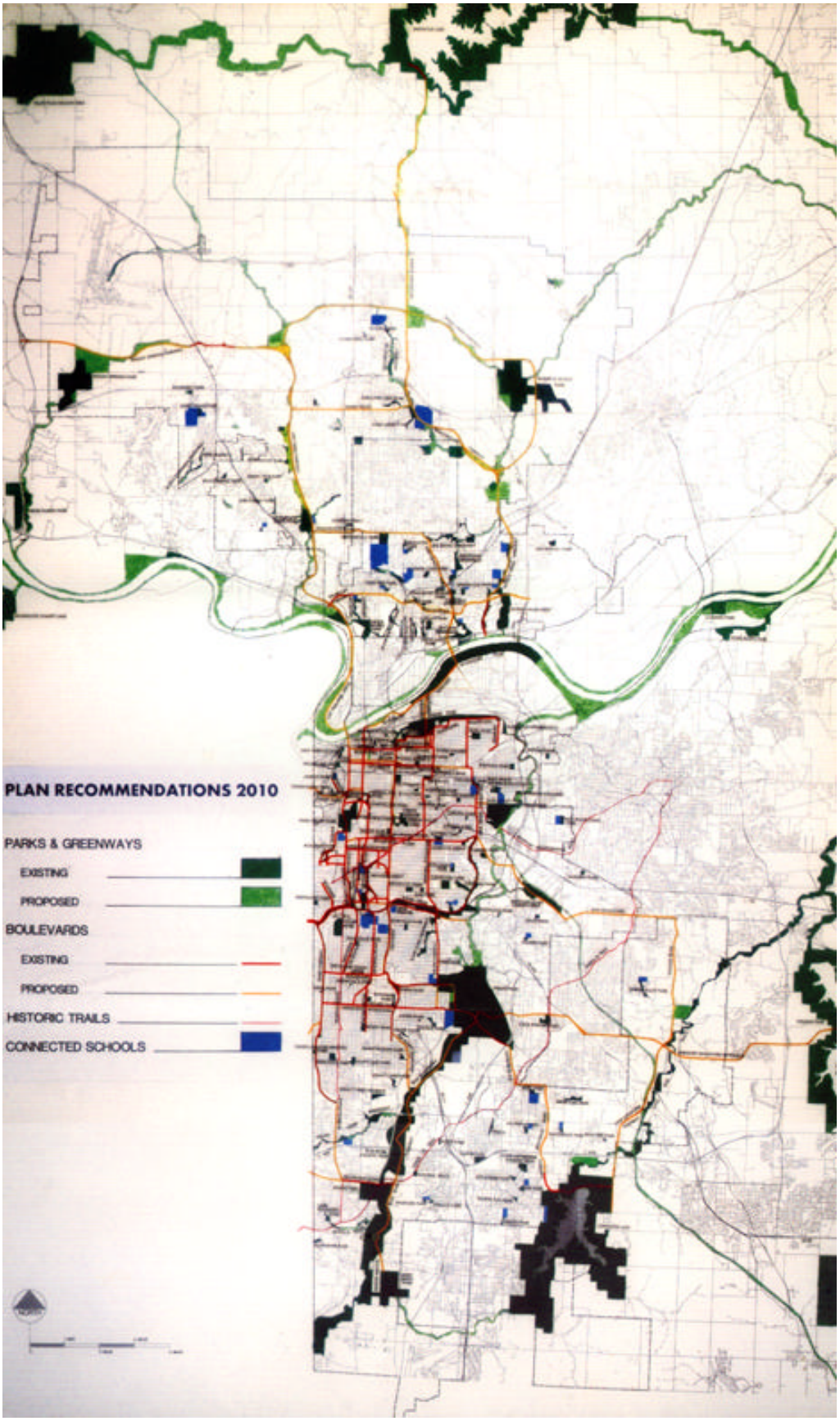
Ms. Therese Brekke
Assistant Director of FOCUS

Ms. Lynnis Jameson
Project Manager, Citywide Framework

Additional Staff Support

Mr. Thad Biggerstaff
Ms. Judy Hansen
Mr. Robert Hurst
Ms. Katherine Linder
Mr. John Leonard
Mr. Mario Vasquez
Ms. Virginia Walsh

We sincerely regret any inadvertent spelling errors or omissions.


PLAN RECOMMENDATIONS 2010
PARKS & GREENWAYS
EXISTING
PROPOSED
BOULEVARDS
EXISTING
PROPOSED
HISTORIC TRAILS
CONNECTED SCHOOLS

July 1997

Dear Mayor, City Council and Citizens of Kansas City,

As Co-chairs of the Preservation Work Team that formed part of FOCUS, we are pleased to present the FOCUS Preservation Plan. This plan is one of seven components that make up the FOCUS Kansas City Plan adopted by the City Council on October of 1997.

For over a generation, preservation of historic Kansas City has been a proven winner in attracting residents, rebuilding community and maintaining a strong tax base. Building on that legacy, this plan proposes to harness the power of our rich environment and enhance the unique experience we know as Kansas City.

The Preservation Plan, entitled "A Plan for Meaningful Communities", was put together by dedicated volunteers, staff and consultants. It provides dozens of strategies to enhance the sense of community and place in Kansas City; strengthen connections to the City's diverse and shared history; and to extend the economic and community development potential of the City's priceless inventory of historic structures and places.

This plan challenges us all to work together using our resources creatively and strategically so that we can build the kind of city future generations can enjoy. As we move towards implementation, we look forward to the exciting times that lie ahead.

Thank you for giving us the opportunity to work in shaping the future of our community.

Yours very truly,

Jane Flynn
Co-Chair

Greg Allen
Co-Chair

FOCUS Kansas City
A PLAN FOR MEANINGFUL COMMUNITIES
The FOCUS Preservation Plan Final Report

TABLE OF CONTENTS

INTRODUCTION TO FOCUS…… **i**

EXECUTIVE SUMMARY…… **Pg. 1**

INTRODUCTION…… **Pg. 25**
The Components of FOCUS…… 25
Preservation Plan Framework…… 26
Relationship to the Building Blocks…… 30
Relationship to the Component Plans…… 33

CHAPTER I: BUILDING ON OUR STRENGTHS……..
Pg. 39
Kansas City's Unique Sense of Place……. 39
Natural Features
Archaeological Resources
Historic Built Environment
Historic Sites
Preservation as a Proven Asset…… 46
Economic Development and Neighborhood Revitalization.
Environmental Stewardship
Enhancement of Diversity
Kansas City's Existing Preservation Framework…… 49
Federal Preservation Framework
State and Local Preservation Partnerships

CHAPTER II: FIVE PRESERVATION GOALS FOR KANSAS CITY…… **Pg. 57**
Aspiration/Goal #1: Accelerate the Identification and Evaluation of Historic Resources…… 58
Survey of the Historic Built Environment
Archaeological Survey
Application and Dissemination of Survey Information
New Directions
Aspiration/Goal #2 Improve the Economic Viability and Better Utilize the Benefits of Preservation…… 63
Creating Preservation Incentive "Tool Kits"
New Directions

Aspiration/Goal #3: Modify Regulatory Processes to Encourage Preservation…..……. 68
Improve the Landmarks Ordinance
Integrating Preservation into Other Regulatory Processes
The Carrot and the Stick
Developing Decision-Making Criteria
Aspiration/Goal #4: Increase Public Awareness of Heritage and Preservation Values and Issues……..… 73
The City as a Laboratory: Life-Long Opportunities for Heritage Education
Preservation Education
Preservation Advocacy
Aspiration/Goal #5: Promote Heritage Tourism as an Economic Development Program.…… 76
Quality Cooperative Programs
Regional Preservation Tourism Marketing and Interpretive Programs

CHAPTER III: APPLICATIONS OF GOALS AND ASPIRATIONS ..... Pg. 79

Aspiration/Goal #1: Accelerate the Identification and Evaluation of Historic Resources……. 80
Aspiration/Goal #2 Improve the Economic Viability and Better Utilize the Benefits of Preservation……. 91
Aspiration/Goal #3: Modify Regulatory Processes to Encourage Preservation…… 99
Aspiration/Goal #4: Increase Public Awareness of Heritage and Preservation Values and Issues…….. 113
Aspiration/Goal #5: Promote Heritage Tourism as an Economic Development Program.…… 123
Decision Making Criteria …….. 133

APPENDIX

Glossary of Terms…….. A - 1
Bibliography……... B - 1
History of Preservation…… C - 1
Preservation Partnerships…… D - 1
Landmarks Commission Ordinance…… E - 1
Maps:……..
Status of Survey
Survey Priorities
Kansas City Register of Historic Places
National Register of Historic Places

ACKNOWLEDGMENTS

LIST OF ILLUSTRATIONS

Executive Summary

Eagle, New York Life -UtiliCorp United Building (Kansas City Chapter, American Institute of Architects [KCAIA])
Old Board of Trade Building/Vacant Lot (Historic Kansas City Foundation [HKCF])
Street Scene C. 1900 (Jim Rice Collection/KCLC)
"Economic Benefits of Historic Preservation" (National Trust For Historic Preservation [NTHP], Based on U.S. Department of Commerce Statistics)
R. A. Long Residence/Kansas City Museum (Kansas City Landmarks Commission [KCLC])
"Benefits of Tourism" (NTHP)
Mutual Musicians Foundation National Historic Landmark, 18th and Vine National Historic District (KCLC); Save Outdoor Sculpture! Rally (HKCF)
"Federal and State Rehabilitation Tax Credits" (NTHP)
Benefits of Local Historic Designation" (NTHP); Relocation of Mt. Olive Baptist Church, Friends of Sacred Structures Preservation Project (Friends of Sacred Structures [FOSS])
Bungalows, 5500-6300 Oak (KCAIA)
Town of Kansas Site (KCLC)
Streetlight, Linwood and Paseo (KCAIA); Shelter House #1, Swope Park (KCAIA)
"Rehabilitation Jobs in Missouri" (NTHP);
Rehabilitation in Progress (HKCF); "Cost of Rehabilitation vs. New Construction"(NTHP)
New England Life Building (KCLC); Armour Boulevard (KCAIA); Demolition in Progress (HKCF)
"Quality of Life Factors" (NTHP)
Troost Avenue Apartments (KCLC)
Heritage Hikes (HKCF)
Repair of Flashing (HKCF)
Liberty Memorial (KCAIA)
City Market (KCAIA)

Introduction

10th and Broadway, c, 1910 (Jim Rice Collection/KCLC)
City Hall and Jackson County Courthouse (HKCF)
Roofs, West Side (HKCF)
Coates House (HKCF)
Northeast Neighborhood (KCAIA)
City of Tomorrow Chart (City of Roanoke, Virginia)
Reverend Nathan Scarritt Residence (KCLC)
Loretto Academy (HKCF)
Power and Light Building (Mackey Mitchell Zahner [MMZ])
Janssen Place (KCLC)
Mission Revival Church (HKCF); Folly Theater (KCLC)
Courtney Row Rehabilitation (HKCF)
Courtney Row (HKCF)

Andrew Jackson Statue, Kansas City Jackson County Courthouse (HKCF)

Chapter I

Colonaded Apartments (KCLC)
Cliff Drive (HCKF)
Town of Kansas Archaeological Site (KCLC)
Longmeadow Apartments (KCLC)
Katz Drug Company Building - OSCO Building (KCAIA)
Map: Annexations 1853 to Present - Kansas City, Missouri Planning and Development Department (KCPDD)
Gem Theater, 18th and Vine Historic District (KCLC); Harris Kearney House (KCLC)
Bungalows (HKCF)
Downtown Demolition (HKCF)
St. Stephen Baptist Church (KCAIA)
Garment District (HKCF)
Building Detail (HKCF)
Seth Ward House (KCLC)
Porch Detail, Benton Boulevard (HKCF)
Berleau Paper House (HKCF)
Cathedral of the Immaculate Conception (KCAIA)
Swope Memorial and Mausoleum (KCAIA); Starlight Theater (KCAIA)
Lykins House Protest (HKCF)

Chapter II

Valentine Neighborhood Streetscape (KCLC)
Boley Clothing Company Building (KCLC)
Detail, Cathedral of the Immaculate Conception (HKCF); Egyptian Revival Detail, Stein and McClure Building/Siegrist Engraving Company (HKCF)
Town of Kansas Archaeological Site (KCLC)
Miscellaneous Architectural Details (HKCF)
Bungalow Houses with Tudor Detail (HKCF); Mid Town Apartment Building (HKCF)
Ninth Street, West of Baltimore (KCLC)
Bellerive Hotel (HKCF)
Rehabilitation in Progress, Courtney Row (HKCF)
Virginia Hotel, Quality Hill (HKCF); Uptown Theater (KCLC)
Residence, Benton Boulevard (HKCF)
Edward L. Scarritt Residence (KCLC)
Commercial/Residential Mix (HKCF)
Queen Ann Style Residence, Indiana Avenue (HKCF); Sophian Plaza (HKCF)
Nelson Gallery - Atkins Museum (HKCF)
New York Life-UtiliCorp United Building (KCAIA)
Town of Kansas c. 1850 (JCHS)
Fire Station No. 26 (HKCF); Block City Exhibit, Center for Understanding the Built Environment (HKCF)
Interior, Historic Kansas City Foundation Rehab House. (HKCF)
Union Station (KCLC)
Country Club Plaza (KCAIA)

Chapter III

Rockhill Neighborhood (KCAIA)
Boley Clothing Company Building (KCLC)
Architectural Detail, Scarritt Building (HKCF)
Map: Northland Cultural Resource Sensitivity & Parks and Greenways/Archaeological Site Probability (KCPDD)
Janssen Place Entrance (KCLC)
Peristle, St. John and Gladstone (KCLC); Paseo Boulevard Trellis (KCLC)
Crestwood Entrance, (KCAIA); Hyde Park Residence (HKCF)
Map: Distribution of 1990 Housing Units Built Before 1940 (KCPDD)
Ninth Street. West of Baltimore (KCLC)
Old Public Library - Ozark Life Insurance Company (KCAIA)
Kansas City Star Building (KCAIA)
Crestwood Shop (KCAIA)
Fire Station, 45th and Troost (KCLC); Queen of the Apostles Church (KCAIA)
Edward L. Scarritt Residence (KCLC)
Community Christian Church (KCAIA)
Bonfils Building (KCAIA)
Residence, Mid-Town (HKCF)
8th Street Garment District (KCAIA)
Community Impact Analysis Chart (KCPDD)
Keneseth Israel Beth Shalom Synagogue - Christ Temple Pentecostal Church (KCAIA)
Young Men's Christian Association Building (HKCF)
Vine Street Work House (KCLC)
Downtown Demolition (HKCF)
Town of Kansas c. 1850 (KCLC)
Student and Liberty Memorial Model, Center for Understanding the Built Environment (HKCF)
McKay Law Offices (HKCF)
Four Square "KC Shirtwaist" Style Residence (HKCF)
Craftsman (HKCF); Homes Tour (HKCF)
Elmwood Cemetery (HKCF)
Union Station (KCLC)
Alexander Majors House (KCAIA); John Wornall House Museum (JCHS)
Map: Heritage Corridor (KCCPD)
Detail: Spanish Revival Style (HKCF)
Pacific House, River Market (KCAIA); Mutual Benefit Life - IBM Plaza Building (KCAIA)
Colonial Revival Residence (HKCF); St. Francis Xavier Church (KCAIA)
908 Liberty, West Bottoms (MMZ); Commercial Building (HKCF)
Architectural Detail, Longmeadow Apartments (HKCF)
Westport High School (HKCF)

All recommendations contained in the FOCUS Plan, and all of its parts, are subject to legal review for compliance with law, including federal, state and local. If any of the recommendations conflict with law, the legal issues shall be resolved prior to implementation of the affected recommendation.

Introduction to FOCUS

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities.

Thousands of Kansas City's citizens have created this blueprint for the future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS - Forging Our Comprehensive Urban Strategy - is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the City of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that people are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

> *We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.*
>
> *We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, our neighborhoods, our schools, our businesses and our city.*

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for the City to achieve its vision. These are the foundation of our City's character. All City actions are measured against these fourteen principles. They were derived from the wealth of

citizen ideas generated in the Phase I Perspective Group process.

Reaffirm and Revitalize the Urban Core
Central to the city' s vitality is the urban core, with its diverse population; historic neighborhoods; cultural, recreational, and sports attractions; central business corridor; and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development
7The health of our city depends on recognizing the interdependency of the city' s suburban areas and the urban core. Each must be healthy for the city to attract development and grow. Quality suburban development enables the city to compete for residents and jobs and is an important part of the city' s ability to grow in the future.

Plan for a Well Designed City Framework
The design and maintenance of the city' s transportation and infrastructure systems create a framework for sustainable development. Excellent planning systems create a framework for sustainable development. Excellent planning and urban design create a unique city that is physically unified and beautiful.

Strengthen Neighborhoods
Well planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship
Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City
Personal comfort, safety, security and peace of mind are essential to residents and businesses in a livable city.

Respect Diversity
Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts
Learning is fundamental to citizenship, self enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city' s economic base.

Develop Jobs for the Future
The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its

competitive role and provide employment opportunities for its citizens.

Create Opportunity
Community and individual self esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People
Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow' s world.

Target Financial Investments Strategically
The city must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city' s vision.

Build Government through a Strong Partnership with Citizens
Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional Cooperation
The City of Kansas City is at the center of a metropolitan community where the challenges of building on the region' s strengths and addressing its problems demand a collective response.

FOCUS Phase II - The Strategic and Comprehensive Plan

Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans, were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded steering committee, with the help of seven work teams made up of over 350 people and additional community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

The Citywide Physical Framework Plan provides strategic land use planning guidelines and addresses the future character of growth, development and redevelopment as well as capital needs of the City.

The Neighborhood Prototypes Plan recommends specific actions to improve Kansas City's neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies to their distinct requirements.

The Preservation Plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

The Urban Core Plan includes inventive strategies for central city neighborhoods, downtown, and the Central Business Corridor and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

The Northland Plan targets investment strategies to maintain existing neighborhoods and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle friendly throughways.

The Human Investment Plan outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

The Governance Plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven work teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues, enabling all parts of the city to work in concert toward the same goals.

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks." With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a new American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relates to these Building Blocks. A more detailed description of the Building Blocks can be found in the document entitled "FOCUS Kansas City - An Overview."

Building The New American City
Making Connections For The 21st Century

The qualities in our heritage that made us a great city will also help us move into the 21st Century as the **New American City.** Kansas City has always had the willingness to take the bold step--from the construction of the Hannibal Bridge in 1869, that guaranteed us pre-eminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance, that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face future challenges.

Current trends tell us that the American city of the 21st Century will be an eclectic place with a diverse population and a diverse economic base and an array of lifestyle and job choices. Kansas City can position itself to become a model for this new kind of city because it does not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one connected city with a clear agenda for the future.

FOCUS emphasizes *connections* - connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Kansas City has the natural, physical, and human resources necessary for

success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandates investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the **New American City** is a new way of thinking and acting. The following pages represent Kansas Citians' commitment to our city, our children and our aspirations for the future.

Executive Summary

The basic purpose of preservation is not to arrest time, but to mediate sensitively with the forces of change. It is to understand the present as a product of the past and a modifier of the future.

John W. Lawrence, 1970.

A Plan for Meaningful Communities provides Kansas City with an exciting, broad-based and inclusive preservation model. It is directed toward creating opportunities to develop, through preservation activities and programs, livable, vital, and sustainable neighborhoods and commercial centers. To accomplish this, the plan broadly focuses on Kansas City's "historic resources," including not only its buildings but also its parks and boulevards, fountains and monuments, landscapes, trails, battlefields and prehistoric and historic archaeological sites. These are the unique and precious assets which give Kansas City its "sense of place."

This preservation planning component presents initiatives which integrate historic preservation fully into Kansas City's mainstream. By drawing on preservation's demonstrated strengths, bolstering existing programs and creating new mechanisms, Kansas City can not only protect valuable

resources but also coordinate the processes involved in this protection. The plan capitalizes on the popular "back to the city" movement which celebrates traditional urban environments, the fast-growing heritage and cultural tourism industry, and the strong public support for environmental stewardship. Most importantly, it provides strategies which will allow preservation an important participatory role in completing the transformation of Kansas City into a vibrant, diverse and cohesive community.

Five aspirations/goals compose the key elements to achieving this vision. They are action goals and form the cornerstones for integrating preservation into Kansas City's planning and programs for the next twenty-five years:

Old Board of Trade 1906

- **Accelerate the Identification and Evaluation of Historic Resources to Facilitate Planning and Compliance with Federal, State, and Local Regulatory Processes.**
- **Improve the Economic Viability and Better Utilize the Benefits of Preservation of Historic Resources.**
- **Modify Regulatory Processes to Encourage Preservation.**
- **Increase Public Awareness of Heritage and Preservation Values and Issues.**
- **Promote Heritage Tourism as an Economic Development Program.**

Old Board of Trade 1997

Why a Preservation Plan? Capitalizing on Kansas City's Historic Assets

Preservation programs offer two important benefits to Kansas City. Preservation has its own intrinsic value in celebrating the city's diverse cultural heritage and grounding us in our shared history and values. It also has proven utilitarian value as a tool for economic development and environmental stewardship.

Commitment to preservation may be the single most effective act of fiscal responsibility Kansas City governmental entities can undertake. The existing built environment represents a massive taxpayer investment in infrastructure and building stock. The City's large inventory of valuable buildings, urban infrastructure, established businesses and neighborhoods, and cultural and educational institutions compose its old centers. Within the projected life of FOCUS, over two-thirds of the City's building stock will be considered "historic," by virtue of its age.

Decisions regarding the City's existing built environment require both short-term and long-term fiscal accountability. In particular, conservation of buildings, neighborhoods, and sites of historic value is one of the best tools for recovering the worth of past investments while fueling a new economic force. The most successful revitalization efforts in the country - Seattle, St. Paul, Charleston, San Francisco, Denver, Indianapolis, San Antonio, Columbus, Boston, Baltimore - utilize historic rehabilitation as the core of their revitalization strategies.

The efforts of these cities are testimony to the fact that the most successful efforts to create sustainable cities merge the old and the new. By combining preservation, adaptive reuse and new construction, the public at large, the City, property owners, visitors, and future generations reap economic, environmental, cultural, and social benefits. This "creative adaptation" instills pride in and respect for the aesthetics and craftsmanship of another time; opportunity for architectural innovation and problem solving; enhancement of the urban fabric; and greater security, stability and beauty.

A Unique Sense of Place

Kansas City has a rich legacy of historic landmarks, sites and neighborhoods and a wealth of archaeological resources which bring knowledge and understanding of past cultures. These are the physical assets of Kansas City, the elements that make it unique, that educate and foster civic pride. These are the elements that retain our collective urban heritage and provide a positive alternative to continued suburban sprawl. They are assets that enhance the quality of life and give meaning to the City's diverse communities.

To aid the City's development and transformation in the next twenty-five years, Kansas City must execute plans to both

conserve and communicate its unique attributes to its citizens, business community and potential investors, for in today's markets it is the differentiated products that prosper. Tomorrow's products are knowledge and information - commodities that can be transported instantaneously and cheaply. Low taxes, cheap labor, and available transportation are becoming less important in selecting locations for business expansion; the major variable is quality of life for the employees and that often mentioned "sense of place."

Revitalized Neighborhoods and Commercial Centers

Kansas City has successful models for preservation which demonstrate the positive economic impact which occurs when preservation is used as a tool for planned revitalization efforts. Residential neighborhoods such as Hyde Park, Roanoke, Valentine, West Plaza, and Pendleton Heights, through the formation of strong neighborhood groups and an emphasis on historic preservation, now boast successful revitalization efforts where rehabilitation of dwellings is commonplace. In certain areas of the urban core -- the River Market, the Garment District and Mid-Town -- conservation and rehabilitation of the City's historic industrial and commercial building stock are integral parts of citywide revitalization efforts.

The Economic Benefits of Historic Preservation

Rehabilitation activity is ranked in the top 20% of activities in:

- Increase Household Incomes
- Number of Jobs Created
- Overall Impact

According to the National League of Cities:

- The 7th most often cited economic stimulus is historic preservation.
- 15 cities consider historic preservation as the keystone of their redevelopment efforts.

Clear public policy that favors historic preservation, particularly when integrated in the planning process and targeted at identifiable districts, provides a level of certainty and stability that is necessary to attract investment. Preserved neighborhoods create stability of population, a greater tax base, job retention and less drain on city services. Rehabilitation efforts in Kansas City demonstrate what the statistics supplied by the U.S. Department of Commerce show:

- If no demolition is required, a major commercial rehabilitation will probably

cost from 12 percent less to 9 percent more than the cost of comparable new construction, with the typical building cost savings being about 4 percent.

- If new construction requires demolition of an existing building, the cost savings to rehabilitate instead range from 3 to 16 percent.

- Whenever major elements of the building can be reused – such as mechanical, plumbing or electrical systems, windows, or roof -- the cost savings increase significantly.

Venues for Heritage Tourism

Tourism is big business! It creates jobs, new businesses and higher property values. Well-managed tourism programs improve the quality of life and build community pride. Heritage tourism is a significant component of the tourism industry. This plan provides initiatives which capitalize on existing historic resources and presents new programs to develop heritage tourism as a significant element in the local economy.

Few cities can match Kansas City in the range of historic sites, trails, museums, cultural landscapes, neighborhoods and commercial centers associated with significant national events. Even fewer can claim a role in the development of cultural, economic, and political forces which launched a president. Kansas City retains, through its existing cultural resources, tangible ties to prehistoric and historic native peoples, the era of European exploration, the journey of Lewis and Clark, the Santa Fe commercial and the California and Oregon passenger trails, the Mormon settlement and expulsion, the Border and Civil wars, the James and Younger gangs, the beginnings of the American livestock industry, the birth of the city planning movement, and the rise to the presidency of Harry S. Truman. Existing resources such as the John Wornall House Museum, Alexander Majors Home and Arabia Museum, as well as future sites such as the 18th and Vine District and Town of Kansas archaeology site provide a sampling of the quality attractions which can be utilized to make tourism one of the City's leading industries.

Benefits of Tourism

Preferences of US Family Travelers:

Historic site or district: 30%

Tourism in Missouri

Tourists spent: $9.1 billion

Jobs: $6 million

Tax Revenues: $3.6 billion

This plan recommends proven initiatives that will make heritage tourism work for Kansas City. It provides for authenticity and quality interpretation of the past, preserving and protecting historic and cultural resources, and encouraging collaboration and linkages within the city and throughout the region. In particular, the concept of a physical heritage corridor which serves as the spine for a connecting network linking historic attractions within the City and throughout the region is the focal point of the program recommendations. It identifies a crucial "interpretive" beginning point for telling the Kansas City story and links existing sites and new venues into a flexible but cohesive network of resources. It also provides the framework for shared and cooperative programming and marketing efforts.

Environmental Stewardship

The citizens of Kansas City increasingly support environmental conservation efforts. A growing awareness of how their surroundings fit into the larger environment has led to the recognition of the importance of embodied energy contained in built resources and efforts to encourage better stewardship of older buildings and structures. Using preservation as a tool for conservation of resources provides a rational and effective economic strategy for the future. As a society, our increased production of solid waste has occurred concurrently with our increased understanding of the environmental imperatives of proper disposal methods. These two parallel conditions make disposal of solid wastes a very expensive undertaking. Many cities are currently banning construction and demolition debris because of the disproportionate percentage of landfill space it requires. Conservative estimates show construction and demolition debris composing from 14 to 25 percent of the waste stream.

Cultural Diversity

Kansas City's historic resources are the cultural artifacts that reflect the

development of the area's diverse ethnic groups. Each of them had a profound role in the design and construction of the City's built environment. As a result, these environments provide strong ties and connections within and between different groups. For native Americans, the rich assortment of archaeological remains found along the streams in Jackson, Clay and Platte counties hold special significance. For African-Americans, the 18th & Vine district, Steptoe neighborhood and other enclaves have great meaning and historic value. For Kansas Citians of Irish, Italian and Asian descent, the area around Columbus Park has similar importance. In the West Side and the West Bottoms, successive waves of Irish, Germans, Scandinavians and Hispanics have left an indelible imprint on the community.

Existing Programs - The Federal State and Local Preservation Partnership

Perhaps one of the strongest reasons historic resources are an asset is that people like them. People admire and seek out historic environments because they offer quality craftsmanship and materials, create variety, and encourage human interaction in a familiar, comfortable context. In response to this, national, state and local preservation partnerships grew during the past twenty years. Today, Kansas City's historic resources are preserved though a variety of public and private programs which provide proven benefits. These important assets need to be refined and built upon.

Many Federal laws affect historic preservation in various ways. They authorize Federal support for preservation programs, define procedures relevant to different kinds of preservation activities, create opportunities to preserve different kinds of resources and encourage Federal agencies to consider and mitigate adverse impacts on historic properties within their control.

Rehabilitation Tax Incentives

***Federal Rehabilitation Tax Credit*:**

20% for rehab of National Register property.

10% for rehab of non- historic structures built before 1936.

State Rehabilitation Tax Credit:

25% for rehab of National Register properties.

Project Qualifications

Listed on the *National Register of Historic Places* or certified.

The project must constitute a " substantial rehabilitation" .

The building must be depreciable property.

The project must be rehabilitated in accordance with the *Secretary of the Interior' s Standards for Rehabilitation.*

Federal programs also offer incentives to encourage preservation of valuable historic resources. The rehabilitation tax credit provides a 10 - 20 percent credit for rehabilitation of historic buildings. The low-income housing credit and the rehabilitation credit may be combined when a historic structure is rehabilitated for use in a low-income housing project. The owners of properties which are listed or are eligible for listing in the *National Register of Historic Places* may donate a preservation easement to a charitable organization or governmental agency and receive a charitable contribution deduction. Easements may also be donated for scenic or landscape elements or for open space.

In addition to the Federal tax incentives available for rehabilitation, there are also a number of State and City programs which are available to historic neighborhoods and commercial areas. During its 1997 term, the Missouri Legislature passed a 25 percent tax credit for rehabilitation of certified historic commercial properties. The program uses the same criteria as the Federal tax credit and is administered by the same State staff, thus combining the Federal and State tax credits into one unified process. Of the general local development incentives available, five are viewed to be most viable for encouraging rehabilitation. These include: Tax Increment Financing, Chapter 353 Tax Abatement, Land Clearance Redevelopment Authority (LCRA) Law, Section 108 Loan Program, and Neighborhood Improvement District Act (NID). These general development incentives can be combined with other State and City programs to stimulate investment in historic buildings.

By design, the strongest element of the Federal, State and City preservation partnership is at the local level. As provided for by City statutes, the Historic Preservation Management Division (HPMD) of the City Planning and Development Department is responsible for the management of the City's preservation program. The regulatory framework for preservation is in place through Kansas City's Preservation Ordinance, which created the Landmarks Commission.

Currently, designation to the *National Register of Historic Places* and/or to the *Kansas City Register of Historic Places* is the primary means of resource protection. Approximately 1,880 properties receive certain types of limited protection through listing on the registers. In addition, plans such as the *Historic Resources Survey Plan* (HRSP) and the *Archaeological Resources Master Plan* (ARMP) serve as administrative guidelines and tools for the Landmarks Commission. Several programs have City administrative support but retain varying degrees of autonomy. They include the Landmarks Historic Trust Corporation, Kansas City Parks and Recreation Department and Municipal Arts Commission.

Benefits of Local Historic Designation

Protect the investments of owners and residents of historic properties.

Encourage better quality design.

Help the environment.

Result in a positive economic impact from tourism.

Enhance business recruitment potential.

Give a tangible link to the past, a way to bring meaning to history and to peoples lives.

Provide social and psychological benefits.

In addition to the various government preservation programs, Kansas City has a number of well-established private and professional organizations which provide research, interpretive, technical, educational, advocacy and protective programs relating to preservation. Equally important is the role played by strong neighborhood associations in neighborhood conservation and rehabilitation.

The Preservation Plan

This plan for preservation outlines policies and activities to preserve the fundamental fabric of the City, as well as individual properties woven into the fabric. Five goals, each with a supporting initiative, compose the key elements to achieving this vision. Supporting actions are included in a chart at the end of this section.

Aspiration/Goal # 1: Accelerate the Identification and Evaluation of Historic Resources to Facilitate Planning and Compliance with Federal, State, and Local Regulatory Processes.

A major component of historic preservation efforts in Kansas City is the on-going identification and evaluation of historic resources through surveys. Effective preservation planning takes place when there is sufficient knowledge of the number, location, and significance of standing and buried resources. This knowledge can be used in a variety of ways: to protect significant resources from demolition and unsympathetic alteration; to determine the location and distribution of resources for planning, development and incentive programs; and to establish funding priorities for further evaluation and protection efforts.

Information gained in survey applies not only to preservation activities, but also to the successful implementation of a majority of the FOCUS goals. For example, survey data can be used by neighborhood development groups as part of their assessment of resources to avoid destroying or significantly altering properties which might qualify for Federal, State and local preservation incentives. Archaeological survey data can alert a developer to buried resources during the planning stage or allow property owners the opportunity to take advantage of donating easements for charitable contributions.

Initiative: Increase the volume of historic/architectural properties surveyed beyond current levels, as outlined in the Historic Resources Survey Plan of Kansas City, Missouri.

During the past twenty-five years, survey efforts recorded 12,000 historic/architectural properties. This is only 20 percent of the buildings constructed prior to 1950. Much of the early survey information is limited to basic facts that have not been expanded or updated. Nor have past efforts been targeted in a systematic manner. To address these problems, the City completed the *Historic Resources Survey Plan* (HRSP) in 1992 which established survey criteria and priorities in a realistic and comprehensive approach to the identification and evaluation of architectural/historic resources. However lack of regular and adequate levels of funding require new approaches to meet development demands.

Initiative: Establish a formal archaeological survey program in conformance with the Archaeological Resource Master Plan for Kansas City.

The extent of potentially significant archaeological sites in Kansas City is not fully known. Although the City completed studies which provide broad recommendations and priorities to guide future identification, evaluation and protection efforts, no formal program exists. Currently, archaeological survey is conducted only when triggered by Federal law. Existing studies suggest that the tributary streams feeding the Missouri River and the bluffs along the Blue and Little Blue rivers are prime areas for the presence of archaeological sites.

In addition to the more obvious benefits of preserving information about past cultures, knowledge of the location and condition of archaeological sites is crucial to facilitating both public and private development projects. Any Federal, State or local governmental agency which receives Federal funding must identify, evaluate and mitigate damage to archaeological resources. This includes both individuals and corporations receiving Federal funding. Knowledge of the location, or even the ability to predict the possible occurrence of archaeological sites, provides advance notice to these entities to

plan for the required investigation in order to avoid expensive last minute delays in project development. This initiative also links with the Northland and Citywide Plan components in combining protection of green space and scenic easements with protection of areas containing significant archaeological resources.

Initiative: Improve ability to evaluate, apply and disseminate survey data.

The HPMD developed a survey database program to assist in analysis and planning. This and other data from historic surveys can begin to be merged with other City information systems to provide more comprehensive information for planning activities.

Currently, the focus of architectural and historic surveys is limited to targeted areas which appear to include enough significant resources to be designated as historic districts. Individual properties are not surveyed or evaluated unless there is a specific request for a property evaluation or it is required by Federal law. Nevertheless, evaluation is needed to determine a level of significance when deciding what types of protection are required. For example, the Neighborhood Plan includes four area types representing different stages of development. Survey information on the level of significance of properties in a neighborhood can play a role in determining what protective development strategies are needed. It also will identify what preservation incentives might be applicable.

Initiative: Develop cooperative programs between Kansas City Parks and Recreation Department and the Historic Preservation Management Division, Department of Planning and Development in ongoing systematic identification and evaluation of historic landscapes and sites in the Parks and Boulevards system.

Preservation of Kansas City's historic parks and boulevards system falls under the jurisdiction of the Board of Park Commissioners. In addition to the historic landscapes, trails, buildings, structures and sculptures within the system, a number of historic and archaeological sites are located in park lands. The Kansas City Parks and Recreation

Department recently completed a historic landscape survey of the parks and boulevards system. Because of limited funding options and the large number of above- and below-ground resources yet to be surveyed (both within the park system and throughout the City), it is important to address the task of identifying all resources as an integrated whole and to establish comprehensive Citywide priorities for planning and funding purposes.

Aspiration/Goal #2: Improve and Better Utilize the Economic Viability and Benefits of Preservation of Historic Resources.

For over twenty years, preservation has proven to be a successful tool for revitalization. When incorporated with incentive programs, it is particularly powerful as an instrument for economic development. Demonstrated long-term benefits include: 1) new businesses formed; 2) private investment stimulated; 3) tourism stimulated; 4) increased property values; 5) enhanced quality of life and community pride; 6) new jobs created; 7) compatible land-use patterns; 8) increased property and sales taxes; and 9) pockets of deterioration and poverty diluted. Kansas City can reap these benefits by better utilizing existing Federal, State and local preservation programs and by strategic use of incentives to reward preservation projects.

Rehabilitation Jobs in Missouri

In Missouri, $1 million in building rehabilitation creates:

3 more jobs than does manufacturing $1 million of electronic equipment.

5 more jobs than the production of $1 million of agricultural products.

Initiative: Target existing public incentives to projects in areas with existing public infrastructure and significant historic resources.

A variety of incentives for development and redevelopment projects are currently available in Kansas City. Some of these incentives support historic resource protection, but because of the lack of understanding of preservation benefits, they are primarily targeted toward new development. Many incentives have blight or similar conditions as a precedent, but none are specifically directed toward the preservation of older or historic structures. While existing incentives led to economic development in the urban core, targeted preservation incentives would stimulate even greater growth.

Initiative: Develop new economic and regulatory incentives to encourage the renovation and occupancy of historic buildings.

Using preservation incentives -- the Federal and State rehabilitation tax credit, the Federal charitable contribution for preservation easements, and the Missouri Revolving Loan program -- individually, or in concert, can be an effective stimulus to preservation. When these incentives are "piggy-backed" onto other incentives, their combined impact on economic development is even greater.

Planners in Denver, Baltimore and Seattle found that using incentives in specially designed "tool kits" to address specific development challenges accelerated economic development and neighborhood revitalization. These programs took advantage of:

- Grants
- Revolving Loan Funds
- Emergency Stabilization Loans
- Tax Credits
- Preservation Easements
- Design Assistance
- Flexibility in Building Codes
- Transfer of Development Rights.

Initiative: Eliminate disincentives to the preservation of significant commercial and residential properties.

Many regulations, city policies and processes directly or inadvertently promote resource destruction. For example, tax appraisal policies encourage demolition by neglect. An example of an action to remedy a disincentive might be the use of incentives to remove hazardous waste in rehabilitation of historically significant buildings.

Cost of Rehabilitation vs. New Construction

No demolition required

Rehabilitation will cost from 12% less to 9% more than the cost of comparable new construction.

Typical cost savings of 4%

Demolition required

Cost saving from rehabilitation should range from 3% to 16%.

Aspiration/Goal #3: Modify Regulatory Processes to Encourage Preservation.

The most effective planning and protective mechanisms of city government employ as few restrictions as are necessary to produce effective outcomes. City preservation processes, like all governmental programs, should protect historic resources in an efficient, convenient, clear, reliable and predictable manner with the "citizen-as-customer" as a focal operating principle.

During the past twenty-five years, as the preservation movement evolved and merged into governmental planning programs, it became more complex and varied in its applications. In planning for the future, it is important that preservation ordinances, policies and procedures be fully integrated into all City agencies and partners which relate to planning and economic development. Providing services to the public in an effective manner will require new procedures. It will require preservation planners to be involved in the following areas:

- Dangerous Building Cases
- Requests for Demolition Permits
- Plats Review
- City Plan Commission Review
- Chapter 353 Development Review
- Tax Increment Finance (TIF) Review
- Board of Zoning Adjustment (BZA).

Initiative: Streamline and tailor the City's general review and regulatory processes to keep them from becoming a disincentive for renovation projects.

Current land use regulations, including the existing zoning ordinance, zoning district classifications and demolition procedures, have negative impacts on neighborhood conservation efforts. Zoning regulations contribute to patterns of neighborhood change and disinvestment. In some older residential neighborhoods, office,

commercial or multi-family housing conflict with the scale and architectural character of the area. Other neighborhoods suffer from inadequate separation of residences from new industrial uses. Current problems also include:

- lack of flexible provisions for developing compatible new "infill" housing on vacant lots;
- lack of appropriate design guidelines and site development controls to encourage quality rehabilitation and comparable new construction worthy of preservation in the future;
- lack of effective procedures to discourage demolition of significant structures.

The current Landmarks Ordinance does not fully reflect or take advantage of changes in preservation law or regulatory strategies which have developed over the past two decades. While designation on the National or Kansas City registers of historic places is the primary means of resource protection, it is limited in its application. For example, regulatory strategies that utilize preservation zoning overlay could provide flexibility and consistency to landmark ordinances. Some cities use conservation districts as buffer zones for historic districts. Others use "tiered" levels of designation for local districts which allow tailoring of design review to the conditions and special property types of a given neighborhood. This would be of particular benefit in relation to the "Neighborhood Areas" defined by the Neighborhood Plan. In addition, new regulatory and policy guidelines are needed to manage a program successfully that predicts, identifies, and protects significant underground resources. This will expedite development projects using Federal funds and promote planning for open spaces.

Quality of Life Factors

Older and historic buildings differentiate one community from all others.

Many quality-of- life activities are housed in historic buildings.

The quality of older and historic buildings and the quality of their reservation say much about a community's self image.

Currently, the City uses the 1991 Uniform Building Code (UBC), which is written primarily for new construction. If a property is locally designated as significant, building officials have some latitude for discretion. Of the 60,000 buildings over fifty years in age, only 1,800 designated buildings are eligible for code mitigation. As a result, most owners and developers must negotiate each building code review before a cost for rehabilitation can be determined. Moreover, there is no guarantee that there might be a shift in the opinion between the initial review and the final permitting process. Other cities and states use special standardized building codes written for older buildings. Because of the large number of buildings in Kansas City which are more than fifty years in age, it would be beneficial to rely on a separate standardized code for older buildings that has proven to work in other cities.

Initiative: Integrate preservation goals into city processes, policies and plans.

To enable Kansas City to take advantage of the benefits of historic preservation, its methods and policies must be integrated into city processes. To be successful in preservation specifically and in economic development generally, governmental, quasi-governmental and private entities must participate in coordinated planning efforts. Successful planning decisions arise from consideration of the impact on the community as well as developer goals. This avoids short-term trade-offs which not only fail to utilize all the available resources, including those which are historic, but also provide no real long-term gain for the City.

Initiative: Develop methods and criteria which encourage conservation of historic resources.

Rehabilitation of older and historic properties reduces vacancies, stabilizes neighborhoods and saves the City millions of dollars in the long term. Allowing older areas to decline results in demolition of the existing building stock, promoting waste of valuable community resources. As a matter of policy, Kansas City should develop rehabilitation alternatives to demolition.

Aspiration/Goal #4: Increase Public Awareness of Heritage and Preservation Values and Issues

Promoting an appreciation for Kansas City's collective heritage, the history of its trails neighborhoods, parks and boulevards, and its great landmark buildings, is a vital step in building civic pride, respect for the environment and, ultimately, support for preservation. Heritage education should be an important part of life-long learning in Kansas City. If future generations are to understand and respect their community, they must be able to understand it on multiple levels: how it functions, why it came to be the way it is, who played a part in shaping it and what gave it meaning. Heritage education is a basic link to feeling a part of a larger whole, a part of a community which has meaning and identity.

Educational issues relating to Kansas City's heritage and its preservation fall into four categories: 1) an appreciation for the region's unique history; 2) an understanding of broad preservation values and the economic and cultural benefits of preservation; 3) knowledge of the processes and ramifications of protection of resources through City programs; and 4) instruction in the care and rehabilitation of historic properties. Each of these areas requires coordinated and targeted programming.

How this information is communicated is also important. Understanding preservation processes, methods and treatments can be a fairly complicated process to design professionals as well as the average property owner. Preservation education must strive to be "user friendly." This will require development of new products and coordination of the dissemination of information.

Initiative: Utilize the City as a laboratory for heritage education for life-long learning.

Kansas City's historic sites, trails, neighborhoods and commercial centers provide diverse and exciting "classrooms." In many cities, historians, archaeologists, preservationists, and environmentalists recognize the importance of engaging the public by making history more accessible. Schools, universities, local governments, museums, and other public and private organizations offer programs for youth, hobbyists, tourists, and the public at large.

Initiative: Develop programs designed to help neighborhoods utilize preservation and to access the City's preservation programs easily.

Despite a wealth of "user-friendly" information regarding neighborhood preservation published by national and local preservation entities, there is no convenient and consistent vehicle to distribute information. As part of a recent grant project, City staff polled owners of properties in historic districts regarding their preservation needs. The highest ranking request was for technical information on rehabilitation.

Initiative: Create products and activities to educate elected officials, City staff, developers, investors, planners, contractors and design professionals about the advantages of preservation.

Gaining the support of decision makers, users, lenders and design professionals for a preservation ethic will provide core supporters for policy and practice that will take advantage of historic assets. A coordinated and consistent advocacy program, targeted to specific audiences, is essential to building public/private partnerships in preservation.

Initiative: Provide educational materials and programs addressing the nuts and bolts of preservation : techniques, skills, and good rehabilitation practices.

While there is a wealth of information regarding "how to" rehabilitate older properties, it is not accessible in a comprehensive and coordinated manner. Despite a demonstrated interest, there are few programs -- workshops, seminars, etc. -- offered which teach proper techniques. Within the building trades, there is a need to pass on techniques and crafts of the past and current preservation methodology.

Initiative: Cultivate media interest in preservation issues around a consistent set of messages.

Supporters of preservation must consistently communicate the

value of preservation as a tool for economic revitalization as well as its historical and cultural merits. While preservation issues do well in the newspaper's arts section or as a feature story, when coverage occurs in the context of finances or land-use, the full story of its benefits is not communicated.

Aspiration/Goal #5: Promote Heritage Tourism as an Economic Development Program

Kansas City has a great opportunity to take economic advantage of its historic resources. According to information from the U. S. Department of Commerce, heritage tourism is one of the country's leading businesses and it is one of the fastest growing segments of what is becoming the world's largest industry, the travel industry. The heritage traveler visits one-half day longer and spends $62 more per day than other tourists. Somewhere between 10 and 20 percent of every dollar spent by visitors goes into the coffers of State and local government. One-third of all vacationing families visit historic sites.

Initiative: Develop a comprehensive heritage tourism program which integrates historic sites and vendors into program planning and implementation.

For the past twenty years, promotion of historic sites has been incorporated in a variety of ways into the City's tourism marketing program. However, there has not been a realization or an effort to capitalize on the region's unique heritage as a significant core program of the tourism industry. Too often, commercial interests of for-profit entertainment vendors and the hotel-restaurant industry wield greater influence in tourism programming than the attractions which actually generate the most attendance or have a capacity to create new markets. Kansas City needs to promote new "key" heritage attractions, to capitalize on existing programs and to link them into a comprehensive historic tourism package. This initiative, in turn, needs to be a cornerstone of all City tourism programming and funding.

Initiative: Designate a Kansas City Heritage Corridor

The metropolitan area has a wealth of historic sites. Despite efforts at regional cooperation and attempts to package heritage

tourism within the boundaries of the City itself, Kansas City is not seen as a heritage destination. One primary factor influences this: there is no "starting place." Orientation of visitors to a City or a region is the primary building block to establishing an integrated heritage interpretation program. From a starting place and a central heritage corridor, physical, informational, and interpretive links can be established.

Initiative: Encourage regional cooperation and networking in public relations and marketing efforts.

Despite its wealth of attractions, City tourism programs too often fail to link with regional and State tourism efforts in an effective manner. While there is cooperation on specific marketing programs and projects, there is a perception in Kansas City that venues outside the corporate boundaries are "adjuncts" rather than equally important parts of a larger whole. Marketing products and information reflect this bias.

Initiative: Develop a package of story ideas, print and tape footage which can be distributed to media.

As the City develops a regionally coordinated heritage tourism program, it can take advantage of the cultural tourism market by developing "free" marketing tools which acquaint the media with the wealth of historic resources which can enlighten and entertain the public. Currently, because of funding and staff limitations, most not-for-profit historic attractions are forced into a reactive marketing program. They do have successful brochure publication and distribution programs and issue press releases for special events. However, there is a larger opportunity to take advantage of media coverage through development of some basic general promotional materials.

Action Plans

The implementation of the Preservation Plan's five key aspirations/goals and supporting initiatives is dependent upon specific action strategies. They are both first steps and long range approaches to initiating programs. The following chart provides basic information regarding the time frame for beginning and estimates for completing actions.

PU = Public/Government PR = Private Sector

Action	PU/PR	3 Year	8 Year	Long Term
Apply annually for funds for survey.	PU/PR			
Expand the City Volunteer Survey Program.	PU/PR			
Predict archeological site occurrence.	PU			
Prioritize archaeological survey.	PU			
Evaluate surveyed properties for significance.	PU/PR			
Merge survey data with other City databases.	PU			
Est. cooperative survey planning between Parks Dept. & City.	PU			
Give incentive priority to significant historic resources.	PU			
Maximize/combine incentives in older neighborhoods	PU			
Target CDBG funds to programs affecting historic resources.	PU			
Target historic residential/commercial centers for incentives.	PU			
Develop rehab tax abatements for K. C. Register properties.	PU			
Give incentives to owners/leasees of historic buildings.	PU			
Provide financial assistance for designated properties.	PU			
Establish an endangered building revolving loan fund.	PU/PR			
Revise appraisal policies to discourage demolition by neglect.	PU			
Revise the tax code to discourage demolition.	PR			

Action	PU/PR	3 Year	8 Year	Long Term
Utilize incentives for environmental hazards abatement.	PU			
Support administrative costs of incentive programs for small developers.	PU			
Develop a lower fee schedule for building permits for rehab.	PU			
Exempt Kansas City Register properties from permit fees.	PU			
Eliminate parking issues as disincentives.	PU			
Update and enhance the Landmarks enabling ordinance.	PU			
Amend zoning ordinances.	PU			
Adopt a conservation building and fire code.	PU			
Develop a liaison to serve between developers and the City.	PU			
Accelerate the City review processes in historic districts.	PU			
Incorporate institutional planning into regulatory processes.	PU/PR			
Integrate "Preservation" into neighborhood planning.	PU/PR			
Develop a preservation analysis process for community impact analysis.	PU			
Initiate preservation plan with review within K. C. Parks system.	PU			
Include protection of historic resources as criterion for acquisition of public parks.	PU			
Define the City's preservation policy on Land Trust Board.	PU			
Establish notice and coordination procedures between professional staff and regulatory bodies.	PU			
Require cyclical maintenance program for all City-owned historic buildings.	PU			

Action	PU/PR	3 Year	8 Year	Long Term
Encourage public entities to occupy historic buildings.	PU			
Utilize "Main Street" program in targeted areas.	PU/PR			
Develop rehab alternatives for dangerous buildings.	PU/PR			
Develop program for significant abandoned properties.	PU/PR			
Develop county systems to denote designation for archaeological/historic significance.	PU			
Develop a local history curriculum.	PU/PR			
Link preservation and environment in school curricula.	PU/PR			
Establish in-service training for educators at historic sites.	PU/PR			
Develop tours for all ages.	PR			
Develop a cooperative public archaeology program.	PU/PR			
Cultivate media interest in preservation.	PR			
Develop a marketing program for historic properties.	PR			
Address environmental laws and regulations.	PU/PR			
Publish "index" of preservation information.	PR			
Est. technical assistance program for *Old House Network*.	PU/PR			
Target private user groups for educational programs.	PU/PR			
Develop training modules for City staff.	PU			
Designate a Kansas City Heritage Corridor.	PU/PR			
Develop Town of Kansas and KC History Center at Kansas City River Front/River Market area.	PU/PR			
Develop a management and marketing plan for Heritage Tourism.	PU/PR			

Introduction to the Preservation Plan

Historic Preservation - The careful management of a community' s historic resources; avoidance of wasted resources by careful planning and use; the thrifty use of those resources. To use or manage those historic resources with thrift or prudence; to avoid their waste or needless expenditure; to reduce expenses through the use of those historic resources.
Donovan D. Rypkema, *The Economics of Historic Preservation*

A PLAN FOR MEANINGFUL COMMUNITIES

A Plan for Meaningful Communities, one of seven component plans, is the historic preservation component of Kansas City's FOCUS master planning effort. It is also the final phase of a three-part planning effort initiated in 1992 by the Division of Historic Preservation Management of the City Planning and Development Department.

This separate, but complementary, planning effort included the *Historic Resources Survey Plan of Kansas City, Missouri*, which delineated a long-range approach to identification and evaluation of architectural/historic resources. This effort was broadened in 1993 with

the completion of the *Archaeological Resource Master Plan for the Cities of Kansas City and Liberty, Missouri (ARMP)* and in 1995 with *Planning for the Past: Archaeological Resources Management in Kansas City, Missouri - Program Recommendations* (RAMP), which developed a database and context for identification and evaluation of Kansas City's prehistoric and historic archaeological resources. The final preservation planning phase prior to initiation of the FOCUS work was the completion of preliminary drafts of a Downtown preservation plan and a citywide preservation plan which identified issues and strategies to be incorporated in the final FOCUS Plan.

Preservation Plan Component

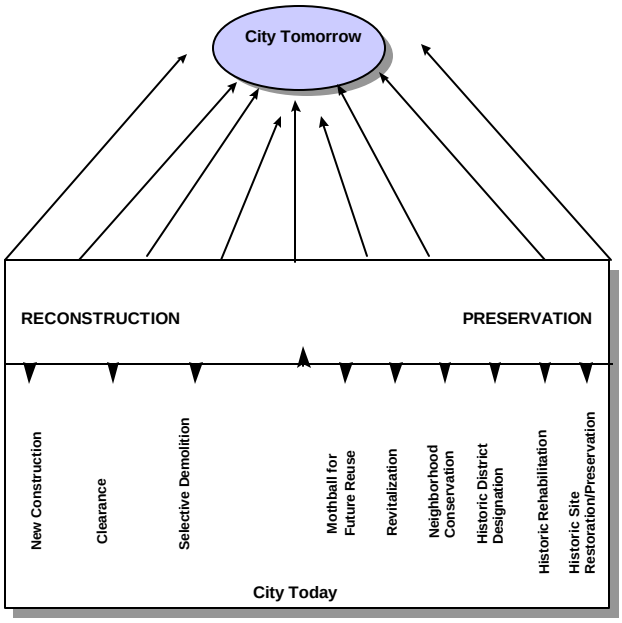
As Kansas City continues to grow and change, choices must be made regarding the course of its development. What is the City's vision of the future? Should it pursue the vision through demolition and rebuilding, or through preservation and reuse of resources. How do we strike a balance between both approaches? As exhibited in the "City Tomorrow" chart, preservation plays an important role in a whole range of land use strategies for guiding the City's future evolution.

The ultimate preservation challenge in Kansas City also includes the unification of the myriad neighborhood, civic, educational and non-profit groups to play a role in strengthening and implementing the City's preservation agenda.

Preservation Plan Framework

Why a Preservation Plan?

The title of this report, *A Plan for Meaningful Communities*, characterizes preservation as a broad-based and inclusive movement concerned with preserving livable, vital, and sustainable communities. To accomplish this, preservation focuses broadly on a community's "historic resources," including not only its buildings but also its parks and boulevards, fountains and monuments, landscapes, bridges, trails, battlefields and archaeological sites. These elements are unique and precious assets which give Kansas City its "sense of place." Preservation of these resources encourages economic development, promotes environmental stewardship, reflects and enhances cultural and ethnic diversity, and grounds us in our shared history and values.



For over fifty years, preservation organizations, neighborhood groups, government agencies and individuals have worked to preserve and protect Kansas City's historic legacy. Despite these efforts, many of the city's most significant resources have been lost and others remain threatened. Until a preservation ethic is incorporated into the community's policies and practices, Kansas City cannot fully realize the potential of its historic assets.

- Like many urban communities, parts of Kansas City's "downtown" can be used and marketed as a business asset. When economic development and planning programs are coordinated and incorporate provisions that discourage demolition and insensitive new construction and encourage rehabilitation and compatible new buildings, Kansas City's unique visual character will be preserved and augmented. Recently, private/public revitalization efforts began to focus on rehabilitation and reuse of existing structures rather than new development projects. The success of these efforts in such areas as Quality Hill, the Garment District, Ninth Street between Main and Broadway, and the River Market area serve as concrete examples of creative blends of new and old.

- Numerous programs for neighborhood revitalization seek to create affordable housing, assist homeowners through rehabilitation projects, reduce the number of vacant lots, enforce codes, plant street trees and re-pave streets and sidewalks. Many of these neighborhoods are more than fifty years in age and would benefit from the incorporation of preservation standards for rehabilitation and new construction that have an established record throughout the United States in stabilizing or increasing property values in similar neighborhoods.

- Kansas City is the site of numerous colleges, universities, religious properties, schools, and medical centers. The city also contains important and sizable governmental facilities. Institutional properties have a significant impact on surrounding residential neighborhoods and on the city's tax base. Addressing institutional needs in the context of a larger neighborhood planning effort makes sense. It assures quality growth and prevents neighborhood decline. Creating programs to assist and reward institutions in identifying historic resources on or adjacent to their property and planning for their future use in a sensitive manner can be a powerful tool in mitigating the physical impact of large institutions on surrounding properties.

- Kansas City, prominently situated at the convergence of the Kansas (KAW) and Missouri rivers, has a diverse and exciting history. Many tangible reminders of the City's unique past still remain. The City has an opportunity to take advantage of the growing heritage tourism market through development of a cohesive program to protect, interpret and market its historic assets to the touring public.

Kansas City needs to develop new tools; to educate property owners, neighborhood groups and local officials; and to incorporate preservation

into neighborhood planning, housing and economic development programs. To accomplish this, the following issues must be addressed:

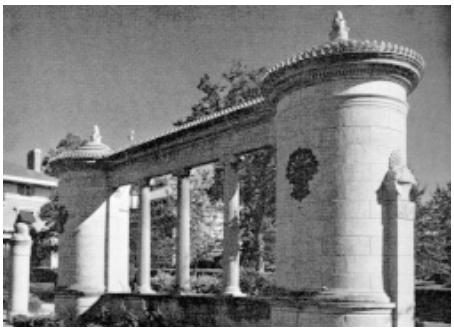
- Leadership -What entities will be responsible for coordinating the public/private partnership required to implement a preservation agenda in the City?
- Protection - What resources need protection through regulatory or policy procedures?
- Economics - What policies and procedures will promote the recognition and utilization of the economic benefits of historic preservation?
- City Government -What are the most efficient ways to incorporate preservation strategies into City regulations and policies?

This plan for preservation outlines policies and activities to integrate historic preservation fully into Kansas City's mainstream by drawing on preservation's demonstrated strengths, bolstering existing programs and creating new mechanisms. Its goal is to not only protect valuable resources, but also to simplify the processes involved in this protection.

The Preservation Plan Work Team sought to develop an inclusive, broad-based plan. The group engaged in an interactive process of consensus building which not only involved fellow team members, but also the consultant team, other FOCUS work team members, Community Advisory Teams (CAT), and the FOCUS Steering Committee.

Providing the framework for Preservation Plan development were four components to be investigated:

- Identification and Evaluation of Historic Resources
- Economic and Community Development Framework
- Legal and Regulatory Framework
- Education Framework.



Subcommittees for each of these areas investigated and analyzed current conditions, existing issues and strategies utilized by other cities. The vision that emerged from these efforts was a plan to integrate historic preservation into all levels of planning for the next twenty-five years through the coordinated efforts of government agencies, the private sector, and not-for-profit community-based organizations.

Five goals compose the key elements to achieving this vision. Chapter II examines these aspirations in relation to existing conditions. Chapter III addresses their implementation and application. They serve as the foundation of the plan.

- **Accelerate the Identification and Evaluation of Significant Historic Resources**
- **Improve the Economic Viability and Better Utilize the Benefits of Preservation of Historic Resources**
- **Modify Regulatory Processes to Encourage Preservation**
- **Increase Public Awareness of Heritage and Preservation Values and Issues**
- **Promote Heritage Tourism as an Economic Development Program**

Relationship to the Building Blocks

This preservation plan provides not only a "stand alone" plan to address specific preservation issues and methodologies, but its goals, initiatives and action plans are also designed to merge with other component plans.

A Plan For Meaningful Communities relates in significant ways to the FOCUS "Building Blocks" which will serve as vehicles to guide implementation and as unifying elements of the component plans. These relationships are discussed in relation to specific initiatives in Chapter III and include:

Citizen Access and Communication Building Block

Preservation initiatives and actions anticipate utilizing the Corporate Communication Office and the Citywide Clearing House for Neighborhood Information for dissemination of educational, technical and programmatic information. Heritage education can be a crucial element in the Kansas City Spirit programs and can link them to regional and statewide cultural tourism programs.

Community Anchors and Focus Center Building Blocks

Community Anchors and Focus Centers have the potential to provide the physical vehicles for disseminating information and locating preservation outreach, educational and training programs. They also can serve as the principal links to neighborhoods for Citywide efforts which provide coordinated and inter-related neighborhood revitalization services. Various not-for-profit preservation and conservation entities could serve as anchors or provide part of anchor services. In addition, certain anchors will provide an arena in which not-for-profits can team with private sector commercial entities to develop partnership programming.

Connecting Corridors and Moving About the City Building Blocks

The concept of both physical and cultural pathways to connect people and neighborhoods, provides a myriad of applications to preservation goals. One of the most obvious is a physical network of heritage corridors as part of Citywide heritage tourism and heritage education program. The concept also incorporates connections in heritage marketing and training, and technical and professional services. Less obvious are connections which coordinate infrastructure improvements with centers of rehabilitation or tourism activity. Inherent in the concept of corridors is the integration of preservation into larger and more varied physical and programmatic contexts.

City Life Building Block

An important component of the City's arts amenities is its architectural landmarks, outdoor sculpture and fountains, and other historic structures. Preservation planning is a key component in the cyclical maintenance and long-term preservation of these resources. Kansas City's art and cultural venues are important assets to the region's and the State's cultural tourism market. The field of preservation provides a methodology to identify, protect and interpret cultural artifacts of the past which can be utilized as part of the City's strategies to develop new programs and to capitalize on existing programs and amenities.

Healthy Communities Building Block

Good environmental stewardship promotes safe and healthy communities. Recycling of the built environment is an important component in reducing pollution, landfill waste and conserving energy. Rehabilitation of older buildings is a key to revitalizing neighborhoods, which provide safe and healthy environments in which to live and work.

Investing in Critical Resources and Competitive Economy Building Blocks

Preservation programs outlined in this plan are a logical extension of placing the highest priority on programs which provide for the public safety, maintain a sound infrastructure and promote a natural environment. Environmental conservation naturally leads to programs of preserving old buildings, not just because they may be of historic or architectural interest, but because they represent a commitment of natural resources. Preservation contributes to a competitive economy though its proven success in creating jobs, promoting tourism, stabilizing and enhancing the tax base, conserving energy and reducing pollution.

Life-Long Learning Building Block

Two goals of the Preservation Plan involve heritage education and tourism. Both include initiatives and actions which establish life-long learning opportunities through use of the City as a laboratory to investigate not only historical resources but also in the larger context of other practical and academic disciplines.

Neighborhood Livability and Quality Places to Live and Work Building Blocks

Perhaps no other building blocks more closely relate to the Preservation Plan. During the next twenty-five years, the number of buildings fifty or more years in age will increase to compose two-thirds of the City's structures. Management of this inventory will determine the livability of the majority of the City's neighborhoods. Preservation practices properly applied to these neighborhoods can assure quality places to live and work.

Relationship to Other Component Plans

The Preservation Plan builds directly on eight of the fourteen policies adopted by the City Council in Phase I of the FOCUS process.

- **"Reaffirm and Revitalize the Core"**
  Thousands of buildings reflecting diverse styles and uses compose the Urban Core. Within this area are the majority of the City's historic resources. Even at the current rate of demolition, the number of aging buildings will increase during the next twenty-five years. Preservation has proven to be an effective tool in creating new uses of underutilized buildings and infrastructure, stabilizing real estate values, and providing a diversity of space and rent levels not found elsewhere.

- **"Plan for a Well-Designed City Framework"**
  Preservation of existing neighborhoods and commercial centers utilizes design strategies which have, in many instances, stood the test of time. Today, urban planners are replicating these urban design frameworks in new "urban villages."

- **"Strengthen Neighborhoods"**
  A large percentage of the City's neighborhoods in the urban core and the still fashionable first and second tier suburban areas are both old and historic. In fact, this is their appeal to current residents and newcomers alike.

- **"Target Financial Investments Wisely"**
  There will never be enough governmental resources to preserve even the most significant examples of the City's historic fabric. The private sector must be encouraged to look on these assets as potentially profitable locations for investment.

- **"Ensure Environmental Stewardship"**

Historic buildings and structures contain the "embodied energy" of a past period of time. Utilizing strategies developed by preservationists during the past twenty-five years will enable Kansas City to "recycle" one of the City's greatest resources -- its historic built environment.

- **"Create a Secure City"**
  Utilization of standard preservation procedures is a proven tool in other cities to stabilize property values and revitalize older neighborhoods -- an essential first step in creating safe places to live and work.

- **"Respect Diversity"**
  Kansas City's historic resources reflect a period of cultural diversity dating from prehistoric times. Preserving significant remaining elements of these patterns is important in acknowledging and celebrating the City's unique cultures.

- **"Advance Education, Culture and the Arts"**
  So much of Kansas City's cultural heritage is embodied within its remaining historic resources. Preservation advances an appreciation of this legacy in a tangible way.

Four other policies benefit from a strong, comprehensive preservation program.

- **"Develop Jobs for the Future"**
  Rehabilitation of older buildings generally provides more jobs locally than new construction.

- **"Create a Better Future for Young People"**
  Wise use of resources and protection of significant properties enrich the cultural, economic, and environmental future of Kansas City.

- **"Build Government Through a Strong Partnership with**

Citizens”
Continued utilization of the historic environment requires the participation of both the private and public sectors. Preservation creates strong partnerships in economic development, environmental management, heritage tourism and neighborhood conservation and revitalization.

- **"Build Metropolitan Leadership and Regional Cooperation"**

Educational programs addressing cultural resources and economic development programs, such as cultural tourism, require and promote regional cooperation. The role of heritage education and preservation in these areas builds upon the regional patterns and programs.

The proposals of the Preservation Work Team are also integral to the accomplishment of the other six planning components of the FOCUS process.

- **Citywide Physical Framework Plan**
  The Citywide Physical Framework Plan proposes three strategies, each of which builds on preservation processes: "Conservation," "Strengths of Kansas City" and "City of Choices." Preservation relates directly to conservation in its promotion of the retention and reuse of existing resources. The "Strengths of Kansas City" action strategy relates strongly to preservation in its emphasis on building upon the existing strengths of our City -- historic neighborhoods, the parks and boulevard system, and unique environments such as Westport and the Plaza. In the "City of Choices" strategy, the emphasis on a stronger urban core requires the use of preservation as a key tool to revitalization.
- **Urban Core Plan**
  The Urban Core Plan seeks to preserve that part of the City

which contains the majority of the City's historical resources. The Preservation Plan provides a number of programs and processes for enhancing the urban core, including the recommendation that heritage tourism be utilized as a tool for economic development, capitalizing on unique sites and streetscapes within the urban core.

- **Neighborhood Prototype Plan**
  The Neighborhood Plan recognizes that the strength of Kansas City lies in its strong residential neighborhoods. For many citizens, "neighborhood" means those areas which are now considered historic or will be by the time the FOCUS Plan reaches maturity. Preservation programs such as the survey process can provide data for development of neighborhood area types and equip neighborhood planners with important information about their historic fabric and levels of physical integrity and thus help prioritize buildings to be retained as assets.

- **Northland Plan**
  The Northland has historic neighborhoods and farmsteads as well as prehistoric and historic archaeological sites, some of which are cultural and economic assets. The City's preservation planning program has already developed archaeological management recommendations as a first step to assist developers and planners in detection and protection early in the development planning process.

- **Human Investment**
  Several areas of the Preservation Plan relate directly to the Human Investment Plan's emphasis on quality of life. Historic preservation provides visual connections which celebrate cultural diversity. Rehabilitation provides more jobs on the local level than new construction and is an important component in the area's labor market. A significant proportion of the City's entry level and lower paying jobs are housed in older buildings in the City's commercial districts. To preserve this vital segment of the City's economy, we must preserve this

relatively inexpensive real estate.

- **Governance Plan**
  The four components of the Governance Plan -- services, development incentives, finances and citizenship - deal with issues which directly relate to successful preservation plan initiatives.

Chapter I:
Kansas City's Strengths

Building on Our Strengths

The great potential contribution of preservation to American life is not in the saving of structures per se, but in the transformation of the values by which we live as a people.

Roderick S. French, *The Eternal Present: The Beginnings of Architecture.*

KANSAS CITY' S UNIQUE SENSE OF PLACE

Kansas City has a rich legacy of historic neighborhoods, landmark structures, archaeological remains, monuments, trails and historic places. These are the physical assets of Kansas City, the elements that make it unique, that educate and foster civic pride. These are the elements that retain our collective urban heritage and provide a positive alternative to continued suburban sprawl. These are assets that enhance quality of life and give meaning to the City's diverse communities.

Tomorrow's products are knowledge and information, commodities that can be transported instantaneously and cheaply. Studies show that low taxes, cheap labor, and available transportation are becoming less important in selecting locations for business expansion. The major variable is quality of life for employees and a unique sense of place. Similarly, visitors and a large proportion of local residents show a demonstrated preference for restored neighborhoods and commercial centers.

To develop successfully, Kansas City must be able to communicate its unique attributes to potential investors. For in today's markets, it is the differentiated products that prosper, and it is the built environment that best expresses a community's differentiation, diversity, identity and individuality. Kansas City must be innovative and build on the strengths of its "sense of place," or it will decline.

Natural Features

Kansas City's landscape and scenic elements provide form and context for its built environment. Located at the confluence of the Missouri and Kansas rivers and at the convergence of the North American Prairie and the Oak Hickory Forest, gently rolling uplands dominate the City's natural environment. Natural ridgelines and slopes pierced with limestone outcroppings covered in oak, hickory, elm, hackberry and mulberry meet open grasslands converted to agricultural use. A network of streams, creeks and tributaries of the Missouri and Kansas rivers link both man-made and natural lakes and ponds. These form the foundation of the City's visual identity -- landscapes that historically determined development patterns and provided the natural materials for the City's first buildings.

Archaeological Resources

Kansas City's wealth of archaeological resources brings knowledge and understanding of past cultures which are part of the City's heritage. These rare, irreplaceable assets have the potential to play an important role in teaching respect for cultural diversity. Archaeological

investigations in the last thirty-five years documented the presence of native peoples during a long sequence of prehistoric and historic occupation.

As early as 12,000 to 5,000 B.C., small, highly mobile bands of native peoples occupied temporary hunting campsites in the uplands along the Missouri River in present day Jackson, Platte and Clay counties. During the next two thousand years, people from an area ranging from Indiana to Missouri came to the region in late summer and early fall to hunt. Between 3000 - 1000 B.C., the native population increased significantly in both the upland and lowland areas along the Missouri and Little Blue rivers. The earliest dated ceramics found in Kansas City date from this period and were found north of the Missouri River.

Evidence including ceramics and burial mounds testifies to the presence of a different group of people from 1000 B.C. to 1 A.D. At this time, the practice of horticulture and permanent villages emerged. Corn, wild plants and game formed the diet of the first permanent settlers in the region. Ceramics, burial mounds and other archaeological evidence also show the influence of the Hopewellian cultures centered in present-day Ohio and Illinois. Both small and large Hopewell sites are located in southern Platte County and throughout Jackson and Clay counties at the mouths of tributary streams and in valleys further upstream. From A.D. 500 - 1000 the Hopewell presence declined, and the population dispersed throughout the Little Blue Valley into lowland areas.

The Mississippian Period, dating from A.D. 1000 - 1700, marks the last of the prehistoric archaeological eras of occupation in Kansas City. Evidence found at sites in Platte and Clay counties documents the migration of Mississippian tribes into the Kansas City area from the west around A.D. 1000. They continued to occupy villages as late as 1335 A.D. By A.D. 1700 historic aboriginal nations such as the Osage, Missouri and Kansa tribes became established in the region. By the first quarter of the nineteenth century, Euro-American traders and settlers intruded upon their lands.

Remains associated with historic native American groups include

traditional sites associated with the Kansa nation and Metis (mixed blood, i.e., Kansa - French), such as household and mortuary sites. Historic archaeology also encompasses sites associated with Euro-American fur traders, westward expansion, the Border and Civil wars and includes habitation sites, military encampments, commercial structures, battlefields, trails, and transportation systems.

Historic Built Environment

Kansas City's historic buildings, structures, road systems and development patterns are important elements of the city's cultural landscape; all create a unique setting in a unique physical environment. In addition, they reflect events which have had a significant impact on national history.

The United States in its more than 200 years of existence experienced ethnic and cultural amalgamation on a national scale. It was an experience of diversity both in natural environment and cultural heritage. The inhabitants of the metropolitan Kansas City area witnessed and participated in this experience. Their story is a significant one; few communities can boast of integral ties to the era of European exploration, the journey of Lewis and Clark, the westering movement, the Santa Fe commercial and the California and Oregon overland emigrant trails, the Mormon settlement and expulsion, the Border and Civil wars, and an intimate association with the James and Younger gangs. Even fewer can claim a role in the development of cultural, economic, and political forces which launched a presidential figure. Kansas City's historic properties serve as tangible reminders of the diverse and significant phases of local and national history.

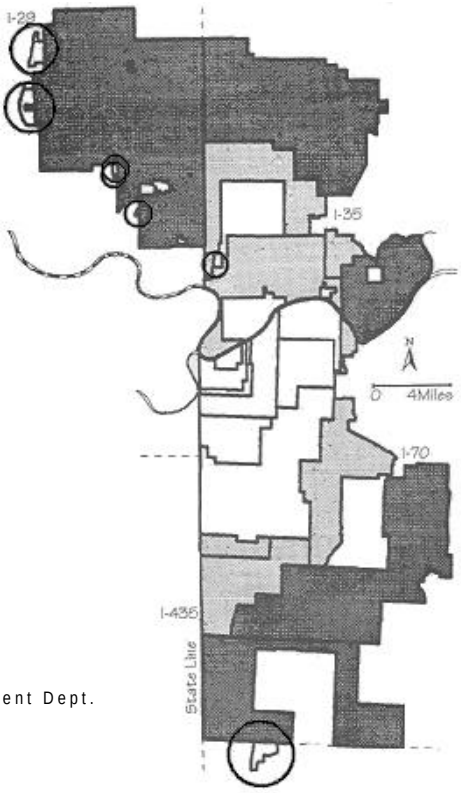
The legacy of the development of Kansas City, Missouri, as a major metropolitan center in the Midwest, is mirrored in the city's broad boulevards, comprehensive system of parks, and broad array of architectural styles. With the exception of outstanding landmark buildings and structures, the historic significance of the City's buildings is as contributing elements to a larger whole - the City's historic neighborhoods and commercial centers.

The historic patterns of development also contribute to the City's personality. Spread over the rolling hills, valleys, and ravines north and south of the Missouri River is a mid-nineteenth through late twentieth century grid system of neighborhoods and commercial centers. Stretching

north and south from the industrial riverfront along old rail and cable lines are commercial corridors which still serve adjacent residential areas. Softening this forced symmetry is one of the crucial defining elements of Kansas City -- its turn-of-the-century system of parks and boulevards. Following both the established grid system and natural topographical features, it focused patterns of growth after 1893.

Adding to these historic landscape elements are a medley of neighborhoods. As Kansas City annexed new areas, it encompassed many small towns such as Marlborough, Waldo, and Harlem. The vestiges of these communities lend an additional distinctive character to the City. Early twentieth century planned residential subdivisions located south of the Country Club Plaza and extending west across the state line create distinct neighborhoods. Those developed by the J.C. Nichols Company became a national model for the use of natural topography, aesthetic amenities, and picturesque neighborhood retail "villages." After more than half a century, these neighborhoods are still considered to be prime residential areas and compose an important part of the City's economic base.

ANNEXATIONS1853 TO PRESENT



Source: KCMO Planning and Development Dept.

The movement of the City's population and resulting annexations also profoundly shaped Kansas City's visual character. Initially the city's population moved east and then south at irregular intervals. Development commonly occurred on the outer rim, often "hopping" over undeveloped tracts and established neighborhoods, leaving both physical and social voids.

Post-World War II growth is noteworthy. The City's 1947 plan projected a program of annexation which eventually resulted in the addition of large areas of undeveloped land, particularly north of the Missouri River in Clay and Platte counties. These new resources fundamentally changed the character and dynamics of Kansas City for decades to come.

By the middle of the twentieth century, Kansas City's corporate boundaries included nearly 320 square miles. Its single largest land use was, and is today, agricultural. (There are also a significant number of vacant lots that are zoned either residential or commercial. Many are found in Northland.) Single and multi-family residences are the second largest type of land use. However, Kansas City differs from other cities in that it has no dominant residential pattern, but instead a series of neighborhood types with distinct features which reflect the evolution of the City's growth. Equally distinctive is the large number of institutions which are incorporated into these neighborhoods. Churches, schools, colleges, hospitals, and government complexes add diversity to the City and, in many neighborhoods, serve as centerpieces for the surrounding community.

Historic sites

Kansas City has valuable historic sites, trails, districts and neighborhoods which provide visitor and resident alike tangible connections to the past. These connections are cultural and historic assets which can be a vital part of the growing international and national heritage tourism market. From the Kansas City Fire Museum to the Arabia Steamboat Museum, from the Line Creek Archaeology Museum to the World War I Liberty Memorial, museums, large and small, offer distinct heritage opportunities. House museums and museums in houses continue to delight the visitors year after year. The mid-nineteenth homes of the Harris, Kearney, Wornall and Majors' families provide a glimpse into Kansas City's agrarian past. R.A. Long's Corinthian Hall houses the artifact and

archival collections of the Kansas City Museum. The studio and home of artist Thomas Hart Benton provide a unique twentieth century viewpoint.

There are historic trails to explore, pathways of native Americans, European and American traders and trappers, military explorers, westward emigrants and commercial traders who are part of the story of the region and the nation. There are complete districts alive with not only the past, but also other entertainment options -- 18th and Vine District, Westport, River Market, West Side and the Country Club Plaza – all different and all uniquely Kansas City. And there are neighborhoods to visit, where the visitor will find singular architectural styles and a whole range of lifestyles.

Kansas City even offers attractions for the hidden tourists, the researcher and family history buff, visitors who stay longer and spend more than the average tourist. Research centers such as the Black Archives of Mid-America, Western Historical Manuscript Collection, the Missouri Valley Room and Special Collections of the Kansas City, Missouri Public Library, and the National Archives are just a few in the network of historical research facilities in the metropolitan area.

Kansas City has historic sites and assets to be developed as well. Its Art Deco buildings are known internationally. The original site of the Town of Kansas lies buried along the old levee, awaiting excavation. The various attractions in the 18th and Vine museum and cultural complex are only beginning to become a reality. Kansas City still has plenty of stories to tell.

PRESERVATION AS A PROVEN ASSET

It Encourages Economic Development and Neighborhood Revitalization

Historic preservation has a value that is measurable in dollars and cents and accrues to building owners and developers, neighborhood residents and small business owners, and certainly the coffers of City Hall. Livable communities throughout the United States benefit from the inclusion of historic preservation in their arsenal of development strategies.

Clear public policy favoring historic preservation, particularly when integrated in the planning process and targeted at identifiable districts, provides a level of certainty and stability that is necessary to attract investment. Preserved neighborhoods promote stability of population, a greater tax base, job retention and less drain on City services.

Kansas City has successful models for preservation which demonstrate the economic impact preservation can have when used as a tool for planned revitalization efforts. Residential neighborhoods such as Hyde Park, Roanoke, Scarritt Point, Rockhill and Pendleton Heights, through the formation of strong neighborhood groups and an emphasis on historic preservation, now boast successful revitalization efforts where rehabilitation of dwellings is commonplace. In certain areas of the urban core -- the River Market, Wholesale Garment District, and Mid-Town -- conservation and rehabilitation of the City's historic industrial and commercial building stock are an integral part of Citywide revitalization efforts.

Studies conducted by the National Trust for Historic Preservation, the Urban Land Institute, the U.S. Department of Commerce, the U.S. Department of the Interior, and the Institute for Health and Planning

produced detailed analyses about new construction costs versus renovation costs. While any single project will have specific cost issues and while a higher quality of materials is usual in renovated buildings, there is a consistent pattern that emerges.

- If no demolition is required, a major commercial rehabilitation will probably cost from 12 percent less to 9 percent more than the cost of comparable new construction, with the typical building cost savings being about 4 percent.

- If new construction requires demolition of an existing building, the cost savings from rehabilitation range from 3 percent to 16 percent.

- Whenever major elements of the building can be reused (i.e., mechanical, plumbing or electrical systems, windows, and roof repair instead of replacement) the cost savings increase significantly.

It Promotes Environmental Stewardship

The American public increasingly deplores the destruction of the embodied energy in built resources. After years of exploitation and overuse of resources, people are now beginning to consider how their surroundings fit into the larger environment, and support is growing for conservation, including better stewardship of the built environment.

Governmental policies which emphasize preservation of existing resources will alleviate environmental burdens in the future. Using preservation and conservation as tools rather than consumption of scarce resources is a rational and effective economic strategy. For example:

- New construction consumes energy and wastes resources. Material from demolished buildings accounts for up to 40% of landfill materials.

- Buildings contain energy that has already been expended - materials that have been mined or harvested, manufactured, shipped and assembled.

- Many modern buildings consist of materials from all over the globe, obtained at enormous cost in energy and resulting in the rapid depletion of worldwide resources (e.g., pound for pound, steel is one of the most energy intensive materials).

It Reflects and Enhances Diversity

Historic resources are the cultural artifacts that reflect the history of Kansas City's many diverse ethnic groups. Each of these groups had a profound role in the design and construction of the City's built environment. These environments provide strong ties to the collective history of many people. For native Americans, the rich assortment of archaeological remains found along the streams in Jackson, Clay and Platte counties holds special significance. For African-Americans, areas such as the 18th & Vine District and the Steptoe neighborhood have great meaning and historic value. For Kansas Citians of Italian, German, Russian, Irish and Asian descent, the area around Columbus Park, known as "Little Italy," has similar significance. In the West Side, successive waves of Irish, Germans, Scandinavians and Hispanics have left an indelible imprint on the community. Throughout the City is a historic fabric created by the talents of different peoples from different cultures.

KANSAS CITY' S EXISTING PRESERVATION FRAMEWORK

Perhaps one of the strongest reasons historic resources are an asset is simply because people like them. People admire and seek out historic environments because they offer quality craftsmanship and materials, variety, and an opportunity for human interaction in a familiar and comfortable context.

In response to this universal preference, a National, State and local preservation network evolved over the past twenty years. Today, Kansas City's historic resources are preserved though a variety of National, Statewide and local public and private efforts. They provide an important base to build upon.

Federal Preservation Framework

Many Federal laws affect historic preservation in various ways. They encourage Federal agencies to consider and mitigate adverse impacts on historic properties that are within their control. Federal programs also offer incentives to encourage preservation of valuable historic resources.

The National Historic Preservation Act of 1966 (as amended) is the centerpiece of the national historic preservation program. Its most important components are:

- Authorization of the Secretary of the Interior through the administration of the National Park Service to expand and maintain the *National Register of Historic Places*;
- Provision for gubernatorial appointment of State Historic Preservation Officers and mandates for administering Federal preservation programs on a State and local level;
- Provision of guidelines for certification of local governments for participation in the program;
- Authorization of grants-in-aid by the Secretary of the Interior to State and local governments for preservation purposes;

- Delineation of responsibilities for Federal agencies in historic preservation; and
- Establishment of the Advisory Council on Historic Preservation and its responsibilities.

The National Park Service is steward of many of our country's most important cultural, natural, and recreational resources. It also is responsible for overseeing preservation programs for states and localities. Through various programs it sets the model for all preservation efforts in the United States. The cornerstone of the program is decision-making criteria to guide the public in preservation activities. *The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation* provides all Federal agencies, State Historic Preservation Officers, and other local governmental entities with guiding principles for administering historic preservation activities. These standards address all facets of preservation planning, including the identification, evaluation, and protection of historic resources. In over twenty years of application, the "Secretary's Standards" have proven to be an effective tool for revitalizing older neighborhoods, particularly, for stabilizing and increasing property values.

The National Park Service also manages the *National Register of Historic Places* which is the nation's official list of properties important in the history, architecture, archaeology, engineering, and culture of the United States. Listing in the National Register has a number of advantages:

- Recognition of the property's value to the community, State and Nation
- Availability of Federal tax incentives for the rehabilitation of certain properties

- Preference in awarding of grants and other incentives, and
- Protective consideration in planning for Federal or Federally assisted undertakings, such as highway or redevelopment grant projects.

Under the provisions of the *Tax Reform Act of 1986*, there are two substantial Federal tax incentives allowed under the Internal Revenue Code. The rehabilitation tax credit provides a credit for 20 percent of the cost of rehabilitation of a "certified historic structure" and a 10 percent credit for the rehabilitation of non-certified structures built before 1936. The low-income housing credit provides a 30 to 70 percent credit for rehabilitating low-income housing. Rehabilitation and low-income tax credits may be combined when a historic structure is rehabilitated for use in a low-income housing project.

Under the *Tax Treatment Extension Act of 1980* the owner of a "certified historic structure" may donate a preservation easement to a charitable organization or government body and receive a Federal income tax charitable contribution deduction. The easement contains protective provisions for significant architectural/historic interior and/or exterior elements of a building. Easements for scenic or landscape elements and open space also qualify for a charitable deduction.

Since the 1970s, these incentives have spurred over $400 million in commercial building rehabilitation in Kansas City. Most projects date to the era prior to the Tax Reform Act of 1986, which affected limited partnerships and reduced the use of the preservation tax credit. Nevertheless, between 1985 and 1990, 92 Investment Tax Act projects significantly impacted the Central Business District.

In addition to governmental programs, national not-for-profit organizations provide support to communities in developing preservation programs. The National Trust for Historic Preservation offers a wide

array of technical and educational services to communities. Preservation Action serves as the national not-for-profit preservation lobbyist.

State and Local Preservation Partnerships

There are also a number of State and City programs which are available in historic neighborhoods and commercial areas. In 1997, the Missouri legislature approved a 25% rehabilitation tax credit for commercial buildings and private residences to be administered in conjunction with the Federal rehabilitation tax credits. Of the State's general development incentives, five are viewed to be most viable for encouraging rehabilitation: Tax Increment Financing, Chapter 353 Tax Abatement, LCRA Law, Section 108 Loan Program, and the Neighborhood Improvement District Act. These general development incentives can be combined with other State and City programs to stimulate investment in historic buildings. For example, designation of areas as Neighborhood Improvement Districts provides a means of financing local public improvement projects through special assessments. Loans are available for commercial buildings along many historic corridors through the City's Neighborhood Commercial Revolving Loan Fund. This program provides loans at below market interest rates for fixed asset improvements by tenants or owners of buildings in Community Development Block Grant revitalization areas. The Storefront Renovation Rebate provides a matching grant of up to $1,500 for exterior renovation costs. Other local programs available to homeowners include rehab loan and rebate programs for major repairs.

Each state has a State Historic Preservation Officer who is appointed by the governor to administer the Federal preservation program. State responsibilities include:

- Conducting cultural resource surveys
- Preparing comprehensive statewide preservation plans

- Nominating properties to the *National Register of Historic Places*
- Reviewing Federal projects for their effect on cultural resources
- Administering a range of grant-in-aid programs
- Providing public information
- Offering education and training programs
- Furnishing technical assistance to counties, cities, and towns in developing local preservation programs.

Missouri is unique in that it has constitutional provisions for historic preservation, as well as enabling legislation in both its zoning laws and in specific legislation enacted in 1991. The *State Historic Preservation Act* authorizes the director of the Department of Natural Resources, as the State Historic Preservation Officer (SHPO), to administer the Federal preservation program, the State's unmarked human burial sites, and the revolving loan fund and to cooperate with the Department of Economic Development in administering the *Main Street Missouri Act.*

Both Federal and State law authorize local governments to create by ordinance a historic preservation commission and grant to such commission the following powers and authority:

- To conduct survey and research of cultural resources
- To recommend designation of significant cultural resources and to maintain a register of designated landmarks or districts
- To establish regulations, guidelines and policies to conduct design review of landmarks and districts
- To prepare a comprehensive plan, and
- To acquire preservation easements by purchase, fee or gift.

Missouri also has a statewide, not-for-profit advocacy organization. The Missouri Alliance for Historic Preservation sponsors an annual preservation conference to provide education and information for different preservation constituencies. In addition, the Alliance plays a role in supporting State preservation planning efforts and supports initiatives favoring preservation.

By design, the strongest element of the Federal, State and local government preservation partnership is at the local level. As provided for by City statutes, the Historic Preservation Management Division

(HPMD) of the City Planning and Development Department is responsible for the management of the City's preservation program. Kansas City's regulatory framework for preservation is in place through its Preservation Ordinance and Division 8 of the Code of Ordinances, which created the Landmarks Commission. Included in the ordinance is the power to designate and conduct design review of significant buildings and districts in order to protect their historic character.

Currently, designation to the *National Register of Historic Places* or to *the Kansas City Register of Historic Places* is the primary means of resource protection. Approximately 1,900 properties, including 61 individual properties and 22 districts, receive certain limited types of protection through listings on the National and/or Kansas City registers.

Plans such as the *Historic Resources Survey Plan* (HRSP), *Archaeological Resources Master Plan* (ARMP) and *Archaeological Resources Management in Kansas City -- Program Recommendations (*RAMP) serve as administrative guidelines and tools for the Landmarks Commission in the management of City preservation programs. Through the data gathered by their survey efforts, preservation plans can develop strategies, policies, and procedures to enhance these resources within overall City planning.

Several additional programs have City administrative support, but retain varying degrees of autonomy. They include the Landmarks Historic Trust Corporation, the Kansas City Parks and Recreation Department, and the Municipal Arts Commission.

The programs of the Landmarks Historic Trust Corporation (LHTC) provide a unique protective function and are important assets in local preservation efforts. This not-for-profit corporation manages a preservation easement program and administers the Downtown Fund Grant Program to assist owners of historic properties located in the

Downtown "loop." The Chairman of the Landmarks Commission, staff from the City Planning and Development Department and the City Legal Department, and one lay member serve on the Board of Directors.

The Kansas City Missouri Parks and Recreation Department (KCPRD) is by law a separate City administrative entity managed by a board of commissioners appointed by the Mayor. Because of this legal separation, its properties do not come under the jurisdiction of City departments which report to the City Manager's office, such as the Landmarks Commission. Protection of the City's twenty-nine parks and thirty-one boulevards which date from 1893 onward is the purview of the Park Commissioners. The KCPRD has completed a comprehensive historic landscape survey of the parks and boulevards system as the basis for future analysis and planning efforts.

The Municipal Arts Commission oversees City art programs, in particular public art commissioned and constructed as a part of a mandated construction fund for public art. In conjunction with these duties, the Arts Commission oversees the continued maintenance and preservation of certain public sculptures, fountains, and other public works not under the jurisdiction of the Parks and Recreation Department.

In addition to the various City preservation programs, Kansas City has a number of well-established private organizations which provide research, interpretive, technical, educational, advocacy and protective programming related to preservation. A complete list is incorporated in the Appendix. Of these, Historic Kansas City Foundation, the American Institute of Architects, Kansas City Chapter, and Friends of Sacred Structures provide technical support services by trained professionals for identification, evaluation and protection of resources in concert with City programs. Equally important is the role in neighborhood conservation and rehabilitation played by the City's strong neighborhood associations.

Chapter II: Aspirations And Goals

Five Preservation Goals for Kansas City

Preserve one building and you preserve one building. Preserve the setting and the larger environment, and you keep open a thousand doors and opportunities for a better life for the entire community .

Grandy Clay, "Townscape and Landscape: The Coming Battleground." *Historic Preservation.*

Preservation of Kansas City's rich array of significant historic and prehistoric resources presents a variety of challenges. Although there have been critical losses in the past, numerous programs and human resources can and do aid in protection of historic assets. There are also additional tools which in other cities have proven to be successful vehicles for revitalizing older neighborhoods and commercial centers.

This chapter presents five broad preservation policies which provide the framework for initiatives and action strategies to direct Kansas City's preservation programs and support other FOCUS plan components. Each goal incorporates exciting new strategies which build on recognized assets and strengths. Each goal responds to specific needs identified in the preservation planning processes. These needs are discussed as part

of the presentation of each goal. Each of the five goals requires initiatives and action strategies for implementation. They also relate directly to the fourteen Principles for Policy identified in FOCUS as well as the six other plan components. Chapter III explains how these goals can become a reality and how they can be integrated into the other key aspiration/goals of FOCUS Component Plans.

ASPIRATION/GOAL # 1:

Accelerate the Identification and Evaluation of Historic Resources to Facilitate Planning and Compliance with Federal, State, and Local Regulatory Processes

Some old buildings practically vanish all at once. Others, like the Cheshire Cat, vanish beginning with the end of the tail and ending with the grin, which remains some time after the rest is gone.

Allen Freeman, *Architecture*, November 1983.

The starting point in building an integrated, community-based preservation plan is an inventory of the City's historic assets. A major component of historic preservation efforts in Kansas City is conducting ongoing identification and evaluation of historic resources through the survey process. Effective preservation planning can take place when there is sufficient knowledge of the number, location, and significance of standing and buried resources. Information gained through survey has application not only to preservation activities, but also to the successful implementation of a majority of the FOCUS goals.

Historic resource survey is a planning tool developed by archaeologists and historians to investigate and record information about historic properties. Survey identifies what resources exist, records their condition and evaluates their level of significance. This knowledge can be used in a

variety of ways -- to protect significant resources from demolition, destruction or unsympathetic alteration; to determine the location and distribution of resources for planning, development and incentive programs; and to establish funding priorities for further evaluation and protection efforts.

Survey of the Historic Built Environment

The City of Kansas City, Missouri officially recognized the importance of identification and analysis of historic properties in 1970 when it defined historic/architectural survey activities as part of the duties of the Landmarks Commission. Over the past twenty-five years, various public and private survey projects in Kansas City recorded over 12,000 properties, including buildings, structures, neighborhoods, commercial areas, streetscapes, landscapes, monuments, sculptures, trails and sites.

A large number of these resources are located in the City's historic parks and boulevards system and fall under the stewardship of the Board of Park Commissioners and the staff of the Kansas City Parks and Recreation Department. Recently the department completed a survey of the significant elements of the parks and boulevards system. Another recent private effort identified and evaluated for the first time the condition of outdoor sculpture viewable from public right-of-way.

These efforts provide a base of information which addresses only 20 percent of the resources constructed prior to 1950. With a rapidly aging building stock, two-thirds of which will be fifty years or more in age by the year 2025, the present rate of survey is inadequate for meeting future planning requirements. Survey efforts also need to expand and update past efforts. Many of the early survey projects provided only rudimentary information or addressed certain types of properties.

To begin to address these issues, the City completed the *Historic Resources Survey Plan* (HRSP) in 1992 which established realistic and comprehensive criteria to direct identification and evaluation of architectural/ historic resources. The

HRSP recommendations incorporate both national standards and local factors to guide future survey efforts. At the same time, the plan recognizes the need to respond to new opportunities and problems by strategies which create flexibility. The plan includes:

- Definition of Kansas City's historic character
- Past and current preservation efforts
- Identification of historic contexts and property types
- Evaluation of various factors impacting historic properties
- Prioritization of areas to be surveyed in the future
- Cost factors for each survey.

Archaeological Survey

The extent of potentially significant archaeological sites in Kansas City is not fully known. The City completed two studies: the *Archaeological Resource Master Plan* (ARMP), which provides broad recommendations and priorities to guide future identification, evaluation and protection efforts and *Archaeological Resources Management in Kansas City - Program Recommendations* (RAMP), which provides direction to integrating identification and protection into standard development processes. However, no formal program exists. Currently, archaeological survey is conducted only when triggered by Federal law. Investigations during the past thirty years, most of which were conducted to comply with Federal regulations, identified only thirty-four sites. The site sensitivity model presented in ARMP and RAMP suggests that the tributary streams feeding the Missouri River and the bluffs along the Blue and Little Blue rivers are prime areas for the presence of archaeological sites.

In addition to the more obvious benefits of preserving information about past cultures, knowledge about the location of archaeological sites is crucial to facilitating both public and private development projects. Any public or private entity utilizing Federal funding must, as required by provisions of the National Historic Preservation Act's Section 106 process, identify, evaluate and mitigate damage to archaeological resources. This affects agencies such as the General Services Administration, which is the largest Federal landowner in the area; the Army Corps of Engineers, which has jurisdiction over local waterways; the Missouri Highway and Transportation Department; and the City's Public Works and Parks and Recreation departments. Individuals and businesses receiving Federal funding or loans also must comply with the Section 106 process. Knowledge of the location, or even the ability to predict the possible occurrence of archaeological sites, provides developers with the ability to further investigate and avoid expensive last minute delays in project development.

Application and Dissemination of Survey Information

The Historic Preservation Management Division of the Planning and Development Department developed a survey database program which can assist in the analysis and determination of broad levels of significance. It is designed to be compatible with Federal and State survey processes and can be merged with other City computer information systems to provide more comprehensive information for planning activities.

Evaluation of a resource and its current or potential level of significance is extremely beneficial when addressed early in the planning process. For example, in commercial or industrial areas, where redevelopment is most prevalent, evaluation of significance for older buildings can provide decision-making criterion regarding use of incentives, demolition, or design standards.

At the present time, student interns and neighborhood volunteers provide data entry services. Evaluation and application of survey information to planning activities are currently limited to targeted areas which appear to include enough significant resources to be potential historic districts. Individual properties are not surveyed or evaluated unless there is a specific request or unless required by Federal law.

New Directions

As part of the City's Preservation Plan, Kansas City needs to expand on existing public/private partnerships to accelerate historic resource identification and evaluation. Supporting initiatives need to coordinate efforts of different governmental jurisdictions, as well as private endeavors. Such an approach addresses several challenges. Inadequate and inconsistent levels of funding currently restrict implementation of the City's historic resource and archaeological survey plans. Federal funding for survey administered through the Missouri Department of Natural Resources is awarded in accordance with State priorities, which often conflict with local priorities. Although the State office began a plan in 1996 to reconcile these differences, their continued use of annual thematic priorities for grants-in-aid prevents sole dependence on this funding source for the City's prioritized survey efforts. Even if survey could be conducted according to survey plan priorities, Kansas City's survey process must additionally respond to urgent redevelopment pressures.

Because of these limitations and the large number of above- and below-ground resources yet to be surveyed throughout the City, it is especially important to identify all City resources in a coordinated and integrated manner and to establish comprehensive Citywide priorities for planning and funding purposes regardless of ownership or legal jurisdiction.

Finally, evaluation of levels of significance will need to follow Federal models to capitalize on existing and future incentive programs. They will also need to incorporate additional criteria for different levels of significance to provide for protection of resources which might become significant in the future, or resources which might not meet national standards for significance but, by virtue of their age, appearance and condition, are assets which can be capitalized upon in future planning efforts.

ASPIRATION/GOAL #2:

Improve the Economic Viability and Better Utilize the Benefits of Preservation of Historic Resources

Preservation does not operate within its own isolated sphere but touches many areas of the local economy and affects different sectors of community life. It touches finance, real estate and government. It affects retailing employment and tourism. It impacts the mayor, the merchant and the homeowner.

Donovan D Rypkema, *Economic Benefits of Historic Preservation.*

Preservation is a public benefit and a proven economic stimulus. It is a matter of sound public policy to capitalize and enhance this contribution. Studies demonstrate that, in general, renovation costs less than new construction. It incorporates a higher quality of materials, "recycles" past investments, consumes less energy and creates more local jobs. Rehabilitation investment gives historic buildings a place in the contemporary real estate market, thereby guaranteeing their continued use and contribution to the local economy.

Kansas City can, through innovative use of existing and new incentives, more fully utilize preservation as an economic tool for revitalization. To accomplish this, future programs must first address perceptions and ingrained practices which have traditionally served as disincentives to preservation and currently limit successful creative strategies to take advantage of historic assets. The following are examples of perceptions and realities regarding rehabilitation of historic properties.

- **Construction Costs:**
  The Perception: Professionals involved in development and construction often cite floor size and layout, parking, ceiling height, loading docks, floor loads, and mechanical systems as reasons why existing buildings are inefficient.

The Reality: These can be legitimate issues. However, when the new use is the same or highly similar, rehabilitation projects are usually cost effective.

- **Financing:**
  The Perception: Lending institutions perceive renovation projects as riskier than new construction. Overall the availability of real estate financing is highly volatile. Interest rates, loan-to-value ratios, debt coverage ratios, term of the loan, and loan conditions all reflect a lender's perception of the safety and profitability of the proposed loan. Underwriting standards for a rehabilitation loan usually have as their base the standards for new construction. Those terms become more stringent if the lender perceives the project is riskier than new construction. As a result, rehabilitation projects rarely receive more favorable conventional financing than new construction.

  The Reality: In relation to total dollars involved in bad loans, troubled rehabilitation projects are an insignificant percentage.

- **"End of Economic Life" Theory:**
  The Perception: It is a generally accepted "end of economic life" theory that when land and building can be purchased for the value of the land, the building has no value. Therefore, there is an economic reason to raze the structure and free up the value of the land.

The Reality: Demolition can push the cost of the land above its value. Developers and city government routinely underestimate the cost of demolition; which can easily add from five to eight percent to the total cost of a project. Reinvestment in the building as opposed to demolition also increases the land value for new uses.

- **Parking Needs:**
  The Perception: In dense urban environments where there are high levels of property vacancy and declining real estate values, more accessible parking is a major factor in correcting the problem. Demolition of "obsolete" buildings to free up space for surface parking, therefore, makes economic sense.

  The Reality: Taking into consideration the value of the land, the cost of demolition, and paving can yield a cost per space comparable to that of structured parking.

- **Americans With Disabilities Act (ADA):**
  The Perception: Compliance with ADA in older buildings is either cost prohibitive or not possible.

  The Reality: ADA compliance does affect the feasibility of many preservation projects. Nevertheless, with creative solutions many older buildings can comply with ADA requirements. ADA also impacts the cost of new construction.

At the same time, rehabilitation of older buildings does require special alternatives and/or generates certain expenses not found in new construction. Barriers to utilizing the economic benefits of rehabilitation include:

- **Building Code Compliance:**
  The current building code is based on standards for new construction. Developers and owners of historic properties must negotiate with codes officials to find creative alternatives.

- **Hazardous Materials:**
  The costs associated with compliance with Federal environmental laws and regulations are a serious impediment to historic preservation and rehabilitation in general. However, it should also be remembered that properties undergoing demolition must also meet abatement standards.

- **Taxes:**
  Taxes do not appear to be a disincentive to developers. However, property taxes which provide a lower tax for vacant land do promote demolition by neglect.

Creating Preservation Incentive "Tool Kits"

To fully utilize and promote the economic advantages of historic preservation, Kansas City must re-prioritize how it uses existing incentive programs. These programs encourage a range of activities targeted for certain types of results. Some, such as publicly supported transportation and parking, seek to spur development on a broad level. Others, such as tax abatement or tax credits are tailored to specific types of projects and activities.

A variety of incentives for development and redevelopment projects are currently available in Kansas City. Many have blight or related conditions as a precedent, but few are specifically directed toward the preservation and reuse of older structures. Instead, they are as a matter of course targeted toward new construction, unless a developer initiates preservation alternatives. While over the past twenty years incentives stimulated some long-term economic development in the urban core, the experience of other communities suggests that when they are targeted to projects which combine rehabilitation and new construction, even greater growth and lasting benefits occur. The following public incentive programs, when targeted individually or in combinations, have been demonstrated to significantly stimulate revitalization of blighted or declining neighborhoods.

- Tax Increment Financing (TIF)
- Section 108 Loan Program
- Parking Benefit District
- MHDC Loan and Tax Credit Programs
- Enterprise Zone Program
- City Capital Improvement
- Rehabilitation Tax Credit
- Missouri Revolving Loan Fund
- Private Foundation Support

- Commercial Facade Rebate Program
- HDCIC Loan Program
- Land Clearance Redevelopment Law (LCRA)
- Mo. Chapter 353 Development Law
- Neighborhood Improvement District Act (NID)
- Federal Charitable Deduction Easements
- Preservation Grant-In-Aid Program.

The use of the Federal rehabilitation tax credit and the charitable contribution for preservation easements is a proven stimulant to economic development and revitalization programs. These incentives, and the recent addition of a State rehabilitation tax credit, provide the only financial assistance specifically targeted for preservation and rehabilitation activities. In addition to use in combination with the above listed programs, there is a need to utilize new economic and regulatory incentives to encourage rehabilitation and also to reward occupancy of significant historic buildings. Kansas City has the opportunity to capitalize on the experiences of other communities in these efforts. The following local incentive programs used individually or coordinated and targeted with other programs are proven tools for redevelopment.

- Grants
- Revolving Loan Funds
- Emergency Stabilization Loans
- Tax Abatement
- Design Assistance
- Building Codes for Older Buildings.

New Directions

Exciting opportunities exist to tailor economic development incentives in areas with high concentrations of significant and viable historic properties. Developing "tool kits" -- different combinations of incentives targeted for specific areas and tailored to certain needs -- provides rewarding, flexible and lasting strategies to address renewal of Kansas City's older residential and commercial neighborhoods.

ASPIRATION/GOAL #3:

Modify Regulatory Processes to Encourage Preservation

Clear public policy favoring historic preservation, particularly when targeted at identifiable districts, provides a level of certainty and stability necessary to attract investment.

Carolyn Douthat, *Economic Incentives for Historic Preservation.*

The planning and protective mechanisms of City government should promote and protect historic resources, with the minimum restrictions necessary to produce effective results. City processes, like all governmental programs, should protect historic resources in an efficient, convenient, clear, reliable and predictable manner, with the "citizen-as-customer" as a focal operating principle.
To accomplish these general and specific goals, whenever possible protective strategies must be integrated into land-use and planning early in the decision- making process. In addition, updating and augmenting the current Landmarks Ordinance need to occur within the context of review and revision of other land-use regulatory mechanisms.

The City's current preservation efforts need to be an effective part of the design and planning process. When preservation issues are addressed early in the process, they can become an asset rather than a deterrent to development efforts. Procedures for a coordinated effort among City departments and agencies should include formalized participation of City preservation planning staff in the following:

- Dangerous Building Cases
- Requests for Demolition Permits
- Plats Review
- City Plan Commission Review
- Chapter 353 Development Review
- Tax Increment Finance (TIF) Review
- Board of Zoning Adjustment. (BZA)

Historic preservation interests should be represented in appointed positions to the following:

- City Plan Commission (CPC)
- Land Trust Board
- TIF Commission
- Board of Zoning Adjustment
- Parks Board of Commissioners.

Conversely, representatives of these entities should be considered as appointed members on the Landmarks Commission.

Improving the Landmarks Ordinance

The City's Landmarks Ordinance should more fully reflect and capitalize on the evolution of preservation law during the past two decades. Currently, designation on the National or Kansas City registers of historic places provides limited protection and is the primary means of preserving significant resources. There are no regulatory or policy guidelines regarding historically significant properties owned by the City, and there are no ordinances or formally adopted policies regarding archaeological resources.

Integrating Preservation Into Other Regulatory Processes

Inclusion of certain preservation protections in other city regulatory processes can simplify review processes for development and renovation projects. As an integrated approach, it can eliminate unnecessary layers of review, allow staff, rather than appointed boards, to make routine review decisions, and generally reduce bureaucratic disincentives to preservation of significant commercial and residential properties.

Zoning

Neighborhood conservation efforts would benefit from revising current land use regulations, including the existing zoning ordinance and zoning district classifications. Zoning regulations contribute to patterns of neighborhood change and disinvestment. In

some older neighborhoods, commercial and multi-family housing that replace residential structures are in conflict with the scale and architectural character of the area. Other neighborhoods suffer from inadequate separation of residences from new industrial uses. Addressing preservation issues in the zoning ordinance could alleviate the following disincentives, without requiring designation of specific areas as local historic districts.

- Lack of flexible provisions for developing compatible new "infill" housing on vacant lots
- Lack of innovative preservation alternatives, such as additional or specialty uses, including "bed and breakfast," studios, and other professional uses
- Lack of appropriate design guidelines and site development controls to encourage quality rehabilitation and comparable new construction worthy of preservation in the future
- Lack of effective procedures to discourage demolition of significant structures.

Building and Fire Codes

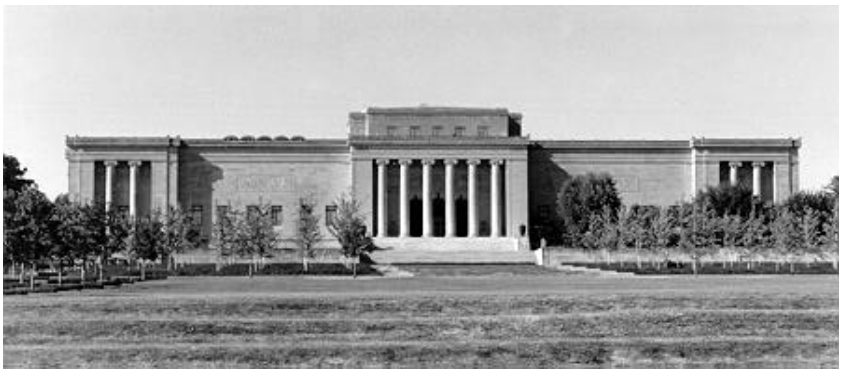
Another key concern regarding preservation is the building code. Currently, the City operates under the Uniform Building Code (UBC) of 1991 which is based on new construction guidelines. Other cities and states have successfully used special standardized "conservation" building codes written for older buildings to reduce disincentives to rehabilitation.

The UBC includes special provisions only for locally designated historic buildings - a small percentage of the City's older buildings. As a result, owners and developers of historic buildings must negotiate code review before a cost for rehabilitation can be determined. Moreover there is no guarantee that there will not be a shift in the opinion of code officials between the initial review and final permitting process. This is a problem identified by developers early in the preservation planning process which significantly impacts redevelopment in older areas of the City. Because of the large

numbers of buildings in Kansas City which are more than fifty years in age, it would be beneficial to rely on one standardized code for older buildings that has proven to work in other cities.

The current fire code presents similar concerns. Under the City's Uniform Fire Code, the Fire Chief has the authority to "consider alternative approaches and grant necessary deviations." This process serves as a disincentive to rehabilitation. Owners and developers once again are put in the position of negotiating fire code review before a cost for rehabilitation can be determined.

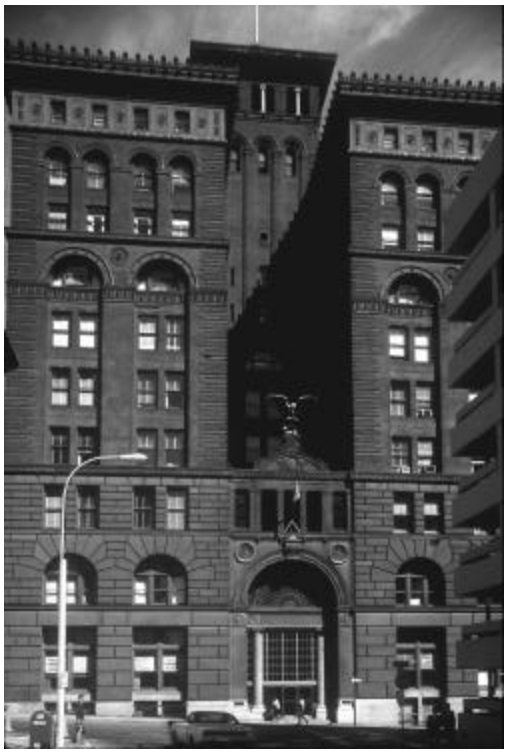
There is also no assurance that future ordinances will not require expensive retrofitting. For example, the recurring issue of requiring retrofitting of all buildings of a certain size and height with sprinkler systems impacts the market for older buildings. The cost would significantly reduce viability for rehabilitation or continued long-term use. When the issue arises in public debate, the real estate market for apartments, condominiums and commercial buildings shows an immediate



negative impact which has lasted as long as six months.
What is not understood by lending institutions and many prospective investors is the fact that many older buildings, due to quality of construction materials and design, have features which provide safety equal to or greater than the level of protection provided by sprinklers. There are also a number of economically viable alternatives to sprinklers which provide comparable safety. Other states and cities have, as part of an adopted historic building code, used fire codes which delineate base performance standards rather than mandated applications for improving life safety in older buildings.

The Carrot and the Stick: Incentives, Policies, and Regulations

Regulatory measures provide only one of many strategies to encourage preservation and adaptive reuse of historic buildings. They are most effective when financial incentives and technical support services are used in conjunction with and reward compliance. For example, institutional development has a critical impact on neighborhoods — traffic and parking issues alone are significant factors affecting the continued viability of adjacent properties. Some zoning and historic designation regulations are not legally applicable to certain governmental institutions. In other types of institutional ownership, regulatory provisions may be one of the most viable tools for successfully merging institutional goals with neighborhood planning and revitalization efforts. In both cases, incentives and support services have the potential to assist all types of institutions in addressing not only the historic resources they own, but also the ones affected by institutional land use practices. Kansas City needs to consider measures which combine regulatory measures, incentives and special technical support to successfully bring preservation into neighborhood and area planning efforts. Only then can preservation issues be addressed in context with other community-based goals.



Developing Decision-Making Criteria to Assist Regulatory Oversight

The process of integrating preservation into regulatory processes also must address measures to assure consistency in coordinated planning efforts between City departments, appointed administrative boards and private not-for-profits receiving City funding to administer public programs. To integrate a preservation and conservation ethic into mainstream City policy and regulations, uniform criteria for determining levels of significance and economic viability for rehabilitation need to be adopted. To assure successful revitalization through rehabilitation of older neighborhoods, proven standards for rehabilitation and new "infill" construction need to be adopted. For example, to develop rehabilitation alternatives to demolition, the City will need to utilize criteria which assist in evaluating the level of significance of a property and whether rehabilitation is an economically viable option. Such

analysis depends on adoption of formalized decision-making criteria incorporated into all applicable City processes.

These types of preservation criteria aid in analysis of both long and short-term effects of proposed development projects or public undertakings. Incorporated with other impact analysis, they allow preservation issues to be addressed in the context of larger planning goals. This, in turn, avoids short-term trade-offs which fail to capitalize on the value of historic resources that often result from planning decisions which are developer driven.

ASPIRATION/GOAL #4:

Increase Public Awareness of Our Heritage and Preservation Values and Issues.

Tomorrow' s educated person must become a "citizen of the world" – in vision, horizon, information. But he or she will also have to draw nourishment from local roots and, in turn, enrich and nourish his or her own local culture.

Peter Drucker, *Post Capitalist Society*

Promoting an appreciation for our collective heritage, the history of our neighborhoods, our parks and boulevards, our trails, and our great buildings, is a vital step in building civic pride, respect for the environment and, ultimately, support for preservation. Heritage education is a basic link to feeling a part of a larger whole, a part of a community which is meaningful. Heritage education should be an important part of life-long learning for Kansas Citians. If future generations are to understand and respect their community, they must be able to understand it on multiple levels: how it functions, why it came to be the way it is, and who played a part in shaping it and giving it meaning.

Educational issues relating to Kansas City's heritage and its preservation

fall into four categories: 1) an appreciation for the region's unique history; 2) an understanding of broad preservation values and the economic and cultural benefits of preservation; 3) knowledge of the processes and ramifications of protection of resources through City programs; and 4) instruction in the care and rehabilitation of historic properties.

Each of these areas requires coordinated and targeted programming. It is also important how this information is communicated. Understanding preservation methods and treatments can seem to be a fairly complicated process to design professionals as well as the average building owner. Preservation education must strive to be "user friendly." This will require development of new products and coordination of dissemination of information.

The City as a Laboratory: Life-Long Opportunities for Heritage Education

Kansas City's historic sites, neighborhoods and commercial centers, trails, buildings and structures provide a diverse and exciting physical "classroom" in which to educate the public. In many cities, historians, archaeologists, preservationists and environmentalists recognize the importance of engaging the public by making history more accessible. Schools, universities, local governments, museums, public and private organizations offer programs for youth and adults, advocates, hobbyists, tourists, and the public at large.

One of the City's strengths is the diverse historical agencies and organizations that strive to provide ongoing heritage education. Kansas City has the opportunity to capitalize on its physical historic assets and the wealth of human resources to integrate heritage education into life-long learning opportunities for its citizens. People remember most what they experience. Programs that utilize the built environment as a touchstone to understanding the past can be one of the most effective teaching tools available.

Preservation Education

There is also a need to disseminate information about preservation methods and techniques. The basic preservation education framework should include:

- Programs designed to help neighborhoods access and utilize City preservation planning programs and information
- Convenient and consistent vehicles to distribute the wealth of national, state and local preservation technical information
- "User-friendly" technical rehabilitation information
- Workshops, seminars, and other “hands-on” activities to teach proper preservation and conservation techniques
- Training and certification programs for “lost arts” of the building trades
- Information and training programs for professionals involved in development and land-use programs. This would include planning and development staffs, investors, lenders, architects, engineers, and design professionals.

Preservation Advocacy

Gaining the support of decision makers, users, lenders and design professionals for a preservation ethic is crucial to successful implementation of preservation policies and procedures. A coordinated and consistent advocacy program, targeted to specific audiences, is essential to building public private/partnerships in preservation. The following should be included in such an effort:

- Carefully targeted programs for the general public that address a wide range of preservation issues

- Programs to acquaint and inform elected officials and appointed boards about the application and benefits of preservation programs

- A consistent set of messages for the media about the economic and cultural benefits of preservation.

These efforts will require development of public and private partnerships. Coordination is instrumental in providing comprehensive and easily accessible information to diverse groups.

ASPIRATION/GOAL #5:

Promote Heritage Tourism as an Economic Development Program

Tourism and the business hospitality market have emerged as viable place development strategies on a footing equal to business retention, business attraction, grow your own business and export development, reverse investment. In a service-driven economy of aging population, these two businesses are generally expected to grow at ahead of the national economy. . . Foreign visitation to the United States will increase, as will the attractions dealing with cultural/heritage experiences.

Kotler, Haider, Rein, *Marketing Places.*

Heritage tourism is big business!! Kansas City has an extraordinary opportunity to take advantage of the public's growing fascination with the past. According to information from the U. S. Department of Commerce, heritage tourism is one of the country's fasting growing and leading

businesses. It is a substantial element in what is becoming the world's largest industry -- the convention and travel business. The heritage traveler visits one-half day longer and spends $62.00 more per day than other tourists. Somewhere between 10 and 20 percent of every dollar spent by visitors goes into the coffers of State and local government. One-third of all vacationing families visit historic sites and up to half of all U. S. travelers will visit a historic site each year.

For the past twenty years, City tourism marketing programs incorporated promotion of historic sites. However, these programs did not fully support or capitalize on historic resources as a core element in the City's tourism plan. Too often commercial interests related to the convention, travel and leisure industry dominated allocation of resources and program development. Not-for-profit organizations which manage the majority of historic sites have limited participation in decision-making processes related to tourism programming.

Kansas City needs to capitalize on existing programs, develop new key attractions, and link them into a comprehensive historic tourism package. This program, in turn, needs to be a cornerstone of all City tourism programming. In addition to marketing and public relations, Kansas City's tourism programs need to assure quality interpretive programs and cultural events which can compete successfully with other cities and an increasingly sophisticated touring public.

Quality Cooperative Programs

Kansas City has a wealth of historic sites – assets in the tourism industry. Despite efforts at regional cooperation and attempts to package heritage tourism within the boundaries of the City itself, Kansas City is not seen as a heritage destination. One primary factor affects this: there is in the region, no "starting place" to introduce visitors to Kansas City and to link regional historic venues. Kansas City needs to capitalize on existing sites and develop new attractions which take advantage of the many resources which tangibly link the present to the past.

As a whole, the story of Kansas City's development is poorly presented and interpreted. Kansas City should, like other major cities, facility that provides a comprehensive approach to introducing and interpreting the City's past. Throughout the metropolitan area, in storage rooms, closets, and archives of numerous museums and historical societies, is a wealth of objects and archival materials which are underutilized and seldom seen by the public. These are assets that can be utilized to educate and entertain the touring public.

Regional Preservation Tourism Marketing and Interpretive Programs

Current tourism programs in Kansas City fail to capitalize fully on diverse historic attractions outside the City's corporate boundaries and to successfully link with regional tourism efforts in an effective long-term manner. While there is cooperation on specific marketing programs and projects, there is a perception by the City decision makers that venues outside the City's boundaries are "adjuncts" rather than equally important parts of a larger whole. Marketing products and information reflect this bias.

Historic sites and agencies are reactive rather than proactive in marketing their sites. Lacking adequate staffing and funding, these entities publish and distribute a wide array of brochures and issue press releases in anticipation of special events. There is, however, no coordinated public relations and marketing program which provides background information which can be "on file" or circulated to generate feature coverage.

Chapter III. Applications

Application of Goals and Aspirations

What's good about preservation now is that it is part of a sense of the living City. It involves a deeper understanding of the continuity and contrasts of urban art and life. It is an index of a greater awareness of the relationships of the past, the present and the future. The definition of preservation has grown from a limited preoccupation with the individual landmark to concern with the nature of the neighborhood and the community.

Ada Louis Huxtable, *New York Times* Architectural Critic.

The application of goals and initiatives includes not only relationships to other FOCUS plans and Building Blocks, but also how vision will be translated into action. This section includes actions which support goals and initiatives. They establish first steps toward meeting goals, prioritize recommendations by importance and time frames for implementation, identify participants and denote implementation vehicles. In addition, implementation of initiative and action strategies requires, at times, decision-making criteria. These are referenced in the text as each goal and initiative is discussed and are included in their own section at the end of the chapter.

ASPIRATION/GOAL # 1:

Accelerate the identification and evaluation of historic resources to facilitate planning and compliance with Federal, State, and Local regulatory processes

A nation can be a victim of amnesia. It can lose the memories of what it was, and thereby lose the sense of what it is or wants to be.

Sidney Hyman, *With Heritage So Rich*, 1966.

Initiative: Increase the number of historic/architectural properties surveyed beyond current levels, as outlined in the *Historic Resources Survey Plan of Kansas City, Missouri.*

The implementation of this goal accelerates the inventory of cultural resources throughout the City and establishes the database for implementing many of the other goals in the FOCUS plan. For example:

- Defining the significance and ascertaining the location of historic resources is crucial to awarding incentives, assigning priorities for infrastructure, and assessing neighborhood resources.

- Integrating survey information into City planning and development programs will enable the City to coordinate targeting infrastructure improvements and rehabilitation programs -- a proven tool to stabilize a neighborhood beginning to decline.

Action: Assure that either the City or an appropriate partner agency applies annually for Historic Preservation Grant-in-Aid

funds for survey in accordance with priorities established in the HRSP (and updated as a result of the FOCUS process) and State priorities. The City shall use the following criteria in targeting survey efforts; Historic Context - a broad pattern of historic development that may be represented in a resource. It is the most influential factor in defining and prioritizing survey efforts.

- Property Types - a major component in survey, they define the character and shared associations of resources. For example, they identify rare and/or significant properties particular to a region or community.
- Opportunity - available funding, special interest groups, other planning projects.
- Significance - in relation to broad historical patterns, important individuals, method of construction and design and or ability to yield important information about prehistory and history.
- Integrity - level of retention of historical features.
- Themes - specific groups of resources within historical contexts such as the work of a particular architect or certain types of buildings, i.e., school buildings.
- Incentives - tax credits, charitable contribution provisions and other incentive-based programs may require determination of eligibility through the survey process.
- Threats - abandoned properties, areas undergoing development, public and private initiatives, suburban expansion are threats to above- and below-ground resources.
- Balance - geographical and financial balance to assure comprehensive view of resource location and conditions.

Action: Expand the Volunteer Survey Program to assist neighborhoods requesting survey and/or neighborhoods engaged in formulating Neighborhood Development Plans.

The City's current Volunteer Survey Program trains neighborhood volunteers to perform some components of survey. The program has the potential not only to be an effective response to grassroots interest in survey of neighborhoods, but also to integrate historic resource survey into neighborhood assessment and planning programs. This action could be organized as a partnership effort between the private and public sectors, with the City acting as coordinator. It would be a long-term, on-going program. Public/private partner-ships could involve numerous entities and funding sources. Academic institutions could utilize the program as part of their training curriculum. Not-for-profit preservation agencies can play an important role in utilizing volunteers to survey commercial properties or properties with shared themes. For-profit corpora-tions and philanthropic organizations that are Community Anchors can play an important funding role as well as utilize survey information in their programs.

Initiative: Establish a formal archaeological survey program in conformance with *Planning for the Past: Archaeological Resources Management in Kansas City, Missouri - Program Recommendations.*

Managing and protecting archaeological resources often require different approaches than those used to protect historic buildings. This initiative integrates preservation planning for archaeological resources into the broader framework of City government. From the viewpoint of the public, successful management programs for archaeological resources are those which are part of City planning and permitting processes and include public participation. For example:

- Knowledge of the prehistoric and historic archaeological sites can aid developers in predicting construction delays due to Federal statutes which require archaeological investigation if Federal funding is part of the project.

- Knowledge of location of sites will assist developers in taking advantage of donating "open space" conservation easements as a charitable deduction under existing Federal tax codes.

- Knowledge of areas of high probability will allow planners and developers to respect sites associated with native peoples through creative strategies, such as designing green space and parks in areas of high archaeological probability.

- Knowledge of archaeological site occurrence would facilitate implementation of the Metro Green Plan and the 1993 Park and Boulevard Plan for the Northland through utilization of the existing not-for-profit Landmarks Historic Trust Corporation for accepting open space easements to protect both above ground historic landscapes and below- ground archaeological resources.

Action: Develop a predictive model for Kansas City to identify areas of high, medium and low probability for archaeological sites.

This will be a City initiated and directed program dependent on utilization of Federal matching grant programs and local funding sources. Alternative implementation approaches include hiring a City archaeologist, contracting with a private cultural resource firm or creating a University/City partnership.

Action: Prioritize the archaeological survey to focus on areas in which development is ongoing and in which resources would most likely be expected.

This will be a long-term City initiative and funding will be dependent on matching grants and City budget allocations.

Initiative: Improve ability to evaluate, apply and disseminate survey data.

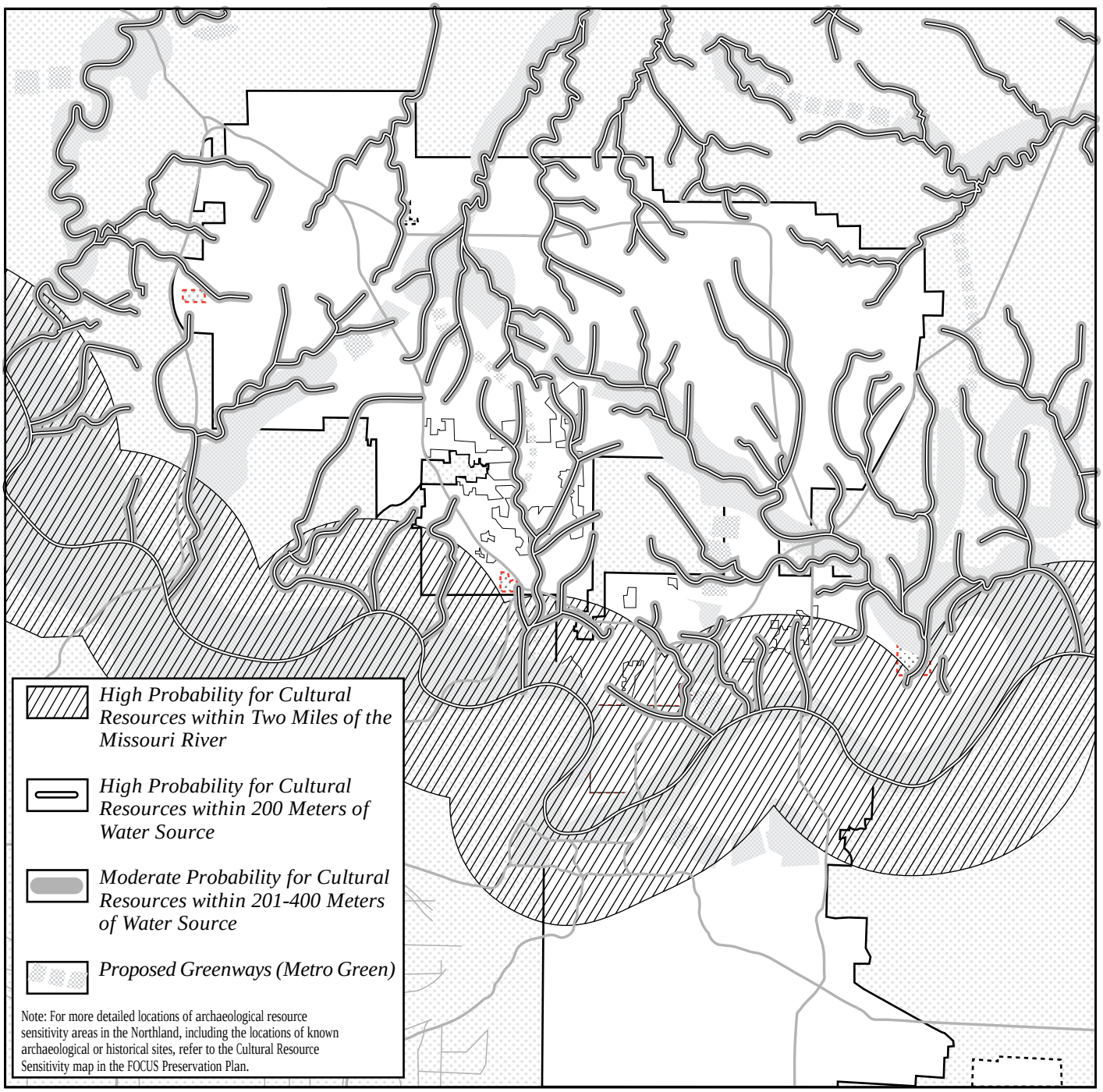
For the purposes of awarding incentives, targeting revitalization efforts and assessing neighborhood resources, this initiative sets forth action strategies which provide clear decision-making criteria for determining categories of significance. The criteria are flexible enough to be applied to different neighborhood prototypes and to merge data with other informational systems. In addition, these standards and guidelines can be easily incorporated with other land-use decision making criteria. For example:

- By adopting uniform criteria for determining significance of older buildings in neighborhood assessment, neighborhood plans can benefit from Federal preservation program incentives which utilize the same criteria.

- Making existing survey information available through the Internet is more efficient than relying on City staff and the Historic Kansas City Foundation to make copies of survey forms and mail to researchers.

Action: Evaluate surveyed properties in accordance with the National Park Service "Criteria for Evaluating Significance" and rank according to the "Criteria For Determining Levels of Significance."

The above decision-making criteria are based on a model which serves as the basis for Federal incentives, grant-in-aid programs, loans, and listing on the *National Register of Historic Places*. It has been upheld as a standard by Federal and Missouri case law. It is also the basis for a model developed during the Downtown Preservation Plan which further categorizes resources relating to stages of development which are identified in neighborhood prototypes. No funding is necessary for full implementation.

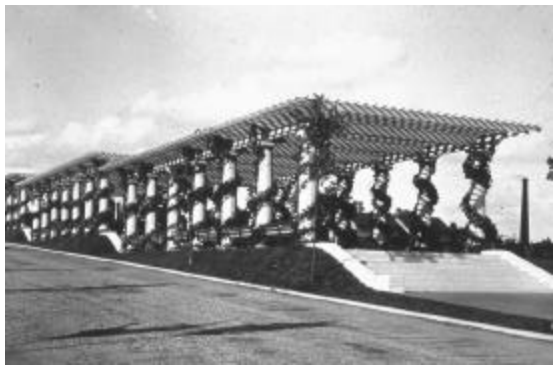


Map 1.
Archaeological Resource Sensitivity Areas in the Northland

Action: Continue development of a cultural resources database, including both above- and below-ground resources and merge with other databases, Geographical Information Systems (GIS) and mapping programs.

This is currently an ongoing process within the HPMD survey efforts. Integration into the larger City management information systems should be phased.

Initiative: Develop cooperative programs between Kansas City Parks and Recreation and Historic Preservation Management Division, Department of Planning and Development, in ongoing systematic identification and evaluation of historic landscapes and sites in the park and boulevard system.



The implementation of this initiative provides a comprehensive and coordinated approach to inventory of historic resources throughout the City, regardless of governmental jurisdiction, and completes the historic inventory database for implementing many other goals in the FOCUS plan. It also allows for Citywide planning in the prioritization of grant requests. This is important due to the fact that, regardless of charter provisions which separate the Parks and Recreation Department from direct control of the City Council and City Manager's Office, its programs qualify under the Federal Certified Local Government status for special consideration for certain grants, just as do the programs administered by the HPMD. Examples of the need for identification and evaluation of historic resources on park properties to keep pace with other Citywide survey efforts are:

- As the Northland develops and the City's park and boulevards system is expanded, it will be important in the planning stages to know the location of both above- and below-ground historic resources.

- To be successful in targeting infrastructure improvements during neighborhood revitalization efforts, the level of survey information of all City agencies and departments must be consistent and coordinated during planning and implementation.

- Cooperative targeting of survey efforts is crucial to capitalizing on Federal funding and compliance with mandated protective procedures. This is especially apparent when different governmental jurisdictions are involved. In Kansas City, the Department of Housing and Community Development oversees compliance with Federal Section 106 review for impact on historic resources, regardless of which department or agencies have jurisdiction.

- A high percentage of extant trail segments or components associated with native American and westward movement exists on park property. Kansas City's departmental actions must be coordinated on the need to target and prioritize further identification, protection and interpretation efforts.

Action: Establish an annual pro-forma vehicle approved by both the Kansas City Parks and Recreation Department and the City Manager's Office for cooperative planning to prioritize survey grant requests and share survey data. **No funding is required to implement this strategy.**

Application to FOCUS

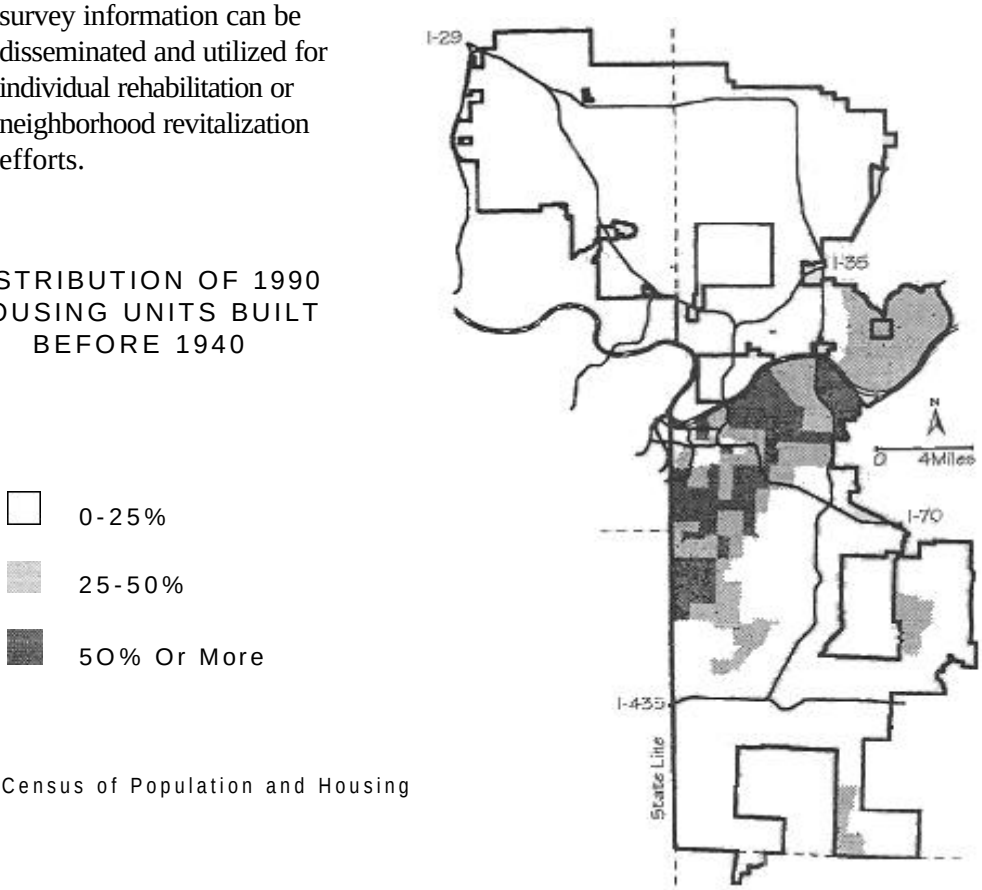
Each of the initiatives which support this goal relates directly to all of the physical framework plans, including the Citywide, Urban Core, Northland and Neighborhood Prototype plans, as well as the Governance Plan. In particular, the initiatives and actions linking protection of archaeological resources to the Northland Plan's application of the Metro Green Plan and the 1993 Parks and Boulevard Plan and use of the Historic Land Trust Corporation to accept open space easements are mutually supportive. The Preservation Plan supports

the Northland Plan's implementation of programs for green space and recommendations regarding utilization of funding mechanisms such as bond issues or taxation to acquire open space easements.

Physical Applications

Identification and evaluation of historic resources found in the built environment play a crucial role as a tool in the neighborhood assessment and planning process. These relate directly to the goals of the Healthy Communities and Neighborhood Livability Building Blocks. The identification of older buildings, structures and landscapes which can be "recycled" directly affects two components of the Investing in Critical Resources Building Block -- utilization of the existing investment in infrastructure and conservation of the natural environment. Through utilization of the Citizen Access and Communications, Community Anchors, and FOCUS Centers Building Blocks, architectural/historical survey information can be disseminated and utilized for individual rehabilitation or neighborhood revitalization efforts.

DISTRIBUTION OF 1990 HOUSING UNITS BUILT BEFORE 1940



Source: 1990 Census of Population and Housing

The information resulting from survey also relates to preserving existing historic connections, such as the park and boulevards system, and creating new connections, such as designated heritage corridors within that system. In addition to the obvious applications to physical corridors, the cultural resource protection issues relating to the parks and boulevards system directly relate to neighborhood planning, conservation and revitalization issues to be addressed by the Community Anchors, FOCUS Centers and Neighborhood Livability Building Blocks.

An inventory of the prehistoric and historic archaeological resources supports implementation of the goals in the Citywide Framework, Urban Core, and Governance plans. In particular, it presents an innovative opportunity to create linkages between above-ground scenic corridors and below-ground archaeological resources.

Functional Applications

The information resulting from archaeological and architectural/historic survey relates discovering and communicating non-physical cultural and historical relationships. Knowledge relating to cultural diversity and heritage connections applies to the City Life and Life-Long Learning Building Blocks in the recognition and celebration of Kansas City's aesthetic and cultural diversity. Applications relating to environmental issues apply both directly and indirectly to the Healthy Communities Building Block.

ASPIRATION/GOAL # 1: ACCELERATE THE IDENTIFICATION AND EVALUATION OF HISTORIC RESOURCES TO FACILITATE PLANNING AND COMPLIANCE WITH FEDERAL, STATE, AND LOCAL REGULATORY PROCESSES.			
Initiative: Increase the volume of historic/ architectural properties surveyed beyond current levels.		**Relationship to FOCUS:** Principles for Policy: U, SB, CF, N, EV, D, ED Plan Components: PF, U, NL,. NG, G. Building Block: CA&C, CA, CC, CU&A, HC, CR, LL, NL	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/ Funding**
Assure that either the City or partner agency applies annually for Preservation Grant-in-Aid funds for survey in accordance with priorities established in the HRSP and FOCUS process.	Government/City & Non-Profit Agencies	3 years	Policy/Partnership/Federal & Local
Expand the Volunteer Survey Program to assist in survey of neighborhoods requesting survey and/or neighborhoods engaged in developing plans.	Government/City, Neighborhoods and Not-for-profit Agencies.	3 year	Project/Partnership/ City & Not-for-profits
Initiative: Establish a formal archaeological survey program in conformance with *Planning for the Past: Archaeological Resource Management in Kansas City*.		**Relationship to FOCUS:** Principle for Policy; SB, EV, D, ED Plan Components: PF, U, NL, G Building Blocks: CC, CU&A, LL	
Develop an archaeological predictive model for Kansas City to identify areas of high, medium and low probability.	Government/City	3 years	Project/City/City
Prioritize the archaeological survey to focus on areas in which development is ongoing and in which resources would most likely be expected.	Government/City	Long-term	Project/City/Federal & Local Partnership
Initiative: Improve ability to evaluate, apply and disseminate survey data.		**Relationship to FOCUS:** Principles for Policy: U, SB, CF, N, EV, D, ED, Y Plan Components: PF, U, NL, NG, G Building Blocks: CA&C, CU&A, CR, LL, NL	
Evaluate surveyed properties in accordance with the National Park Service Criteria and rank according to the "Criteria For Determining Levels of Significance."	Government/City	3 years	Project/City/City

Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/Funding**
Continue development of the cultural resources database, and merge with other data base and GIS programs.	Government/City, Appointed Not-for-profit & Private Not-for-profit	8 years	Project/City/Partnership
Initiative: Develop cooperative programs between Kansas City Parks and Recreation and Historic Preservation Management Division, Department of Planning and Development, in on-going systematic identification and evaluation of historic landscape and sites.		**Relationship to FOCUS:** Principles for Policy: U, CF, N, EV, D, ED, M Relationship to FOCUS Plan Components: PF, U, NL, NG, G Building Blocks: CC, CU&A, CR, LL, NL	
Establish an annual pro-forma vehicle approved by both the KCPD and the City Manager's Office for cooperative survey planning between the two entities to prioritize grant requests and share survey data.	Government/City & Appointed Not-for-profit	8 years	Policy/City/None Required

CHAPTER III: A PLAN FOR A MEANINGFUL COMMUNITY - APPLICATION CHARTS

FOCUS PRINCIPLES FOR POLICY

CF	Plan for a Well-Designed City Framework	D	Respect Diversity	ED	Advance Education, Culture and the Arts
EV	Ensure Environmental Stewardship	F	Target Financial Investments Strategically	G	Build Government Through a Strong Partnership with Citizens
J	Develop Jobs for the Future	M	Build Metropolitan and Regional Cooperation	N	Strengthen Neighborhoods
O	Create Opportunity	S	Create a Secure City	SB	Advance & Encourage Quality Suburban Development
U	Reaffirm and Revitalize the Urban Core Y	Create a Better Future for Our Young People			

FOCUS BUILDING BLOCKS

CA&C	Citizen Access and Communication	LL	Life-long Learning
CA	Community Anchors	NL	Neighborhood Livability
CC	Connecting Corridors		
CU&A	Culture & Amenities		
HC	Healthy Community		
CR	Critical Resources		

FOCUS PLAN COMPONENTS

PF	City Wide Physical Framework Plan
U	Urban Core Plan
NL	Northland Plan
NG	Neighborhood Prototype Plans
G	Governance Plan
H	Human Investment Plan

ASPIRATION/GOAL #2:

IMPROVE THE ECONOMIC VIABILITY AND BETTER UTILIZE THE BENEFITS OF PRESERVATION OF HISTORIC RESOURCES

In 1988, two studies by the National League of Cities analyzed economic development tools in 320 cities. Of the 45 tools included in the survey, historic preservation was cited as the 7th most often used. Of the twenty most successful economic development cities, fifteen had the greatest amount of preservation activity and the top three, Baltimore, Boston and San Antonio, considered historic preservation as the keystone of their development efforts.

Donovan Rypkema, real estate and economic consultant.

Initiative: Target public incentives to projects in areas with existing public infrastructure and significant historic resources.

The implementation of this initiative ties public incentives to rewarding and utilizing preservation as a tool for economic revitalization with both long- and short-term gains. It assures that priority is given to capitalizing on existing assets. Two criteria for decision making are required: "Criteria For Determining Significance" and "Criteria for Evaluating Economic Viability for Rehabilitation." Two examples of applications of this initiative are:

- In choosing which areas to target for revitalization and assembling incentive packages to stimulate private investment, priority would be given to neighborhoods which have an identified stock of historic buildings.

- In identifying the boundaries of a TIF project for a small commercial area, development plans could be encouraged to include an adjacent neighborhood listed on the *Kansas City Register.*

Action: Give incentive priority to significant historic resources that are economically viable and/or those that will have an impact on surrounding properties.

Action: Maximize the use of incentives by combining them into "tool kits" to address preservation in the context of other issues in older neighborhoods and commercial centers.

The following are some examples of programs which could be used in different combinations to address multiple issues:

- Tax Increment Financing (TIF)
- Section 108 Loan Program
- Rehabilitation Loan Corporation Programs
- Parking Benefit District
- MHDC Loan and Tax Credit Programs
- Enterprise Zone Program
- City Capital Improvement
- Rehabilitation Tax Credit
- Missouri Revolving Loan Fund
- Commercial Facade Rebate Program
- HDCIC Loan Program
- Land Clearance Redevelopment Law (LCRA)
- Mo. Chapter 353 Development Law
- Neighborhood Improvement District Act (NID)
- Federal Charitable Deduction Easements
- Federal Preservation Grant-In-Aid Program
- Emergency Stabilization Loans
- Federal Preservation Tax Credits.

Action: Target the use of CDBG funds to programs which positively affect areas with historic resources.

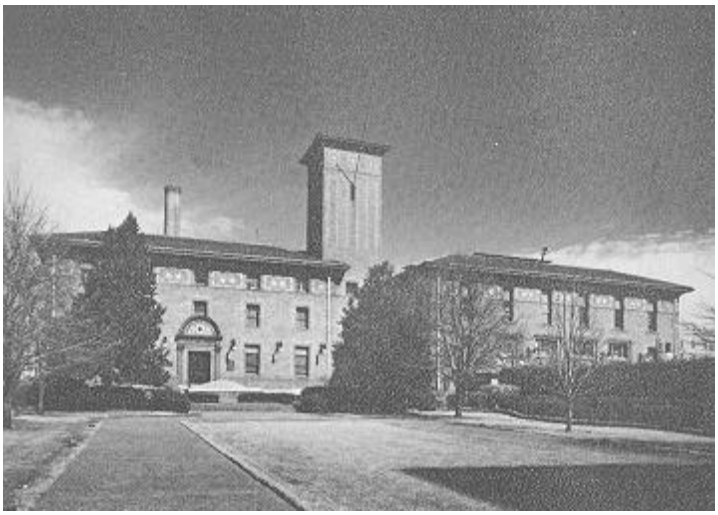
Action: Target historic multi-family residential development and small to medium neighborhood commercial centers for incentives.

Initiative: Develop new economic and regulatory incentives to encourage the renovation and occupancy of historic buildings.

This initiative will require utilization of two decision-making criteria: "Criteria For Determining Significance" and "Criteria for Evaluating Economic Viability for Rehabilitation." New incentives that are not based on income level but on rehabilitation in targeted neighborhoods, particularly when "piggy-backed" onto existing incentive programs, not only promote owner-occupied residences and businesses, but also encourage investment from different income levels. While there are a number of incentives for rehabilitation of older buildings through speculative development, the City also needs to reward businesses that choose to occupy significant historic buildings. Providing incentives to renters or owner-occupants encourages businesses to locate in the urban core, which in turn encourages private investment in rehabilitation of the urban core.

Action: Develop a tax abatement program for the rehabilitation of Kansas City Register designated properties.

This action strategy will require the cooperative efforts of City and County Governments and other taxing jurisdictions.



Action: Provide incentives to owners who occupy or businesses who lease space in historic non-residential buildings.

Action: Provide financial assistance for home improvements within residential historic districts.

Action: Utilize Federal and State grant funding to establish revolving rehabilitation loan funds and emergency stabilization loans for significant residential and commercial historic properties in neighborhoods which have adopted revitalization plans.

Initiative: Eliminate disincentives to preservation of historically significant commercial and residential properties.

Various City processes that create barriers to development in general also affect rehabilitation efforts. This initiative and its supporting actions seek to identify and remediate these issues. Actions should be undertaken in context with addressing other Citywide disincentives to development.

Action: Revise appraisal policies for historic properties to reduce property taxes and, therefore, reduce incentive to demolish or allow demolition by neglect .

This will require the cooperation of City and County governments and taxing jurisdictions.

Action: Revise the property tax code to encourage rehabilitation rather than demolition.

This will require the cooperation of City and County governments and taxing jurisdictions.

Action: Utilize, where possible, incentive programs for abatement of environmental hazards in significant historic buildings.

Action: Provide small development projects funding support for the administrative costs of incentive programs.

Action: Develop a fee schedule for building permits that is lower for rehabilitation than for new construction.

Action: Exempt owners of property listed on the Kansas City Register from building permit fees upon issuance of a Certificate of Appropriateness.

Action: Develop and implement policies and programs which eliminate parking issues as a disincentive to rehabilitation of buildings as part of an overall strategy to address perceived and real parking issues in the urban core. Include consideration of:

- review of use permits and accompanying parking requirements;
- use of historic zoning overlay for parking to reduce the number of buildings demolished for surface parking lots.
- public/private use of shared parking structures.

Application to FOCUS

Because of the large concentration of historic properties in the Urban Core, this initiative relates most directly to the Urban Core, Citywide Physical Framework, Northland, and Neighborhood Prototype plans. It also relates directly to the Governance Plan in its recommendation of specific policies for assigning public funds. This goal and its supporting initiatives and actions also support all the recommendations of the FOCUS Housing Task Force. In particular, through its recommendations for evaluating existing building stock for rehabilitation rather than demolition, it seeks to utilize existing resources for low and moderate income housing. As noted in Chapter I, Federal incentives for preservation, when combined

with credits for low income housing, can be particularly effective in creating affordable housing which strengthens existing neighborhoods. By targeting incentives for investing in the existing infrastructure and building stock of older neighborhoods, the Preservation Plan seeks to attract investment, regardless of income level, and to provide the incentives for middle- and upper-income, owner-occupied residences.

Physical Applications

Crucial applications include utilization of components of the Community Anchors and Livable Neighborhood Building Blocks related to conservation and revitalization programs and adjacent property uses to "Connecting Corridors," including "Pedestrian Streets," "Boulevards and Parkways," "Transit Corridors," "Recreational Corridors," "Natural Corridors "and "Cultural and Historic Corridors." Promotion of rehabilitation and measures which specifically encourage occupancy of historic buildings have direct applications to those Community Anchors which provide services related to rehabilitation and to the conservation, infrastructure and environmental applications inherent in the Critical Resources and Healthy Communities Building Blocks.

Functional Applications

There are also direct and indirect applications related to the cultural and environmental applications in the Culture and Amenities, Life-long Learning, Healthy Communities and Critical Resources Building Blocks. For example, addressing environmental disincentive issues relates directly to the Critical Resources Building Block.

ASPIRATION/GOAL #2: IMPROVE THE ECONOMIC VIABILITY AND BETTER UTILIZE THE BENEFITS OF PRESERVATION OF HISTORIC RESOURCES			
Initiative: Target public incentives to projects in areas with existing public infrastructure and significant historic resources.		**Relationship to FOCUS** Principles for Policy: U, SB, CF, N, EV, D, ED, J, O, Y, F,G Plan Components: PF, U, NL, NG, G, H Building Blocks: CA, CC, CU&A, HC, CR, LL, NL	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/ Funding**
Prioritize incentives to significant historic resources that are economically viable and/or that will impact surrounding properties.	Government/City and Appointed Not-for-profit	3 years	Policy/City and Appointed Not-for-profit/City Ordinance
Maximize use of incentives by combining them into "tool kits" in older neighborhoods and commercial centers.	Government/City and Appointed Not-for-profit	8 years	Policy/City and Appointed Not-for-profit/City Ordinance
Target the use of CDBG funds to programs which affect areas with historic resources.	Government/City and Appointed Not-for-profit	8 years	Policy/City and Appointed Not-for-profit/City
Target historic multi-family development and small to medium commercial centers for incentives	Government/City and Appointed Not-for-profit	3 years	Policy/City and Appointed Not-for-profit/City
Initiative: Develop new economic and regulatory incentives to encourage the renovation and occupancy of historic buildings.		**Relationship to FOCUS** Principles for Policy: U, CF, N, EV, D, ED, J, O, F, G Plan Components: PF, U, NG, G Building Blocks: CU&A, HC, CR, LL, NL	
Develop a tax abatement program for the rehabilitation of Kansas City Register properties.	Government/City & County	3 years	Ordinance/City and Appointed Not-for-profit
Provide incentives to businesses to occupy space in historic buildings.	Government/City	3 years	Ordinance/County Government/ Partnership
Provide financial assistance for home improvements in historic districts	Government/City	8 years	Policy/City/City
Use grants for revolving rehabilitation loans for historic properties in neighborhoods with revitalization plans.	Government/City and Not-for-profit	8 years	Project/City & Not-for-profit/ Partnership Federal/Local

Initiative: Eliminate disincentives to preservation of historically significant commercial and residential properties.		**Relationship to FOCUS:** Principles for Policy: U, SB, CF, N, EV, D, ED, J, Plan Components: PR, U, NL, NG, G, Building Blocks: CU&A, HC, CR, NL	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/ Funding**
Revise appraisal policies for historic properties to reduce property taxes and, the incentive to demolish	Government/County & City	8 years	Ordinance/Partnership/County, State
Revise the property tax code to encourage rehabilitation rather than demolition.	Government/City & County	8 years	Ordinance/Partnership/County, State
Include project administrative costs for smaller projects in incentive programs ..	Government/City & Appointed Not-for-profit	8 years	Policy/City and Appointed Not-for-profit
Use incentives for abatement of environmental hazards in significant historic buildings.	Government/City & Appointed Not-for-profit	8 years	Policy/City & Appointed Not-for-profit/City
Develop a fee schedule for building permits that is lower for rehabilitation than new construction.	Government/City	3 years	Ordinance/City/City
Exempt owners of Kansas City Register properties from building permit fees.	Government/City	3 years	Ordinance/City/City
Develop programs which eliminate parking issues as a disincentive to rehabilitation.	Government/City and Appointed Not-for-profit; For-Profit.	8 years	Policy and Ordinance/City/Partnership

CHAPTER III: A PLAN FOR A MEANINGFUL COMMUNITY - APPLICATION CHARTS

FOCUS PRINCIPLES FOR POLICY

CF	Plan for a Well-Designed City Framework	D	Respect Diversity	ED	Advance Education, Culture and the Arts
EV	Ensure Environmental Stewardship	F	Target Financial Investments Strategically	G	Build Government through a Strong Partnership with Citizens
J	Develop Jobs for the Future	M	Build Metropolitan and Regional Cooperation	N	Strengthen Neighborhoods
O	Create Opportunity	S	Create a Secure City	SB	Advance & Encourage Quality Suburban Development
U	Reaffirm and Revitalize the Urban Core	Y	Create a Better Future for Our Young People		

FOCUS BUILDING BLOCKS

CA&C	Citizen Access and Communication	LL	Life-long Learning
CA	Community Anchors	NL	Neighborhood Livability
CC	Connecting Corridors		
CU&A	Culture & Amenities		
HC	Healthy Community		
CR	Critical Resources		

FOCUS PLAN COMPONENTS

PF	City Wide Physical Framework Plan
U	Urban Core Plan
NL	Northland Plan
NG	Neighborhood Prototype Plans
G	Governance Plan
H	Human Investment Plan

ASPIRATION/GOAL #3:

MODIFY REGULATORY PROCESSES TO ENCOURAGE PRESERVATION

. . . to "save" and "preserve," a City must start with what it is, strengthen it, build on it incrementally so as not to overwhelm it, add what's missing, encourage innovation and new inventions, and in the process let the City grow.

Roberta Brandes Gratz, *New York Post.*

Initiative: Strengthen and streamline the Landmarks Ordinance.

Because it addresses both archaeological and architectural/historic properties, this initiative directly affects both the urban core and developing areas. Its implementation requires addressing protection issues in the larger context of land-use regulatory processes and coordination with current, ongoing and future revisions in zoning and code matters. Many of the issues recommended for investigation and possible implementation arose out of initiatives and goals identified in the FOCUS process. For example:

- The provision for inclusion of tier designation applies directly to the four neighborhood prototypes. By creating different levels of designation based on stages of development, flexible design review criteria can be developed to address issues specific to given geographical areas with distinct types of resources. Moreover, design review of some tiers could be expedited by staff, rather than requiring a hearing by the Landmarks Commission.

- Kansas City does not have an established archaeological program to identify and protect significant sites, or to

facilitate private sector compliance with Federal regulations.

Action: Update the landmarks enabling ordinance, utilizing the best legal framework in accordance with Federal and State law to provide the strongest and most flexible vehicles for protection of resources. Efforts should include but not be limited to the following:

- Investigate and implement alternative designation approaches such as multi-tier designation which provides different types of protection based on the characteristics and densities of areas
- Provisions affecting both designated and non-designated properties that require a building permit for new construction be issued prior to issuance of a demolition permit
- Demolition by neglect
- Economic hardship
- Protection for properties with designation pending
- Enforcement provisions for violations
- Negotiation procedures after denial of a Certificate of Appropriateness

- Evaluation of the 18-month moratorium versus binding review
- Inclusion of Codes Administrator as ex-officio member of the Landmarks Commission
- Components that authorize identification, evaluation and protection of archaeological resources
- Require archaeological survey before development
- Expedited review by staff on routine work

- Coordination with Dangerous Buildings and Property Maintenance requirements

- Integration of the HPMD staff into the development process to review and make recommendations on all use permits, variances, rezoning requests, plat review, and zoning text amendment applications within any established local historic district

- Landmarks Commission Review for alterations which affect significant historic properties owned by the City, which are legally under the administrative management of the City Council and City Manager

- Integration of City undertakings into preservation processes, including required use of protective covenants on significant historic properties owned by the City upon disposal.

Initiative: Streamline and tailor the City's general review and regulatory processes to keep them from becoming a disincentive for renovation projects.

Many preservation goals which are realized through designation of local districts could be accomplished through amending other land-use regulatory processes. By merging some preservation protective strategies into zoning, property maintenance and building codes, review processes could be streamlined and coordinated. For example, the formal adoption of a code for older buildings or specific code guidelines would streamline the development process, allowing owners to accurately anticipate issues and cost in the planning and financing stage, rather than relying on negotiations with different codes administrators throughout the project.

Action: Amend the Zoning Ordinance to be compatible with Citywide preservation goals. Revised ordinances should

include measures to:

- Ensure the compatibility of new development and discourage the destruction of sound, older buildings in neighborhoods with a cohesive character

- Allow expanded uses in large, older residential buildings that are economically difficult to maintain as purely residential buildings and that would otherwise fall into disrepair or be abandoned

- Permit compatible infill development of small vacant lots which are otherwise a blighting influence on neighborhoods

- Allow for flexible setback regulations in established neighborhoods so that a new building can be constructed with respect to adjacent building setbacks

- Continue the revitalization and 24-hour use of the Urban Core by allowing new mixed use development and higher density in some areas

- Require the consideration of harmony between new and existing development as a criteria in development plan review and for special exceptions

- Provide for pedestrian-oriented neighborhood commercial developments which would serve older, established areas

- Provide for transitional height allowances around lower scale historic districts and residential areas adjacent to the central business district

- Provide for improved design standards for new commercial, industrial and higher density residential developments

- Provide for protection of significant archaeological resources.

Action: Adopt a building and fire code for older buildings.
Base the code on models which have worked in other similar locations and have a proven record of efficient application and in preservation and enhancement of life safety at levels equal to codes designed for new construction.

This action could be as simple to implement as the adoption of the existing model codes designed for older buildings which have been successfully used in other cities and states. Or the City could develop its own codes, using base performance standards rather than mandated applications, for preserving and enhancing life safety.

Action: Develop a position within City Hall to serve as a liaison between the developer and/or owner of a historic property and the various City agencies involved in project review and approval.

Action: Accelerate the review process for construction and renovation projects within historic districts.

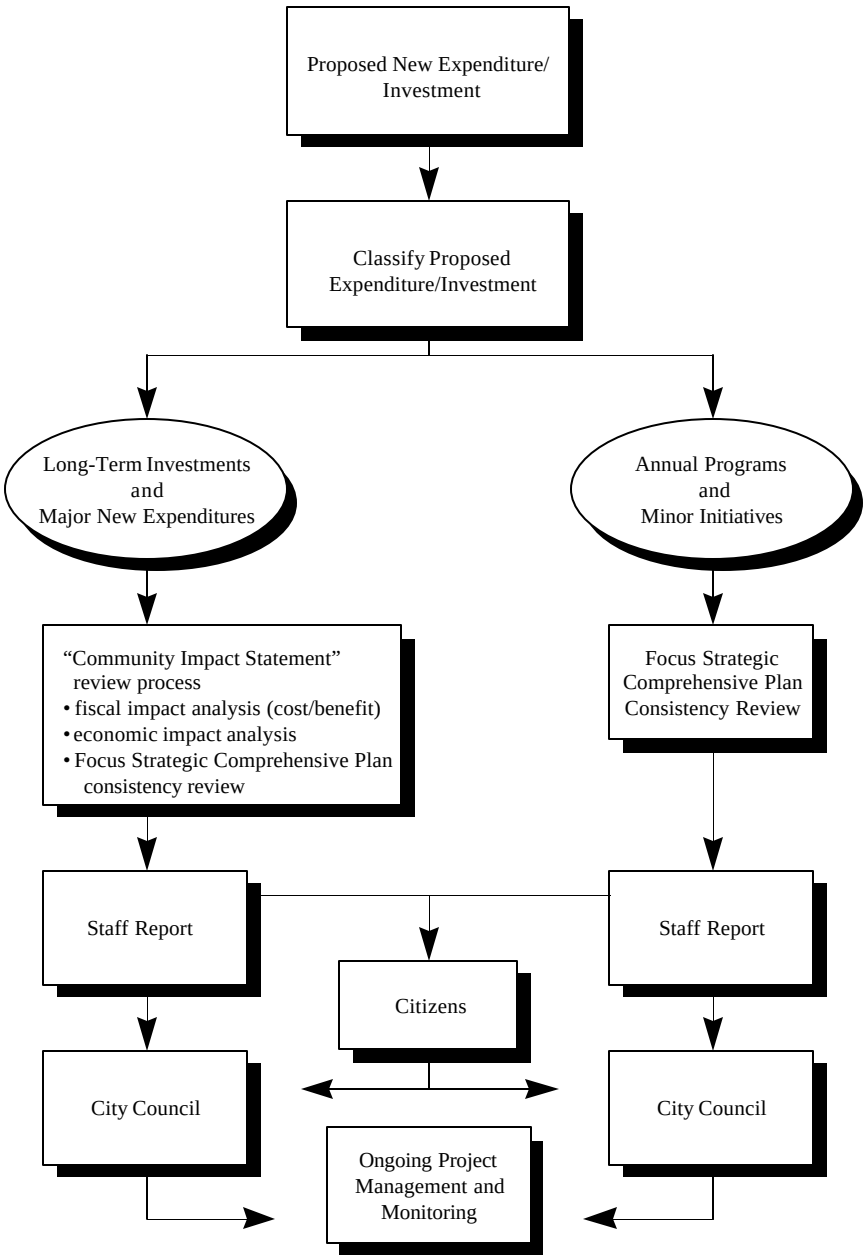
Initiative: Integrate preservation goals into City processes, policies and plans.

In addition to regulatory functions relating to ordinance provisions, there are a vast number of City processes, policies and guidelines that have regulatory functions. The most effective long-term preservation strategies are those which are merged with governmental policy and process, especially when they reduce layers of review and occur early in the planning and review process. For example:

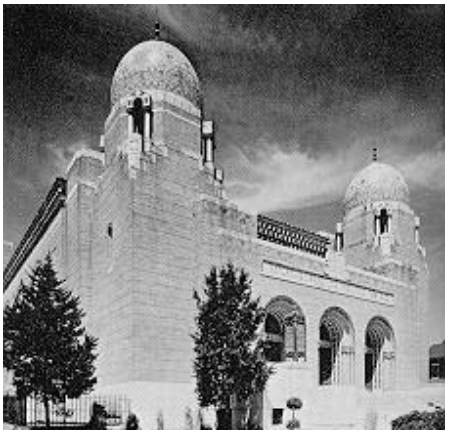
- Utilization of a preservation review in the context of the larger Community Impact Analysis process recommended by the Governance Plan in conjunction with awarding incentives or authorizing public expenditures benefits not only preservation but also larger community concerns. If such a process had been in place in the past, the large office buildings erected east of Union Station may not have received any public incentives.

Governance Plan - City Investment Evaluation Process

Community Impact Analysis



- A major institution wants to create additional surface parking that requires rezoning. At the same time, property owners in an adjacent neighborhood have initiated a neighborhood revitalization program. Zoning review could be conditional to the institution and the neighborhood participating in joint planning.



Action: Develop a historic resources analysis process to be integrated into the Community Impact Analysis Process recommended by the Governance Plan. The historic preservation component should assist in determining the impact of all public funding and local incentive projects on significant historic resources <u>early</u> in the planning process. In addition to determining the significance of an older property, it should also include a determination of the economic viability for rehabilitation.

This action requires the utilization of the following decision-making criteria: the "*Secretary of the Interior's Standards for Rehabilitation and Guidelines for Historic Preservation*," the "Criteria for the Determination of Significance" and the "Criteria for the Determination of Economic Viability for Rehabilitation." To be successfully implemented, the process should occur in concert with other impact analysis early in the development planning stages. Review would include all public and private agencies, individuals, corporations, and entities receiving City funding or incentives above a set threshold.

Action: Incorporate institutional planning into the development and land use regulatory process .

A number of different strategies will be required to achieve this goal. For example, neighborhood institutions owned by other governmental jurisdictions, such as Federal and State governments or school districts, are not subject to certain City ordinances. Efforts to mitigate the effect of their actions on surrounding neighborhoods will require both public incentives and private

protective initiatives. Needs of not-for-profit organizations like religious property owners may differ greatly than those of for-profit institutions such as health care providers. Targeted incentives, rather than regulation, may be the key to continued coexistence with residential neighborhoods. Approaches to integrating institutions into the neighborhood planning and preservation process should include:

- Implementation of institutional zoning overlay with design guidelines and parameters compatible with base zoning designation.

- Incentives and disincentives which are aimed at securing participation in comprehensive neighborhood planning and mitigating impact on significant historic resources.

Action: Integrate preservation methodology into neighborhood plans through early assessment of buildings using survey and prioritizing properties by age, integrity and level of endangerment for incentive programs and general design guidelines based on levels of significance.

Using methods which have proven to be successful in other communities in the last twenty years in identifying, evaluating and protecting historic resources will assist neighborhood planning efforts. For example:

- Identification of resources which are eligible for preservation grant-in-aid funds and other Federal incentives
- Provision of consistent criteria for rehabilitation vs. demolition
- Assisting in targeting properties for local incentives
- Providing design guidelines for rehabilitation and new construction which have proven to stabilize property values and provide long-term viability for older neighborhoods.

Action: Initiate a historic resource management plan for Parks and Recreation according to the Certified Local Government Standards which incorporate a project impact analysis by independent preservation professionals in an advisory capacity to the staff and Board of Park Commissioners.

This strategy will require use of *The Secretary of Interiors Standards for Historic Preservation* as a decision-making criterion.

Action: Include the protection of historic resources as a criterion in the acquisition of public parks.

Action: Establish policies to direct the City's role as a participant on the Land Trust Board of Directors which include guidelines for addressing significant historic properties.

Action: Establish notice and coordination procedures between the professional staff of all regulatory bodies.

Action: Require as a part of budgetary expenditures an inventory and cyclical maintenance program for all City-owned historic institutional buildings, including those under the administrative jurisdiction of appointed boards.

Action: Encourage public entities to own or lease space in historic buildings. Use historic institutional buildings as locations for Community Anchors, FOCUS Centers and for other City programs.

Action: Develop a vehicle to consistently utilize the "Main Street" program in and along small neighborhood commercial centers.

This action seeks to adopt a program which is a proven model nationally to revitalize older commercial centers. The Main Street program utilizes a unified management strategy which capitalizes on an area's strengths (i.e., architecture, personal services) and, through public and private partnerships, develops a comprehensive revitalization plan.

Action: Develop and adopt proactive rehabilitation alternatives and coordinate polices to actively promote rehabilitation of deteriorated and dangerous buildings in addition to demolition, which would include:

- Strong property maintenance enforcement
- Legal mechanisms to stop decline and pursue rehabilitation
- Marketing programs for rehabilitated, vacant and deteriorated properties prior to and after rehabilitation
- Coordination of City regulatory processes to achieve revitalization of the City's built infrastructure
- In low-income historic neighborhoods, involvement of the City as a financial partner with banks in development of historic residential and commercial properties
- Aggressive demolition of unsalvageable properties.

Action: Develop programs to protect significant abandoned and endangered historic properties. Including:

- Establishing what role the Landmarks Historic Trust Corporation might assume for abandoned historic properties
- Establishing a "mothball" and marketing fund for vacant buildings listed in National and Local registers
- Developing a land conservation program to protect historic, natural and scenic resources, including parks, open space, scenic views, trails, archaeological sites, and other landscape elements

Action: Work with County governments to develop a cooperative program to notify property owners about incentives and/or restrictions related to designated properties or properties eligible for listing on the National Register of Historic Places.

Application to FOCUS

This goal relates primarily to the Governance Plan in its focus on regulatory concerns. Because of the comprehensive nature of the issues to be addressed in the strengthening and streamlining of the City's preservation and land-use ordinances, there are related applications to all of the FOCUS Building Blocks. In addition, this goal and its supporting initiatives and actions support and relate directly to specific recommendations of the FOCUS Housing Task Force. In particular, it provides strategies and methods to address rehabilitation and new construction in older neighborhoods, including design guidelines, which have proven to be successful in other communities and which can be incorporated into general design standards for urban housing.

To assure that the resulting regulations do not add additional administrative burdens on the users and to assure coordinated review, it will be important to take into consideration land-use goals, initiatives and actions of other FOCUS plans and Building Blocks in the evaluation and determination of legal strategies. Other FOCUS Plan Components with interrelating initiatives and action strategies are the Physical Framework, Urban Core, Neighborhood Prototype, and Northland plans. Implementation is dependent on utilization of the Citizen Access and Communication Building Block.

ASPIRATION/GOAL #3: MODIFY REGULATORY PROCESSES TO ENCOURAGE PRESERVATION.			
Initiative: Strengthen and Streamline the Landmark Ordinance.		**Relationship to FOCUS:** Principles of Policy: U, CF, SB, CF, N, EV, ED, G Plan Components: PF, U, NG, NL, G Building Blocks: CA&C, CU&A, HC, CR, LL, NL	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/Funding**
Action: Initiate research to update the existing Landmarks ordinance including determination of the best legal framework in accordance with Federal and State law to provide the strongest and most flexible vehicles for protection of resources.	Government/City and Appointed Body	3 years	Ordinance/City/City
Initiative: Streamline and tailor the City's general review and regulatory processes to keep them from becoming a disincentive for renovation projects		**Relationship to FOCUS** Principles for Policy: U, CF, N, Ed, G Plan Components: PF, U, NL, NP, G Building Blocks: CU&A, HC, CR, LL, LN	
Amend the zoning ordinance to include measures to be compatible with Citywide preservation goals.	City	3 years	Ordinance/City/N/A
Adopt a building and fire code for older and historic buildings. Base code on models which have worked in other similar locations and have a proven record of efficient application.	City	3 years	Ordinance/City/N/A
Develop a position within City Hall to serve as a liaison between the developer and/or owner of a historic property and the various City agencies involved in project review and approval.	City	3 years	Policy/City/City
Accelerate the review process for construction and renovation projects within historic districts.	City	3 years	Policy/City/N/A

Initiative: Integrate preservation goals into City processes, policies and plans.		**Relationship to FOCUS:** Principles for Policy: U, SB, CF, N, EV, F, G Plan Components: PF, UC, NL NG, G, H Building Blocks: CA, CC, CU&A, HC, CR, LL, NL	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/Funding**
Develop a historic resource impact process as part of the Community Impact Analysis	Government/City, Appointed Not-for-Profit Agencies, Private Not-for-profit	3 years	Project/City/City
Incorporate institutional planning into the development and land use regulatory processes	Government/City & Appointed Not-for-profit	8 years	Policy/Appointed Not-for-profit
Integrate preservation methodology into Neighborhood Plans through early assessment of buildings using survey and prioritizing properties by age, integrity and level of endangerment for incentive programs and general design guidelines based on levels of significance	Government/City & Neighborhood Associations	3 years	Policy/City/City
Initiate a historic resource management plan for the Kansas City Parks Department based on Local Certified Government standards.	Government/City & Appointed Not-for-profit	3 years	Project/Appointed Not-for-profit
Include protection of historic resources as a criterion in the acquisition of parks	Government/City & Appointed Not-for-profit	3 years	Policy/City
Establish preservation policies to direct the City's role on the Land Trust Board	Government/City & Appointed Not-for-profit	8 years	Policy/City
Establish notice and coordination procedures between staff on all City regulatory bodies.	Government/City & Appointed Not-for-profit	8 years	Project/City/ Appointed Not-for-profits
Require inventory and cyclical maintenance program for all historic City-owned buildings	Government/City & Appointed Not-for-profit	3 years	Project/City/Appointed Not-for-profits

Action	Participants	Time Frame	Implementation/Responsibility/Funding
Encourage Public agencies to occupy history buildings. Use historic institutional buildings as FOCUS Centers	Government/City and Appointed Not-for profit	3 years	Policy/City and Appointed Not-for-profit Agencies
Develop a vehicle to consistently utilize the "Main Street" program in neighborhood commercial centers	Government/City and Not-for-profit Agencies	8years	Policy/City and Appointed Not-for-profit Agencies Policy/City and Appointed Not-for-profit, Private Not-for-profit Agencies
Develop and adopt rehabilitation alternatives to demolition of deteriorated and dangerous buildings.	Government/City & Appointed Not-for-profits	3 years	Project/City and Appointed Not-for-profit/Partnership
Develop programs to protect significant abandoned and endangered properties	Government/City & Appointed Not-for-profits	3 years	Policy/City and Appointed Not-for-profit/Partnership
Work with County Governments to notify property owners about incentives and/or restrictions related to designated properties or properties eligible for listing on the National Register of Historic Places	Government? City & County	8 years	Policy/City/County

CHAPTER III: A PLAN FOR A MEANINGFUL COMMUNITY - APPLICATION CHARTS

FOCUS PRINCIPLES FOR POLICY

CF	Plan for a Well-Designed City Framework	D	Respect Diversity	ED	Advance Education, Culture and the Arts
EV	Ensure Environmental Stewardship	F	Target Financial Investments Strategically	G	Build Government through a Strong Partnership with Citizens
J	Develop Jobs for the Future	M	Build Metropolitan and Regional Cooperation	N	Strengthen Neighborhoods
O	Create Opportunity	S	Create a Secure City	SB	Advance & Encourage Quality Suburban Development
U	Reaffirm and Revitalize the Urban Core	Y	Create a Better Future for Our Young People		

FOCUS BUILDING BLOCKS

CA&C	Citizen Access and Communication	LL	Life-long Learning
CA	Community Anchors	NL	Neighborhood Livability
CC	Connecting Corridors		
CU&A	Culture & Amenities		
HC	Healthy Community		
CR	Critical Resources		

FOCUS PLAN COMPONENTS

PF	City Wide Physical Framework Plan
U	Urban Core Plan
NL	Northland Plan
NG	Neighborhood Prototype Plans
G	Governance Plan
H	Human Investment Plan

ASPIRATION/GOAL #4:

KANSAS CITY SHOULD INCREASE PUBLIC AWARENESS OF OUR HERITAGE AND PRESERVATION VALUES AND ISSUES

We shape our buildings, and afterwards our buildings shape us.

Winston Churchill, 1943

Don't it always seem to go
That you don't know what
you've got
Till it's gone
They paved paradise
And put up a parking lot."

Joanie Mitchell, *Big Yellow Taxi*.

Initiative: Utilize the City as a laboratory for heritage education for life-long learning.

This initiative addresses the challenges and opportunities presented in developing a systematic, Citywide heritage education program. The majority of the following action strategies require private sector not-for-profit and/or philanthropic initiation. In certain programs, the City would play a secondary supporting role. It incorporates strategies to introduce the City's diverse historic resources as a component of life-long learning programs. For example:

- The Town of Kansas archaeological site will during its development and after excavation is completed provide both traditional and non-traditional learning opportunities in a wide range of disciplines. It has the potential to serve as a classroom for all ages.

- A network of walking tours with special brochures and activities designed for different age and interest groups which are available at local businesses creates an easy, accessible learning tool.

- Development of specialized brochures, informational materials and special citywide exhibits which introduce Kansas City history in a topical format such as native American heritage, Euro-American westward movement, and/or the Civil Rights Movement and include museums, sites, trails, neighborhoods and research facilities in the city and the region that address those topics.

Action: Encourage area schools to make the history of Kansas City part of the history curriculum, just as national and State history are now incorporated into the curriculum

Action: Encourage area schools to require in-service training for educators at historic sites through grants, incentives and regular budgetary allocations.

Action: Develop guided and self-guided walking tours designed for all ages and available at public sites in tour areas. Integrate this into the City and region's tourism program.

Action: Develop educational curricula that links historic preservation with environmental issues.

Action: Develop a public archaeology program in cooperation with other metropolitan area sites to provide learning experiences "in the field."

Education of the general public and targeted audiences such as developers, planners an government officials should occur early in the planning process of the City archaeological program.

Initiative: Develop marketing/education programs to promote economic investment in heritage areas.

Implementation of this initiative requires actions which provide services and information targeted to specific users. For example:

- Developing a central listing for significant historic properties available for rent or sale with information about available incentive programs

- Publishing a rehabilitation guide book containing information collected from all the various City and private programs relating to rehabilitation

- Developing press packets with preservation contacts, long-lead articles about upcoming preservation events and special interest topics useful for research or "filler" copy.

Action: Cultivate media interest in preservation issues around a consistent set of messages, including:

- Preservation as a tool for revitalization

- Preservation as a contribution to quality of life

- Heritage tourism

- Promotion of expanded use of the rehabilitation tax credits, facade and open space easements

- Story ideas around themes formatted for all kinds of media by public relations professionals.

Action: Develop a marketing program to encourage use of historic properties, including:

- Listing of available historical commercial properties for lease or sale.

- Listing of historic commercial and residential properties for sale
- Listing of rentable historic facilities for special events
- Listing of vacant historic properties available for redevelopment
- Training real estate professionals on marketing historic properties.

Action: Address environmental laws and regulations that are either real or perceived impediments to preservation, including:

- Analyzing existing proposed laws and regulations
- Modifying laws and regulations in a manner that would have less impact on preservation, but still promote environmental safety and stewardship.

Initiative: Develop programs designed to help neighborhoods utilize preservation and easily access the City's preservation programs.

This initiative addresses the critical issue of coordinating and disseminating basic preservation information to residential and commercial property owners. While it will require a public/private partnership to be successful, the primary means of initiation and management will be by private not-for-profits utilizing neighborhood anchors. It is important that preservation information be made available in coordination with other information relating to neighborhood revitalization. Possible initial programming examples are:

- Establishing an Old House Network Computer Bulletin Board where homeowners can share information on craftsmen, contractors, suppliers, and experiences
- Organizing volunteers to conduct a survey as part of a neighborhood assessment process and later assist in training volunteers in another neighborhood

- Creating a centrally located neighborhood technical assistance center as a Community Anchor or FOCUS Center where information on preservation, rehabilitation, incentives, and lending sources -- the nuts and bolts of rehabilitation -- are available in shared space with City neighborhood revitalization programs and agencies.

Action: Publish a brief summary of preservation programs and procedures. Use neighborhood associations to distribute information to both property owners and residents.

Action: Expand upon the "Old House Network" established for residential neighborhoods by the HMPD by establishing new programs through public/private partnerships.

- Create an association of local historic districts for educational and advocacy purposes and to "mentor" other neighborhoods in initiating preservation programs

- Include "in progress' renovations in homes tours

- Conduct regular workshop series demonstrating preservation techniques

- Create a research index which outlines how to research a property and where to find different types of information

- Create an ongoing index which outlines the various sources of information available on restoration and rehabilitation techniques

- Establish computer links to centralize all preservation and rehabilitation information

- Encourage area public libraries to carry books and periodicals on preservation and rehabilitation topics

Initiative: Create products and activities to educate elected officials and City staffs, developers, investors, planners, contractors and design professionals about the advantages of preservation.

This initiative addresses the need to educate professionals and decision makers in preservation methodology to assure successful integration of preservation into the planning process.

Action: Target private groups for specific educational programs, including:

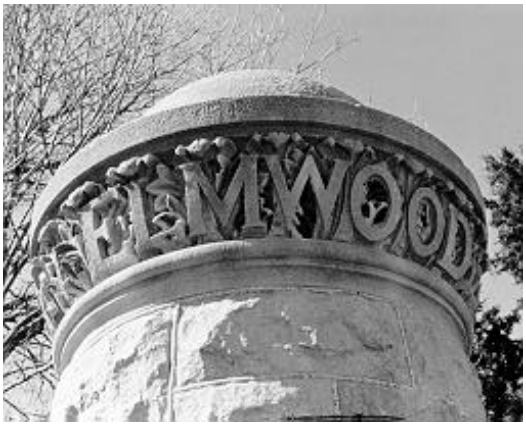
- Annual seminars for the lending community about the economic benefits of rehabilitation and which encourage compliance with the Community Reinvestment Act of 1977

- Cooperative programs with professionals, contractor associations, and building trades to train in preservation methodology and procedures. Include training as part of a "certification" process and as a criteria for referral listing.

Action: Develop training modules for City staff on the processes, applications and benefits of historic preservation, including:

- A "Staff Preservation Handbook" which explains the preservation policies and criteria, designation process and available incentives. Include information on Federal compliance, code requirements and the American with Disabilities Act.

- Regularly distributed "in house" information on preservation activities directed to elected and appointed officials and City agencies.



Application to FOCUS

Community-based heritage education initiatives and supporting action strategies relate most directly to the Human Investment Plan in its focus on continuing life-long learning. They have applications at varying levels to all of the Building Blocks. The most direct applications relate to the Citizen Access and Communication, Connecting Corridors, City Life and Life-Long Learning Building Blocks.

Initiatives and supporting actions relating to public relations, marketing and advocacy efforts relate directly to the Urban Core, Physical Framework, Neighborhood Prototype, and Northland plans. Because of their educational/advocacy component, there are direct applications to the Citizens Access and Communication and Life-Long Learning Building Blocks. Implementation of most action strategies will require use of specific Community Anchors and FOCUS Centers which relate to neighborhood and commercial revitalization. They also relate to non-physical educational corridors and links to other related programs.

The actions which assist property owners using preservation methods relate to the Human Investment Plan in its focus on education and Neighborhood Prototype Plan in its emphasis on creating greater ease for public in using the City's preservation programs while developing cohesive neighborhoods and establishing private/public partnerships. These actions have many applications to Building Blocks relating to neighborhood revitalization programs -- Community Anchors, Connecting Corridors and Neighborhood Livability. As a community education initiative it relates directly to major components of the Life-Long Learning and Citizen Access and Communication Building Blocks. Because of its support for investment in areas with existing infrastructure and conservation issues, it relates to major components of the Critical Resources Building Block. Environmental benefits and by-products from rehabilitation of older neighborhoods applies to the Healthy Communities and City Life Building Blocks.

ASPIRATION/GOAL #4: INCREASE PUBLIC AWARENESS OF OUR HERITAGE AND PRESERVATION VALUES AND ISSUES			
Initiative: Utilize the City as a laboratory for heritage education for life-long learning.		**Relationship to FOCUS:** Principles for Policy: U, CF, N, Ev Plan Components: PF, U, NL, Ng, G, H FOCUS Building Blocks: LL,CA&C, CC, CU&A, HC	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/ Funding**
Encourage areas schools to make the history of Kansas City part of the history curriculum, just as national and State history are now incorporated into the larger curriculum.	Government/School Districts, Private Not-for-profit, Philanthropic	8 years	Policy/Not-for-profit/Government: School Districts, Private Not-for-profit,/ Philanthropic
Encourage through incentives area schools to require in-service training for educators at historic sites.	Government/School Districts, Private Not-for-profit	8 years	Policy/School District/Private Public
Develop guided and self-guided walking tours designed for all ages and available at public sites in tour areas. Integrate this into the City's and region's tourism program.	Private Not-for-profit, For-profit & Philanthropic	8 years	Project/Private Not-for-profit/Private
Develop educational curricula that link historic preservation with environmental issues.	Government/School Districts, Private Not-for-profit, For-profit & Philanthropic	8 years	Project/School Districts/Public
Develop a public archaeology program in cooperation with other metropolitan area sites to provide learning experiences "in the field."	Government/City, Private Not-for-profit, For Profit & Philanthropic	8 years	Project/Public/Private-public

Initiative: Develop marketing/education programs to promote economic investment in heritage areas.		**Relationship to FOCUS:** Principles for Policy U, CF, N, EV, ED G Plan Components PF, U, NL, Ng, G, H. FOCUS Building Blocks: CA&C; CA, CU&A, LL,	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/ Funding**
Cultivate media interest in preservation issues around a consistent set of messages.	Private Not-for-Profit	3 years	Private Not-for-profit
Develop a marketing program to encourage use of historic properties.	Private Not-for-Profit	Long-Term	Private Not-for-profit
Address environmental laws and regulations that are either real or perceived impediments to preservation.	Private Not-for-profit	Long-Term	Private Not-for-profit
Initiative: Develop programs designed to help neighborhoods utilize preservation and easily access the City' s preservation programs		**Relationship to FOCUS:** Principles for Policy: U, CF, N, Ev Plan Components: PF, U, NL, Ng, G, H FOCUS Building Blocks: LL,CA&C, CC, CU&A, HC	
Actions	**Participants**	**Time Frame**	**Implementation/Responsibility/ Funding**
Publish a summary of preservation programs and procedures.	Government/City & Not-for-profit	8 years	Project/Not-for-profit/Partnership
Expand upon the HMPD's "Old House Network for neighborhoods by establishing new programs and public/private partnerships	Government/City & Not-for-profit	8 years	Project/Not-for-profit/Partnership
Initiative: Create products and activities to educate elected officials and City staffs, developers, investors, planers, contractors and design professionals about the advantages of preservation		**Relationship to FOCUS:** Principles for Policy U, CF, N, EV, ED G Plan Components PF, U, NL, Ng, G, H. FOCUS Building Blocks: CA&C; CA, CU&A, LL,	
Target private groups for specific educational programs.	Government/City and Not-for-profit	8 years	Project/Not-for-profit/Partnership
Develop training modules for City staff on the processes, applications and benefits of historic preservation.	Government/City	8 years	Project/Not-for-profit/Partnership

CHAPTER III: A PLAN FOR A MEANINGFUL COMMUNITY - APPLICATION CHARTS

FOCUS PRINCIPLES FOR POLICY

CF	Plan for a Well-Designed City Framework	D	Respect Diversity	ED	Advance Education, Culture and the Arts
EV	Ensure Environmental Stewardship	F	Target Financial Investments Strategically	G	Build Government through a Strong Partnership with Citizens
J	Develop Jobs for the Future	M	Build Metropolitan and Regional Cooperation	N	Strengthen Neighborhoods
O	Create Opportunity	S	Create a Secure City	SB	Advance & Encourage Quality Suburban Development
U	Reaffirm and Revitalize the Urban Core	Y	Create a Better Future for Our Young People		

FOCUS BUILDING BLOCKS

CA&C	Citizen Access and Communication	LL	Life-long Learning
CA	Community Anchors	NL	Neighborhood Livability
CC	Connecting Corridors		
CU&A	Culture & Amenities		
HC	Healthy Community		
CR	Critical Resources		

FOCUS PLAN COMPONENTS

PF	City Wide Physical Framework Plan
U	Urban Core Plan
NL	Northland Plan
NG	Neighborhood Prototype Plans
G	Governance Plan
H	Human Investment Plan

ASPIRATION/GOAL #5:

PROMOTE HERITAGE TOURISM AS AN ECONOMIC DEVELOPMENT PROGRAM

It is not preservation of isolated structures which attracts tourists - it is only when the City's central historic core -- the vital dynamic focus of community life is restored and enlivened that tourism results.

Arthur Frommer, Travel Expert

Initiative: Develop a comprehensive heritage tourism program which integrates historic sites and vendors into program planning and implementation.

This initiative relates principally to economic investment in and growth of the travel industry. It is designed to focus efforts on addressing heritage and cultural tourism within a larger, and sometimes unfamiliar, context -- economic development. It introduces private sector entrepreneurship into the domain of cultural attractions. For example:

- Using a physical, central heritage tourism corridor with links to smaller corridor areas which have historic attractions serves as a criterion for targeting infrastructure improvements and streetscape designs which promote pedestrian traffic and encourage visitors and residents to enter distinct "heritage neighborhood venues."

- Creating non-tangible corridors or linkages through joint marketing, interpretive training and time-sharing of professionals, such as archaeologists, on a regional basis.

Action: Designate a Kansas City heritage corridor:

- Physically links with heritage neighborhoods and attractions
- Has flexible boundaries which incorporate major sites in the core city
- Provides connections outside the corporate limits to other equally important heritage venues in other governmental jurisdictions
- Coordinates marketing and information distribution
- Utilizes connecting and varied transportation modes
- Includes areas suitable for tours, special events, and festivals
- Targets investment incentives and improved public amenities
- Physically links trails and other cultural resources within the City and the region.

Action: Develop a significant historic destination at the Kansas City River Front area which incorporates:

- The Town of Kansas Archaeology Site
- Kansas City history museum
- Direct link to the heritage corridor
- Direct link with the River Market

Area.

Initiative: Encourage regional cooperation in programming and networking in public relations and marketing efforts.

This initiative relates principally to capitalizing on the economic growth of the travel industry. It recognizes that, while Kansas City has many heritage attractions and venues and can be the "hub" of a regional tourism program, it is also a component of a larger whole. Other governmental and political jurisdictions in the region have equally important roles in the heritage tourism industry. For example:

- There are three major archaeological sites -- Fort Osage, the Town of Kansas and the Quindaro Underground Railroad -- located on the Missouri and Kansas river systems in metropolitan Kansas City. These sites are eligible to be Federally designated "Heritage Areas," and to receive targeted funding. Using shared programming, such as shared archaeologists, historians and site management, each could develop programs which are unique in the region.

- Sites associated with Harry S. Truman in Independence, Missouri, currently have no programmatic or physical links to Kansas City visitor services. Developing cooperative transportation corridors and linking the two communities' marketing programs are mutually beneficial.

- There are extant trail segments and component associated with native American and westward movement that are not currently linked with state and federal historic trails programs. This linkage should be established to promote awareness and appreciation of our historic trails.

Action: Through the National Trust Heritage Tourism Program, enlist the participation of all metropolitan historic sites and museums to conduct a comprehensive management and interpretive assessment and develop a cooperative marketing and program plan.

This program is based on a four-step process which includes:

- Assessing current attractions, visitor services, organizational capabilities, preservation resources and marketing programs
- Establishing priorities and measurable goals through organizing human and financial resources

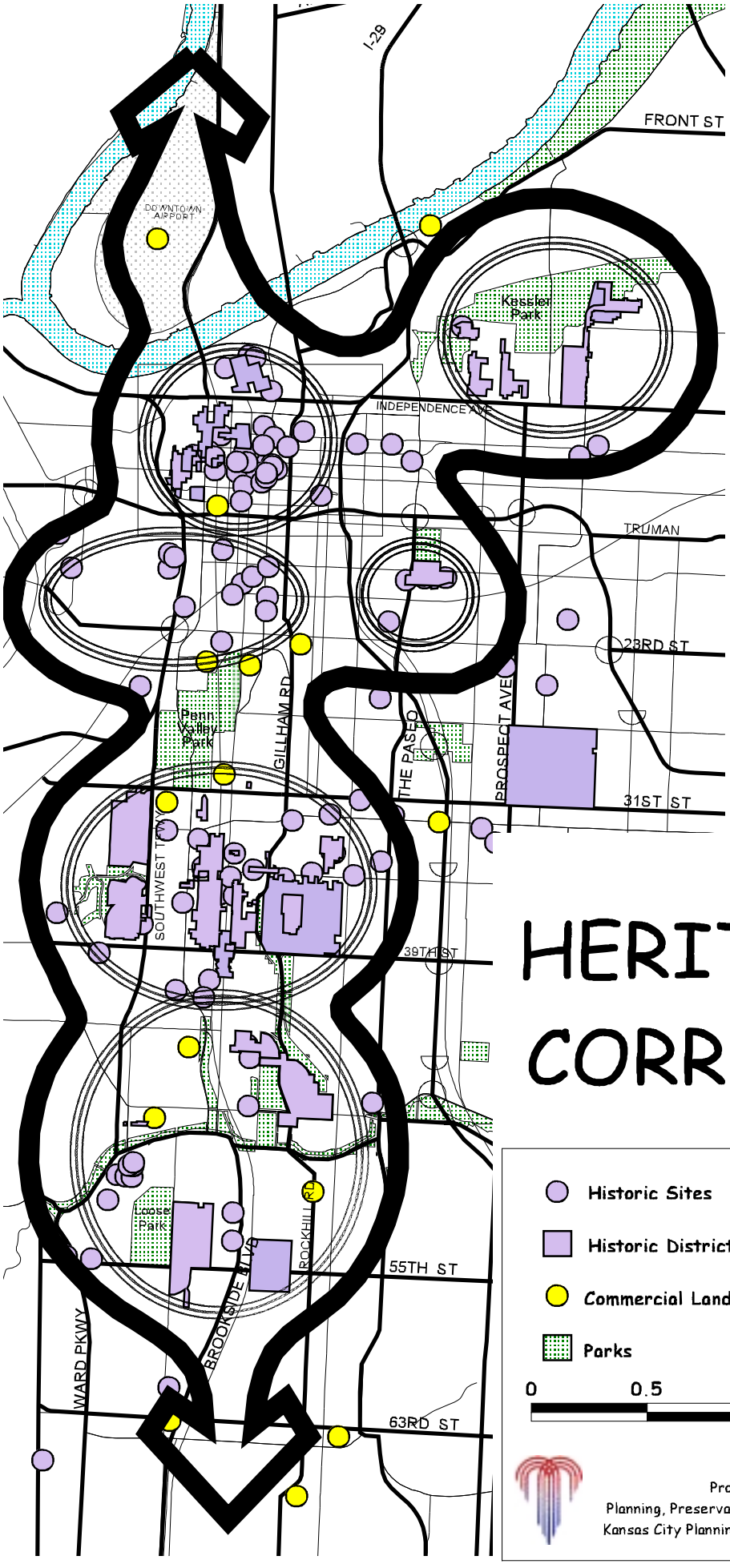
- Preparing for visitors through development of long-term management goals which protect historic resources

- Marketing for success through development of a multi-year, multiple-tier targeted marketing plan involving local, regional, state and national partners.

Application to FOCUS

The comprehensive geographical nature of this initiative relates strongly to plan components in the Physical Framework, Urban Core, Northland, Neighborhood Prototype and Human Investment plans. Recommended actions which promote regional cooperation relate to planning components in the Physical Framework, Urban Core, Northland, Neighborhood and Human Investment Plans.

Applications to the Building Blocks are just as encompassing. Because of its economic imperative and regional and Citywide applications, this initiative has applications related to all of the FOCUS Building Blocks. Marketing and communications aspects relate to Citizen Access and Communication and Connecting Corridors. Physical linkages through transportation networks apply to the Heritage Corridors, Community Corridors and Critical Resources Building Blocks. Aspects of interpretive programming relate to City Life, Life-Long Learning, and Community Anchors.



River Market/ Downtown

Crossroads/ Westside

Midtown

Plaza

Northeast

18th & Vine

HERITAGE CORRIDOR

- Historic Sites
- Historic Districts
- Commercial Landmarks
- Parks

0 0.5 1 Miles

N

Produced by the
Planning, Preservation, & Urban Design Division
Kansas City Planning & Development Department

ASPIRATION/GOAL # 5: PROMOTE HERITAGE TOURISM AS AN ECONOMIC DEVELOPMENT PROGRAM			
Initiative: Develop a comprehensive heritage tourism program which integrates historic sites and vendors into program planning and implementation.		**Relationship to FOCUS:** Principles for Policy: U, CF, N, D, ED, J, O, F, G, M Plan Components: PF, U, NL, NG, H FOCUS Building Blocks: CA&A, CA, CC, CU&A, HC, CR, LL	
Actions	**Participants**	**Time-Frame**	**Implementation/Responsibility/ Funding**
Designate a Kansas City heritage corridor.	Government: City and Appointed Not-for-profit Agencies, Private Not-for-profit, For-Profit, Philanthropic	3 years	Public/Private Partnership. City is the initiator. Private Sector responsible for development
Develop a significant historic destination at the K.C. River Front which incorporates the Town of Kansas Historic Site and a Kansas City History Museum.	Government: City and Appointed Not-for-profit Agencies, Private Not-for-profit, For-Profit, Philanthropic	3 years - ongoing	Public/Private Partnership. City is the initiator. Private Sector responsible for development
Initiative: Encourage regional cooperation in programming and networking in public relations and marketing efforts.		**Relationship to FOCUS:** Principles for Policy: U, CF, N, D, ED, J, O, F, G, M, Plan Components: PF, U, NL, NG, H. FOCUS Building Blocks: CA&C; CC, CC, CU&A, HC, CR, LL	
Through the National Trust Heritage Tourism Program, enlist the participation of all metropolitan historic sites and museums to conduct a comprehensive management and interpretive assessment and develop a cooperative marketing and interpretive plan.	Government: City, County & State, Private Not-for-profit, For-Profit	3 years	City Initiated/Not-for-profit/City and Not-for-profit

FOCUS PRINCIPLES FOR POLICY

CF	Plan for a Well-Designed City Framework	D	Respect Diversity	ED	Advance Education, Culture and the Arts
EV	Ensure Environmental Stewardship	F	Target Financial Investments Strategically	G	Build Government through a Strong Partnership with Citizens
J	Develop Jobs for the Future	M	Build Metropolitan and Regional Cooperation	N	Strengthen Neighborhoods
O	Create Opportunity	S	Create a Secure City	SB	Advance & Encourage Quality Suburban Development
U	Reaffirm and Revitalize the Urban Core	Y	Create a Better Future for Our Young People		

FOCUS BUILDING BLOCKS

CA&C	Citizen Access and Communication	LL	Life-long Learning
CA	Community Anchors	NL	Neighborhood Livability
CC	Connecting Corridors		
CU&A	Culture & Amenities		
HC	Healthy Community		
CR	Critical Resources		

FOCUS PLAN COMPONENTS

PF	City Wide Physical Framework Plan
U	Urban Core Plan
NL	Northland Plan
NG	Neighborhood Prototype Plans
G	Governance Plan
H	Human Investment Plan

DECISION MAKING CRITERIA

Determination of Significance

Criteria for Evaluation

Evaluation of historic properties for their significance is based on the "National Register Criteria for Evaluation," developed by the Department of Interior, National Park Service. These criteria are used by the NPS in administration of Federal programs and serve as a national, state and local model. The criteria are applied to nominations for the National and Kansas City registers of historic places. They have been recognized as valid by Federal and State courts and serve as the criteria for application of IRS tax credits and charitable deductions for easements. They also are used in awarding and prioritizing Federal and State grants and loans. The criteria establish four areas in which a property or district can be significant either on the local, State or Federal level:

- Associations with specific events or broad patterns of history
- Association with the lives of significant persons
- Architectural design or method of construction
- Potential to yield important historical information in the future (this applies primarily to archaeological sites).

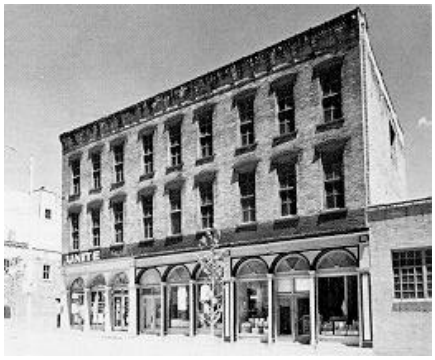
In addition to the four criteria, two other factors are considered:

- **Age of Property** - a property generally must achieve 50 years of age before it can be considered significant. Exceptions to this rule are made if a resource less than 50 years of age is recognized as being exceptionally important within its architectural, historical or cultural context.

- **Level of Integrity** - is the degree to which a building retains its historic elements. This should not be confused with building condition. A building must retain at least half of the following elements to be considered historically significant:

    - Design
    - Original setting
    - Evidence of workmanship
    - Original materials
    - Original location
    - Feeling and association with the past time of importance.

Categories of Significance



Utilization of the "Criteria for Evaluation" allows the development of a flexible classification system for older properties to assist in planning efforts. These "categories" reflect the different stages of evolution of building stock and other standing resources, including physical condition, known levels of historical integrity, and eligibility for Federal and State preservation incentives. It allows, as conditions and information change, for properties to be reevaluated and reclassified.

Identified Significance

Buildings in this category are currently listed in the National and/or Kansas City registers or meet the National Register criteria for significance based on information on file with the Kansas City Landmarks Commission and/or the State Historic Preservation Officer. Properties can be considered individually significant or significant as a contributing element to a historic district. These properties are eligible for Federal and State commercial rehabilitation tax credits, and donations of title or easements qualify under IRS guidelines as charitable contributions. They also qualify for Federal and State grants-in-aid and loan programs. In addition, if they involve or are impacted by any Federal undertaking, funding or loans, the Section 106 process must be implemented to

determine the impact on the historical integrity of the property and possible actions to mitigate that impact.
There is also within this category a class of properties which have not reached 50 years in age but, because of their exceptional importance or rarity, are generally recognized as significant resources.

Potential Significance
Buildings in this category are generally considered to be potentially eligible for listing in the National or Kansas City registers either as individual properties or as contributing elements to a historic district. Additional information about their historical/cultural associations is necessary before listing could be accomplished. They also meet the following criteria:

- Good to fair integrity
- Contribute to a sense of time and place in the streetscape.

These properties may, upon further investigation, qualify for the same incentives or review processes as the properties of "Identified Significance." At a minimum, they qualify for the 10 percent Federal commercial rehabilitation tax credit.

Significant buildings erected in the last 50 years are also included in this category, as they have the potential to qualify for listing in both registers when they reach the appropriate age. They also meet the following criteria:

- Are of excellent or good integrity
- Contribute to a sense of time and place in the streetscape
- Have the potential, upon reaching 50 years in age, to be listed on the National and/or Kansas City registers.

Associative Importance

Buildings in this category possess a moderate level of historical integrity and an average quality of design. Although they do not have significant historical or cultural associations, they do contribute to the visual character of the streetscape and retain embodied energy from a past period of time. They meet the following criteria:

- Possible but unknown architectural/cultural significance
- Good or fair integrity
- Contributor to a sense of time and place in the streetscape
- Over 50 years in age.

These properties qualify for the 10 percent Federal commercial rehabilitation tax credit.

No Architectural or Historical Significance

In this category are properties constructed 50 or more years ago that do not possess sufficient levels of architectural integrity or qualities of design or historical/cultural associations to contribute to an understanding of a period of time or sense of place. They may, however, remain functional, possessing significant physical integrity and embodied energy to contribute to the economy of the City.

Buildings, structures, and objects in this category which were constructed in the last 50 years may or may not be potentially significant, but there is not sufficient historical perspective to evaluate their significance.

DECISION MAKING CRITERIA

Determination of Economic Viability for Rehabilitation

Key issues which can affect the economic viability of preserving and rehabilitating historic buildings are listed below and should, as a whole, be used as criteria in all planning and development analysis.

- Location
- Existing market demands, i.e., synergy in surrounding areas, specific demands such as floor plate size
- Zoning and other regulatory issues
- Compliance - ADA, building code, hazardous waste removal
- Status as a designated property – local and/or national
- Flexibility of the building/site to accommodate modern or proposed needs
- Available parking
- Condition of existing infrastructure
- Current condition - exterior and interior
- Proposed use alternatives or restrictions
- Current and expected income generating levels
- Legal entanglements
- Land value - perceived or real
- Actual cost of rehabilitation using the Secretary of the Interior's Standards and Guidelines
- Taxes
- Available financing
- Available incentives, including all pertinent Federal, State and local preservation incentives.

DECISION-MAKING CRITERIA
Standards for Rehabilitation & Guidelines for Rehabilitating Historic Buildings

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal changes to the defining characteristics of the building and its site and environment.

2. The historic character of a property will be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property will be avoided.

3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and the visual qualities and, where possible, materials. Replacement of missing features shall be sustained by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale and architectural features to protect the historic integrity of the

property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

DECISION-MAKING CRITERIA

Quality Development in Older Neighborhoods – Standards for New Construction

Elements which define a neighborhood and give it its own unique "sense of place" relate to a number of factors. The following serve as basic design guidelines for new construction in older neighborhoods. They are further refined in the *Secretary of the Interior' s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.*

To preserve the special qualities of an older neighborhood, new construction should respect the existing character. New construction includes "infill" (replacement) buildings, additions to existing buildings and new outbuildings such as garages, sheds, and carports.

New construction should be compatible but differentiated from the older buildings. It should reflect the use of mass, pattern, alignment and proportion/scale of other buildings on the block.

Alignment

Alignment is the arrangement of objects in a straight *line*. The *directional emphasis* of those objects is also important (i.e. horizontal, vertical, north/ south). Alignment also may refer to how a building is sited on a lot and how the setbacks relate to other buildings along the street.

The floor lines, roof, windows, and entry of the third house do not align with those typically found along this street.

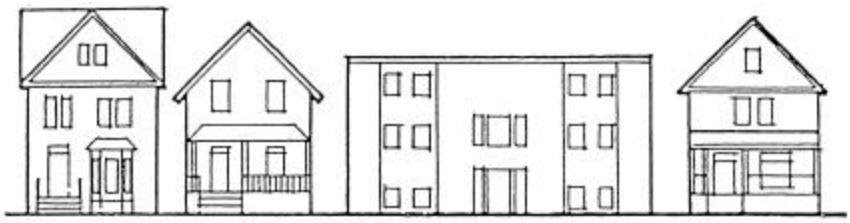
Proportion/Scale

Proportion is a *ratio* which compares the *dimensions* of one object to another. Proportion can be used to relate elements of a building (i.e. windows, porches, trim) to the building as a whole, or it can relate one building to another. When the dimensions of an element or a building are too small or too large, it is described as being " out of scale."

Although the second house reflects alignment in the placement of the windows, entry, cornice and roof, its proportions are not appropriate. Note the large horizontal windows, the double doors, and the overall width of the house.

Mass

Mass deals with the *size* of a building (or building part) as well as its *form*. The dimensions of height, width, and depth contribute to a building' s overall *volume* (the amount of space a structure occupies). The *form* of a building gives *shape* to a building' s volume.



The volume and form of the third house distracts from the streetscape.

Pattern

Pattern is the arrangement of similar objects in a *regular* and *repetitive* manner. Patterns can be found within individual buildings, such as the arrangement of windows, or in groupings of buildings along a street.

The patterns found along this street are not reflected in the second house. Unlike the other houses, this house has disproportionate windows, no porch, a low hip roof, and sits low to the ground.

APPENDIX A

Glossary

Americans with Disabilities Act (ADA)
Federal Act (1991) that man-dates reasonable access and accommodation of the needs of all individuals, regardless of the presence of a handicap or disability.

Adaptive use
The process of converting a building to a use other than that for which it was designed, e.g., changing a factory into housing. Such conversions are accomplished with varying alterations to the building.

Amenity
A building, object, area or landscape feature that makes an aesthetic contribution to the environment, rather than one that is purely utilitarian.

Certificate of Appropriateness
A document awarded by a preservation commission or architectural review board allowing an applicant to proceed with a proposed alteration, demolition or new construction in a designated area or site, following a determination of the proposal's suitability according to applicable criteria.

Certified rehabilitation
Any rehabilitation of a certified historic structure that the Secretary of the Interior has determined is consistent with the historical character of the property or the district in which the property is located.

Chapter 353
Missouri State legislation establishing incentives to stimulate private investment and improvement of blighted areas in the city. Incentives include both tax abatement and granting of the power of eminent domain to the developer to acquire and improve the approved development area.

City Plan Commission (CPC)
Chartered by the City and authorized by State enabling legislation, the eight member Commission conducts hearings and rules on matters related to the use and development of property. This Commission makes these planning recommendations in order to advise the City Council.

Code enforcement
Local regulation of building practices and enforcement of safety and housing code provisions, a principal tool to ensure neighborhood upkeep.

Community anchors
Important uses (often businesses that employ large numbers of people or major institutions) within a city or neighborhood contributing significantly to the quality of life and economy in the city or neighborhood.

Community Development Block Grant (CDBG)
A federal funding program that provides annual funding to eligible local governments for housing and community revitalization and development programs and for social services, particularly in low-and moderate- income areas.

Comprehensive plan
A document guiding the future growth and development of an area. It provides a vision and direction for the area and a cohesive framework for decision making. While FOCUS Kansas City, the City's new Comprehensive Plan includes traditional analytical sections leading to recommendations for future economic development, housing, recreational and open space, transportation, community facilities and land use, it also addresses social policy, financial investment and human needs within the city and examines and evaluates the inter-relationships of all elements of the plan with one another.

Conservation archeology
A field of archeology concerned with limiting excavations to a minimum consistent with research objectives and with preserving archeological sites for future scientific investigation.

Cultural resource
A building, structure, district, site, object or document that is of significance in American history, architecture, archeology or culture.

Database
A collection of background information collected and organized for easy and quick retrieval. The database developed for FOCUS is assembled in nine volumes entitled *Kansas City in Context* (Fall, 1992). The volumes are

'Population and Demographics', *'Housing'*, *'Development Patterns'*, *'Infrastructure I'*, *Infrastructure II'*, *'Environment'*, *'Urban Fabric'*, *'Economic Base,'* and *'Public Finance'*.

Demolition by neglect
The destruction of a building through abandonment or lack of maintenance.

Demolition delay
A temporary halt or stay in planned razing of a property, usually resulting from a court injunction obtained by preservationists to allow a period of negotiation.

Design guidelines
Criteria developed by preservation commissions and architectural review boards to identify design concerns in an area and to help property owners ensure that rehabilitation and new construction respect the character of designated buildings and districts.

Design review
The process of ascertaining whether modifications to historic and other structures, settings and districts meet standards of appropriateness established by a governing or advisory review board.

Dismantling
Taking apart a structure piece by piece, often with the intention of reconstructing it elsewhere.

Displacement
The movement of individuals, businesses or industries from property or neighborhoods because of real estate activities.

Easement
A less-than-fee interest in real property acquired through donation or purchase and carried as a deed restriction or covenant to protect important open spaces, building facades and interiors.

Eminent domain
The power of a government to acquire private property for public benefit after payment of just compensation to the owner.

Enabling legislation
Federal or state laws that authorize governing bodies within their jurisdictions to enact particular measures or delegate powers such as enactment of local landmarks and historic district ordinances, zoning and taxation.

Environmental stewardship
Responsible use and management of natural resources and energy.

Fabric
The physical material of a building, structure or city, connoting an interweaving of component parts.

FOCUS
Forging Our Comprehensive Urban Strategy or *FOCUS*, is the name of Kansas City, Missouri's Strategic and Comprehensive Plan.

Greenspace
Land not available for construction and designated for conservation, preservation, recreation or landscaping.

Historical archaeology
The study of the cultural remains of literate societies, including excavated material as well as above-ground resources such as buildings, pottery, weapons, tools, glassware, cutlery and textiles.

Historic district
A geographically definable area with a significant concentration of buildings, structures, sites, spaces or objects unified by past events, physical development, design, setting, materials, workmanship, sense of cohesiveness or related historical and aesthetic associations. The significance of a district may be recognized through listing in a local, state or national landmarks register and may be protected legally through enactment of a local historic district ordinance administered by a historic district board or commission.

House museum
A museum whose structure itself is of historical or architectural significance and whose interpretation relates primarily to the building's architecture, furnishings and history.

Human scale
A combination of qualities in architecture or the landscape that provides an appropriate relationship to human size enhancing rather than diminishing the importance of people.

Implementation strategies
Ideas developed during the FOCUS planning process that can be explored as possible ways to put the principles for policy into effect.

Incentives
Inducements provided by government such as tax abatement, tax reduction, power to condemn and acquire property, etc., to encourage development in blighted areas. The term "highest incentive" is used in the FOCUS Plan to indicate the most significant incentives, to be offered businesses or developers who meet a specific list of criteria in the plan.

Landmarks Register
A listing of buildings, districts and objects designated for historical, architectural or other special significance that may carry protection for listed properties.

Landscape
The totality of the natural, built, or human-influenced habitat experienced at any one place. Dominant features are topography, plant cover, buildings or other structures and their patterns.

Leverage
The use of a small amount of funding to attract additional money to provide project capital; also, the use of fixed-cost funds to acquire a property that is expected to produce a higher rate of return through income or appreciation.

Material culture
Tangible objects used by people to cope with the physical world, such as utensils, structures and furnishings, all of which provide evidence of culturally determined behavior.

Metro Green
Study conducted by the *Prairie Gateway Chapter of the American Society of Landscape Architects' Community Advisory Team* (1992) that defines a concept for developing two concentric greenway corridors in the region. The Mid-America Regional Council is currently administering the concept's implementation, and many cities have adopted it.

Mixed use
A variety of authorized activities in an area or a building, as distinguished from the isolated uses and planned separatism prescribed by many zoning ordinances.

Neighborhood Improvement District
Voter-authorized state enabling legislation (1990) in Missouri, granting authority to establish and operate special taxing districts to raise and spend funds for public improvements in the district.

One-Percent-for-Art
A Kansas City government program which requires one percent of the construction budget for a public building to be spent on artistic or aesthetic embellishments.

Outdoor museum
A restored, re-created or replica village site in which several or many structures have been restored, rebuilt or moved and whose purposes is to interpret a historical or cultural setting, period or activity.

Plans and Zoning Committee
One of four City Council committees, composed of four City Council members whose responsibilities include reviewing proposed City actions related to planning actions and development actions and making recommendations for action to the full Council.

Policy statements
Specific directives outlined in the FOCUS Policy Plan that indicate priorities and issues of importance for City decisions.

Principles for Policy
The fourteen major themes and statements of philosophy is the FOCUS Plan that are essential for the city to achieve its vision. All City actions are measured against these fourteen principles.

Preservation
Generally, saving from destruction or deterioration old and historic buildings, sites, structures and objects and providing for their continued use by means of restoration, rehabilitation or adaptive use. Specifically, "the act or process of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include stabilization work, where necessary, as well as ongoing maintenance of the historic building

materials" (Secretary of the Interior's Standards).

Preservation commission
A generic term for an appointed municipal or county board that recommends the designation of and regulates changes to historic districts and landmarks. It may be called a historic district review board or commission or architectural commission; the latter's authority may be limited to individual buildings.

Property Maintenance Code
Part of the City's Code of General Ordinances that sets standards for the maintenance and rehabilitation of properties to insure public health, safety and welfare and to upgrade neighborhoods.

Reconstruction
"The act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period of time" (Secretary of the Interior's Standards).

Redlining
A practice among financial institutions and insurance companies of refusing to provide services or applying unreasonably strict standards to certain supposedly high-risk geographical areas, regardless of the merits of individual applicants; derived from the red line that the institutions may draw around the area on a map.

Rehabilitation
"The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural and cultural values." (Secretary of the Interior's Standards).

Reinvestment
The channeling of public and private resources into declining neighborhoods in a coordinated manner to combat disinvestment.

Renovation
Modernization of an old or historic building that may produce inappropriate alterations or eliminate important features and details.

Restoration
"The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work" (Secretary of the Interior's Standards).

Revitalization
To give new life or vigor to an area either by introducing new uses or upgrading the infrastructure and physical conditions of the buildings.

Revolving fund
A funding source that makes loans to accomplish some preservation purpose,

e.g., purchase and rehabilitation of an endangered property. The loans are repaid to maintain the fund for other projects.

Section 106
The provision of the National Historic Preservation Act of 1966 that requires that the head of a federal agency financing or licensing a project to make a determination of the effect of the project on property in or eligible for the National Register of Historic Places.

Sense of place
The sum of attributes of a locality, neighborhood or property that gives it a unique and distinctive character.

Stabilization
"The act or process of applying measures designed to re-establish a weather resistant enclosure and the structural stability of unsafe or deteriorated property while maintaining the essential form as it exists at present" (Secretary of the Interior's Standards).

Streetscape
The distinguishing character of a particular street as created by its width, degree of curvature, paving materials, design of the street furniture and forms of surrounding buildings.

Style
A type of architecture distinguished by special characteristics of structure and ornament and often related in time; also, a general quality of distinctive character.

Sustainability
An approach to the design, development and management of community, which does not compromise the environment or the needs of future generations to meet current wants.

Synergy
An act of cooperation, where different uses work collectively to contribute to a more vibrant and dynamic area.

Tax incentive
A tax reduction designed to encourage private investment in historic preservation and rehabilitation projects.

APPENDIX B

Bibliography

A Plan for Preservation. Providence, RI: The City of Providence, Rhode Island, 1993.

Comprehensive Plan Update. City of Saint Augustine, Florida: Saint Augustine Florida, n.d.

A City Plan for Urban Design: Review Draft. Kansas City, MO: Kansas City, Missouri City Planning and Development Department, 1992.

Development Patterns Data Analysis Workbook, Kansas City in Context. Kansas City, MO: Kansas City, Missouri City Planning and Development Department, 1992.

Ehrlich, George. *Kansas City, Missouri: An Architectural History 1826-1976*. Kansas City, MO.:Lowell Press, 1979.

Ehrlich, George. "A Brief History of Historic Preservation in Kansas City." Unpublished Manuscript Historic Kansas City Foundation Research Files. n.d.

Guidelines for the Treatment of Historic Landscapes. Washington D.C.: U.S. Department of Interior, National Park Service, 1992Joseph, J.W. et al. *Recommendations for an Archaeological Management Program in Kansas City, Missouri*. Stone Mountain, GA: New South Associates, 1995.

Kansas City: A Place in Time. Kansas City, MO.: The Landmarks Commission of Kansas City, Missouri, 1977.

Kansas City. Kansas City, MO: The Kansas City Chapter of the American Institute of Architects, 1979.

Landmark Yellow Pages. Washington, D.C.: National Trust for Historic Preservation, n.d.

McKinzie, Richard D. and Sherry Lamb Schirmer. *At the River' s Bend: An Illustrated History of Kansas City, Independence and Jackson County*. Woodland Hills, CA: Windsor Publications, 1982.

McNerney, Michael et. al. *Archaeology Master Plan for Kansas City and Liberty, Missouri Phase I.* Carbondale, IL: American Resources Group, 1993.

Mobley, Jane and Nancy Whitnell Harris. *A City Within a Park: One Hundred Years of Parks and Boulevards in Kansas City, Missouri.* Kansas City, MO.: American Society of Landscape Architects, Lowell Press, 1991.

"Preservation Issues: Land Use, Zoning and Regulatory Conflict." *Planning Roanoke*. Roanoke, VA: City of Roanoke, VA, n.d.

"Regional Heritage Areas: Approaches to Sustainable Development." *Preservation Information Series*. Washington, D.C.: National Trust for Historic Preservation, 1994.

Rypkema, Donovan D. *The Economics of Historic Preservation: A Community Leader' s Guide* Washington, D.C.: National Trust for Historic Preservation, 1994.

Santa Fe National Historic Trail: Comprehensive Management and Use Plan. Washington, D.C.: U.S. Government Printing Office, 1990.

Thomason, Phillip and Deon Wolfenbarger. *Historic Resources Survey Plan of Kansas City, Missouri.* Kansas City, MO: Kansas City, Missouri Landmarks Commission, 1992.

Urban Design Guidelines. Kansas City, MO.: The Landmarks Commission of Kansas City, Missouri, 1995.

Weeks, Kay D. and Anne E. Grimmer. *The Secretary of the Interior' s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings.* Washington, D.C.: U.S. Department of the Interior, National Park Service, 1995.

Williamson, Reid. "The Economic Impact of Historic Preservation on the Local Community: A Sampler of Facts, Figures and Statements." *Action Briefings*. Washington, D.C.: Preservation Action, 1995.

APPENDIX C

History of Preservation

THE HISTORY OF PRESERVATION and ITS IMPACT ON KANSAS CITY

The year 1853 marked the birth of the preservation movement in the United States. It was then that Ann Pamela Cunningham began the campaign to save Mount Vernon, the home of George Washington. The Mount Vernon Ladies Association, established in 1856 as a result of Cunningham's efforts, headed the restoration of the property in 1859. The association's purposes were patriotic in nature, following the norm of early preservation endeavors which based themselves primarily on the need to glorify the lives of American heroes such as George Washington.

The first signs of interest in historic preservation in Kansas City occurred in the latter part of the nineteenth century. In the 1890s interest in local and national history resulted in the organization of an increasing number of local historical societies. The mission of groups such as the Daughters of the American Revolution, Sons of the Revolution and the Kansas City Historical Society generally revolved around patriotism with activities focused on lectures, social events and archival work. These groups, some of which still exist today, wanted to protect literary resources, display artifacts, and, in turn, promote an understanding of the past. At this time Kansas Citians began to recognize the importance of buildings

and sites which represented part of the community's past. This was, in part, a result of the building boom of the 1880s and the transition from frontier community to thriving city. "Progress" meant demolition. An article in the *Kansas City Star* from 1898 addressed the imminent demolition of a historic site close the heart of many Kansas Citians, the Westport City Hall: "It seems almost an act of vandalism - the destruction of the rude temple that represents the municipal life of a rugged border town."

Active Federal interest in preservation initially focused on archaeology. The Antiquities Act of 1906 brought Federal protection to prehistoric archaeological sites. The preservation of natural resources also became a matter of national policy with the creation of the Department of the Interior and the National Park System. Early efforts in the metropolitan area began during the first decades of the twentieth century. The 1916 rescue and relocation of the 1826 log county courthouse in Independence and its "restoration" in the early 1920s, occurred about the same time as a group of Kansas City citizens turned their attention to the Harris-Kearney residence in Westport. The preservationists moved the structure from its original location in 1922 in a first step that was to be a long and involved effort to save the building. Under the ownership of the Westport Historical Society, today the building is carefully restored.

Both of these projects illustrate important phases in the evolution of the preservation movement. An initial recognition of the value of the building to the public and an effort to "rescue" it from demolition was followed by documentation of its significance and a more careful restoration. The restoration of the Shawnee Indian Mission in Fairway, Kansas, serves as a different example of early preservation efforts -- a governmental agency, this time the state, rescuing an endangered site, directing its restoration and managing its interpretation as a historic site and museum. It was during this time that the historic village concept came into being. The reconstruction of Colonial Williamsburg in the 1920s brought national attention to preservation. The purpose of reconstructing the early 18th century village and recreating the daily activities of its citizens was thought to be educational. (The project also destroyed a great number of significant Victorian structures and buildings and initially presented a sanitized story of a colonial village. Issues were not recognized or appreciated at the time.) The creation of Williamsburg had a national impact on architecture and interior design for decades to come. Just as important was the downing realization that historic preservation and tourism were related programs. Following the

example of Williamsburg, restoration and reconstruction of historic dwellings as museum properties increased across the country and continued for decades. In Kansas City it included the Harris-Kearney House, the John Wornall House Museum and the Alexander Majors Home. In the greater metropolitan area, the 1947 recreation of Fort Osage and the 1960s assemblage of endangered antebellum architecture at Missouri Town 1855, both can be traced to the Williamsburg model. Fort Osage National Historic Site is also a unique example in its combination of reinterpretation of the fort and its importance as a site for both prehistoric and historic archaeological remains, including camp sites, burial grounds and trails. Today's preservation network has its roots in the Historic Sites Act of 1935, which focused on historic buildings. This national policy statement included many concepts of the 1906 Antiquities Act and authorized the Department of the Interior to survey and acquire historic properties of national significance and establish educational activities around them. This formed the basis of a Federal model which would be utilized on the State and local level. This, however, did not occur in any significant manner until the 1950s when the modern preservation movement came into being.

Following World War II, an effort to remove perceived areas of decay led to a land clearance philosophy which swept the nation. Demolition became public policy. The combined effect of urban renewal and highway construction projects was the systematic eradication of some of the oldest sections of America's cities. By 1947 the first such plans began in Kansas City, and by 1950 significant changes could be seen. These included plans for improvements downtown near 7th and Main, the construction of Southwest Trafficway, and new construction in Quality Hill. All required extensive demolition. As noted by architectural historian Dr. George Ehrlich,

> *We must recognize that by the early 1950s, 20-plus years had passed during which construction opportunities in the United States had been severely constrained, first because of the difficulties associated with the Great Depression, and then by governmental restrictions imposed during and immediately after World War II. Except for very limited private construction, the principal changes in American architecture during those decades had come from a highly selective program of funding public buildings and various defense plants. Thus there was a real and pent-up need for all kinds of new clearly symbolized progress, and the <u>old</u> tended to be equated with economic stagnation. This view, which still prevails in some quarters, helped to drive the urban renewal apparatus. As a consequence, preservation*

> *projects tended to be few, isolated and largely oriented to early historical events or personages*.

For example, the area's first major post-war preservation project was the preservation and restoration of the 1859 Marshall's Home and Jail in Independence by the Jackson County Historical Society in 1959. In the 1960s the society restored the John Wornall House Museum and, Missouri Town 1855 with the Jackson County Parks Department, the creation of the 1850s village, composed of relocated buildings, began in 1963 and was completed by 1973. The 1960s is also recognized as the era when the Historic Preservation Movement came into its own. In 1966, the Congress passed the *National Historic Preservation Act*, a national policy statement emphasizing preservation as a responsibility of local governments. This act also expanded the *National Register of Historic Places* to encompass sites of local significance, created the Advisory Council on Historic Preservation and created grant programs to be passed through state preservation offices/governments. From this time we saw the beginning of an effective, nationwide, counter-effort against indiscriminate or ill-considered neglect and demolition. Tentative steps were taken by the Missouri Valley Chapter of the Society of Architectural Historians in 1966 to identify Kansas City's preservation needs. The Historic Resource Committee of the Kansas City Chapter of the American Institute of Architects prepared a short inventory of historic buildings in the metropolitan area in 1968. The survey proved to be an important first step toward the development of a systematic survey. In 1969 the John B. Wornall House became the City's first listing on the National Register. Kansas Citians discovered relatively early in their preservation efforts the difficulty of generating support - specifically when there existed no standing group, public or private, charged with the task of planning preservation efforts. An issue which displayed this difficulty concerned the second Board of Trade Building at 8th and Central streets, designed by the Chicago firm of Burnham and Root. Displacement of the headquarters for the board in the 1920s initiated the building deterioration, and by the mid-1960s it was scheduled for demolition to make way for new construction. Concerned individuals rallied, yet they were too few, too inexperienced, and too late. The building was demolished in 1968. The site today is a surface parking lot. As a result of this demolition, a recommendation was forwarded to City Hall for the creation of a Landmarks Commission. The Landmarks Commission was established in 1970, starting with six members and a goal of preserving Kansas City's historic resources. Although the Commission had limited power of a 120-day moratorium, its creation

was a testament to changing attitudes toward preservation. Its presence in city government was a step toward developing a civic understanding of preservation and the need for the legitimate representation of public interest. Subsequently in 1977, the landmarks ordinance was revised and strengthened to include an 18-month demolition moratorium. In 1974, a group of local preservationists organized the Historic Kansas City Foundation (HKCF). Its function encompassed many aspects of preservation including acquisition of property for protection from demolition, acquisition of property for restoration or renovation to be resold with protective covenants, surveys of historic resources, preparation of National Register nominations, administration of a preservation easement program, and implementation of advocacy and education programs. Aiding the efforts of the preservation movement during the 1970s, the U.S. Supreme Court ruled in favor of preservation interests in *Penn Central Transportation Company* vs. *the City of New York*. The court upheld the local designation of the Railroad terminal building and the New York City Landmarks Commission's denial to permit the construction of a 55-story office tower on its site. The court also agreed that a "taking" did not occur as the "restrictions imposed are substantially related to the promotion of the general welfare . . . "

During the bicentennial year of the American Revolution, the *Tax Reform Act of 1976* created the first major preservation tax incentives for the rehabilitation of certified income-producing properties. Subsequently, the Economic Recovery Tax Act of 1981 provided significant new investment tax credits for rehabilitation. These programs encouraged the revitalization of formerly declining neighborhoods, the rebirth of center cities, and a renewed national commitment to heritage conservation. According to a special report by the National Trust for Historic Preservation in 1990, incentives had reclaimed almost 21,000 historic buildings and spurred a private-sector investment of nearly $14 billion dollars. Since the passage of the 1986 Tax-Reform Act, which reduced the benefits of the original tax act, the use of this program, initially averaging 3,000 projects per year, dropped by more than two-thirds by 1990. Today, the program has barely three-quarters as many participants as in its heyday. As noted by one preservationist, "The 1986 Tax-Reform law severed the link between historic buildings and investment dollars, and Americans' communities are the losers." During the 1980s, Kansas City preservation advocates focused their efforts on the survey of historic properties and districts, and their designation to the local and national registers of historic places. Today, more than 1,500 properties have been designated to the respective registers, and over 12,000 properties and sites have been surveyed. In 1990, the Landmarks

Commission staff joined the City Planning and Development Department as the Historic Preservation Management Division (HPMD). This merger was a significant turning point for local preservation as it combined preservation with city planning, giving more emphasis to the importance of historic resources. The HPMD duties increased in 1991 with the creation of the Landmarks Historic Trust Corporation, a non-profit corporation which holds preservation easements and manages the Downtown Grant Fund program established as a result of the loss of old General Hospital. The Landmarks Commission, in cooperation with the City Planning and Development Department, initiated a three-part preservation planning process in 1991: Phase *I-The Historic Resources Survey Plan* was completed in 1992; Phase II-The Archaeological Resource *Master Plan* was completed in 1993; and Phase III-at the City preservation plan, a component of the citywide comprehensive plan. These three components will provide the basis for incorporating and reconciling policies and procedures regarding Kansas City's historic resources. The resultant Focus Preservation Plan develops preservation priorities and policies as they relate to a variety of citywide issues including neighborhoods, economic development, capital investment, future technologies and job growth, the environment, quality of life and many other challenges facing the city now and in the future. In 1992, the Kansas City Chapter of the American Institute of Architects and the Missouri Department of Natural Resources initiated a joint project to evaluate preservation alternatives for endangered historic properties in northwest Missouri. The Endangered Building Evaluation Team Project funded with Federal Historic Preservation Fund grant moneys, permits the assembly of a team of preservation, building and real estate experts to evaluate an endangered building's existing condition and make recommendations on potential uses - information that can be used to market the property to prospective buyers or occupants. Each evaluation study is completed within a short period of time with a newly assembled team of experts. Depending on the project, experts from the fields of architecture to economics are included on the team. Buildings to be studied must be listed, or eligible for listing, in the *National Register of Historic Places*. Projects to date include the Firestone Building, Kansas City, Missouri; Denver School, Denver, Missouri; and the Chicago and Alton Depot, Independence, Missouri. The City Planning and Development Department, in association with the Downtown Council and Landmarks Commission, initiated a strategic preservation planning process in 1994 in order to guide Downtown's future decisions on critical preservation issues. The goals of this effort include the evaluation, treatment, and agenda development for the preservation of our historic

and architecturally significant resources downtown. What is worth saving downtown? How do preservation values combine with economic development values? If certain buildings should be saved, how is this best accomplished? What buildings should receive priority consideration in planning and development? What mechanisms can be put to use or developed to accomplish this? These and other issues were addressed through this effort, which concluded in 1995. The findings and conclusions of this process are integrated into this plan. As Kansas City reaches the twenty-first century, it will take with it solid experience in historic preservation, and a stronger preservation ethic in City government. Since passage of the National Historic Preservation Act of 1966, the preservation movement has experienced rapid growth and evolution. In a short period, the focus of the preservation movement evolved from individual landmarks and house museums to historic districts, to neighborhood conservation and downtown revitalization, and to broad community urban design and landscape conservation concerns. Today, preservation is growing most vigorously in four areas: land use planning, education, design and institutional change. Despite this progress, there still exists the challenge of reaching the public, as well as segments of the preservation community, who have neither contemplated nor absorbed the expansion of the preservation ethic.

APPENDIX D

Preservation Partnerships

PRESERVATION PARTNERSHIPS - The Federal, State and City Preservation Network

Nationwide many historic properties are protected though a variety of federal and state laws and incentive programs. In general, local preservation laws provide the most substantive protection for historic properties. Federal laws encourage federal agencies to consider and mitigate adverse impacts on historic properties that are within their control. Federal income tax incentives also are available under the Internal Revenue Code to encourage the preservation of historic resources through rehabilitation.

Federal Framework

Many federal laws affect historic preservation in various ways: by establishing preservation programs, defining their functions, establishing procedures for different preservation activities, and creating opportunities for the preservation of different kinds of resources. This section outlines the major legislation, with particular attention to the statutes most directly pertinent to local historic preservation programs.
The National Historic Preservation Act of 1966, as amended, is the

centerpiece of the national historic preservation program. The following are the primary mandates:

- Authorizes the Secretary of the Interior and National Park Service to expand and maintain the National Register of Historic Places
- Provides for gubernatorial appointment of State Historic Preservation Officers and specifies their duties
- Specifies how local governments are to be certified for participation in the program
- Authorizes grants-in-aid by the Secretary of the Interior to states and local governments for preservation purposes
- Sets forth responsibilities for federal agencies in historic preservation
- Establishes the Advisory Council on Historic Preservation and specifies its responsibilities.

PRESERVATION NETWORK

	Public	**Private**
Federal/National	National Park Service	National Trust for Historic Preservation
	Advisory Council on Historic Preservation	National Alliance of Statewide Organizations
		Preservation Action
		American Association of State and Local History
		Association For Preservation Technology
		Society for American Archaeology
Regional/State	State Historic Preservation Office	Statewide Preservation Organizations
	Regional Offices for National Park Service	Regional Offices for National Trust & State Advisors.
		Preservation Action Board Members (State)
Local	Local Heritage/Landmarks Commissions	Local Preservation Organizations
		Local Historical Societies
		Professional Organizations

National Park Service

All preservation programs are administered by the National Park Service (NPS), Department of the Interior. NPS is steward of many of the nation's most important natural and cultural resources. It also administers the national historic preservation programs. One aspect of this charge is the development of programs and standards to direct federal undertakings and guide other federal agencies, states and local governments in developing preservation planning and protection activities on a local level.

The Secretary of the Interior's Standards

The centerpiece of this effort is *The Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation.* These standards provide all federal agencies, state historic preservation officers, and other organizations with methodologies and guidelines for preservation of historic and archaeological resources. These standards and guidelines address issues relating to preservation planning: identification, evaluation, and protection of cultural resources. They serve as the standards for all projects undertaken with federal funding, incentives, loans or actions by the federal government which impact significant historic resources. They have been upheld in federal and state court decisions as criteria for treatment of historic resources. Perhaps most importantly, the standards serve as the base for design guidelines in the majority of designated districts and sites throughout the United States. In the two decades the standards have been used, they have proven to stabilize and increase property values.

The National Register of Historic Places

The National Register of Historic Places is the nation's official list of properties important in the history, architectural history, archaeology, engineering, and culture of the United States. The National Register is maintained by the National Park Service and expanded through nominations by individuals, historic organizations, state and local governments, and federal agencies. In Missouri, the National Register program is administered by the Historic Preservation Program of the Missouri Department of Natural Resources. Resources listed in the register include districts, sites, buildings, structures and objects significant to American history, architecture, archaeology, engineering and culture. Listing a property in the National Register has a number of advantages:

- Recognition of the property's value to the community, state and nation;
- Eligibility for grants and loan programs which encourage preservation;
- Availability of federal tax incentives for the rehabilitation of certain properties;
- Consideration in planning for federal or federally assisted projects such as those funded by Community Development Block Grants.

While listing a property in the National Register provides recognition and certain financial advantages if the property is rehabilitated, federal protection from inappropriate change or demolition is limited. If federal money or permits are not involved, as described below, then protection of National Register property from demolition or inappropriate change depends on state enabling legislation and local landmark ordinances.

Section 106

Section 106 of the *National Historic Preservation Act of 1966*, as amended, requires federal agencies to consider the effect of federally assisted projects on properties listed in or eligible for the *National Register of Historic Places.* If a project threatens to harm such properties, the federal Advisory Council on Historic Preservation must be consulted in a process designed to promote consideration of ways to avoid or minimize such harm. While this process does not per se prevent destruction or negative impacts on historic properties, it does establish a process by which such actions must be justified and mitigated.

Federal Tax Law

Other statutes affecting cultural resources include:

- Antiquities Act of 1906
- Historic Sites Act of 1935
- The Department of Transportation Act of 1966
- National Environmental Policy Act of 1969
- Surplus Real Property Act of 1972
- AMTRAK Improvement Act of 1974
- Archaeological and Historic Preservation Act of 1974
- Emergency Home Purchase Assistance Act of 1974
- Housing and Community Development Act of 1974
- Public Buildings Cooperative Use Act of 1976
- Archaeological Resources Protection Act of 1979

- Executive Order 11593, Protection and Enhancement of the Cultural Environment.

Certified Local Government Program

In 1980 the federal government established the Certified Local Government (CLG) program which is designed to promote the preservation of prehistoric and historic resources and allow local communities to participate in the national historic preservation program to a greater degree. Prior to this time, preservation programs developed within a decentralized partnership between the federal and state governments, with the states carrying out the primary responsibility for identification, evaluation and protection of historic properties. Through the CLG program, Congress extended this partnership to the local government level in order to allow local participation in the preservation planning process. The agencies involved in this new federal-state-local preservation partnership are the National Park Service of the Department of the Interior, Missouri Department of Natural Resources Historic Preservation Program, and the local government. Communities which meet the qualifications to become Local Certified Governments have a formal role in the National Register nomination process, participate in establishment of state historic preservation objectives, and also are eligible to apply annually to the Missouri DNR for subgrants from a designated Certified Local Government fund. In order to become certified in Missouri, local governmental entities must develop preservation programs which meet criteria established by the federal government. CLGs must

- Establish by law an adequate and qualified historic preservation review commission composed of professional and lay members
- Maintain a system for survey and inventory of historic properties
- Provide for adequate public participation in the local historic preservation programs, including the process of recommending properties for nomination to the *National Register of Historic Places*; and
- Satisfactorily perform the responsibilities delegated to them by the State Historic Preservation Officer.

Grant-in-Aid Programs

The National Park Service also provides grants-in-aid to states to promote preservation activities on the state and local level. In Missouri,

grants are awarded for identification, evaluation and protection of historic and archaeological resources according to federal and state guidelines. Grants include:

- Preservation planning
- Survey
- Nomination to the National Register of Historic Places
- Educational outreach
- Feasibility studies
- "Bricks and Mortar" restoration and rehabilitation projects.

Federal Preservation Incentives

Tax incentives for the preservation and rehabilitation of historic properties are among the most useful tools for a local government to protect and enhance its historical environment. Some states and local governments provide reductions in property taxes and other state and local taxes to encourage preservation of historic properties. There are several federal tax incentives that apply to particular kinds of preservation activities. The most widely used federal incentives are the historic rehabilitation tax credit and the charitable contribution deduction. Since the passage of the Tax Reform Act of 1986, the most widely used federal tax incentives allowed under the Internal Revenue Code are the rehabilitation tax credit, the charitable contribution for historic properties or easements, and the low-income housing tax credit.

The Rehabilitation Tax Credit

The Rehabilitation Tax Credit provides for a 20 percent credit for rehabilitation of a "certified historic structure" and a 10 percent credit for the rehabilitation of non-historic structures built before 1936. The rehab credit applies to owners and some lessees of income-producing properties. The law also permits depreciation of such improvements over 27.5 years for a rental residential property and over 31.5 years for a nonresidential property. The rehabilitated building must be a certified historic structure that is subject to depreciation, and the rehabilitation must be certified as meeting *the Secretary of the Interior' s Standards for Rehabilitation* established by the National Park Service.

Low Income Housing Credit

The low-income housing credit allows a 70 percent credit for projects not receiving any federal subsidies and 30 percent for projects receiving federal funding. The rehabilitation credit and the low-income credit may be combined where a historic structure is rehabilitated for use in a low-income housing project. When the credits are combined, the greater total tax benefits generate more equity.

Charitable Contribution Deduction

Under the Tax Treatment Extension Act of 1980 the owner of significant historical properties may donate to a charitable organization or government body a preservation easement and receive a federal income tax charitable contribution deduction in an amount equal to the value of the donated preservation easement. The terms of the easement usually create protective covenants prohibiting the owner from making alterations to the property without prior review, consultation and approval by the donee. There are several types of preservation easements: scenic and open space easements, exterior and facade easements, and interior easements.

Criteria for Incentives

To qualify for tax credits or charitable contribution for a historic building, it must be a "Certified Historic Structure." Qualifications include individual listing on the *National Register of Historic Places*, or certification by the NPS as contributing to a National Register district or a district which meets National Register standards and has been designated by local statute as a local historic district. In addition to certification for significance, the rehabilitation work must be certified by the NPS as being consistent with the historic character of the property and, where applicable, the district in which it is located. The Secretary of the Interior's Standards for Rehabilitation serve as guidelines for certification of work. Under federal tax laws, taxpayers may deduct from their federal income tax the value of historically important land and certified historic buildings which are donated for historic preservation purposes to governments and other appropriate not-for-profit recipients. Donations of partial interests in such properties, (e.g., easements) are also deductible. The range of properties on which deductions can be claimed for donations is broader than that on which the rehabilitation credit can be claimed. Archaeological sites, rural historic districts, and other lands eligible for the National Register are included, as are land areas within historic districts and lands adjacent to properties individually listed in the Register, where such resources contribute to the historical integrity of such properties. Properties do not have to be depreciable in order for the charitable contribution deduction to be taken.

STATE FRAMEWORK

Each state has a State Historic Preservation Officer (SHPO) appointed by the governor to carry out the National Historic Preservation Act for the

Secretary of the Interior. SHPO responsibilities include:

- Conducting cultural resources surveys
- Preparing comprehensive statewide preservation plans
- Nominating properties to the *National Register of Historic Places* ,
- Reviewing Federal projects for effects on cultural resources,
- Administering a range of assistance programs,
- Providing public information, education and training programs
- Furnishing technical assistance to counties, cities, and towns in developing local preservation programs.

Legal: Statutory and Case Law

Missouri also has constitutional provisions and enabling legislation which provide the legal basis for state and local governments' powers to enact preservation legislation. These powers have been supported in case law in appellate decisions as well as by the State Supreme Court. In particular, the *Missouri Historic Preservation Act* authorizes the Director of the Department of Natural Resources (DNR) as the State Historic Preservation Officer who, in addition to federal duties, will administer the state unmarked human burial sites, the historic preservation revolving loan fund, and, with the Department of Economic Development, the *Main Street Missouri Act.* In addition to these powers, the Missouri Department of Natural Resources also administers the Historic Shipwrecks, Salvage or Excavation Regulations of 1991. Two state programs directly relate to preservation. In 1997 the Missouri Legislature created a 25 percent commercial rehabilitation tax credit for historic properties. Criteria and administration are the same as for the federal tax credit and are administered by the same DNR staff. The state also maintains an emergency revolving loan fund. There are also a number of state ordinances which provide general development incentives on the local level which can be used in older neighborhoods and commercial centers to promote preservation. Of these, the following are the most viable for encouraging local rehabilitation: Tax Increment Financing(TIF), Chapter 353 Tax Abatement (Chapter 353), Land Clearance Redevelopment Authority (LCRA), Section 108 Loan Program (Section 108), Neighborhood Improvement District Act (NID). These general development incentives can be combined with other federal, state and city programs to stimulate investment in historic buildings.

LOCAL FRAMEWORK

Kansas City, Missouri is a Local Certified Government, and its preservation program is administered by the Historic Preservation Management Division (HPMD) of the City Planning and Development Department. Division 8 of the Code of Ordinances establishes the City's preservation regulatory framework. Enacted in 1970 and subsequently amended, it established the Landmarks Commission and its powers. One of the strongest protections it offers for historic structures and archaeological remains is the power to designate and regulate changes to historic properties. In doing so, it joins more than 1,700 local jurisdictions nationwide that have adopted historic preservation ordinances.

Landmarks Commission

The City established the Landmarks Commission in 1970 in response to rising public concern for the irreplaceable loss to the community of significant historic structures and sites. The commission is a nine-member body appointed by the Mayor, which is responsible for identifying the historic landmarks and districts in Kansas City and recommending their designation to the *Kansas City Register of Historic Places*. The criteria for listing properties on the Kansas City Register are the same as those for listing on the *National Register of Historic Places:* The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures and objects that possess integrity of location, design, setting, materials, workmanship, feeling and association. In addition they must meet at least one of the following criteria:

Criterion A: Association with events that have made a significant contribution to the broad patterns of our history;

Criterion B: Association with the lives of persons significant in our past;

Criterion C: Embodiment of the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction;

Criterion D: Yield or may be likely to yield information important in prehistory, or history.

An individual landmark is a single property, object, site, or building that has been designated by the City Council. A historic district is an area of

the city designated by the City Council because it has a special character or special historical or aesthetic interest that gives it a distinct "sense of place."

A request for local historic designation may be made by any person or organization. The Landmarks Commission, following receipt of an application, conducts a public hearing to determine if the property is significant. If approved, the recommendation of the commission is forwarded to the City Plan Commission for another public hearing. The recommendations of the City Plan Commission and the Landmarks Commission are then submitted to the City Council in the form of an ordinance. The Plans and Zoning Committee of the City Council conducts a public hearing and makes a recommendation to the City Council. If the Council passes the ordinance, the property is then listed in the *Kansas City Register of Historic Places*.

Designation invokes a responsibility on the part of property owners to maintain the special character of their properties. Property owners must receive a Certificate of Appropriateness from the Landmarks Commission before making any exterior material changes that are visible from the public way. The ordinance does not prevent owners from making changes to their designated properties. Instead the commission works with owners to make certain that alterations are appropriate and do not detract from the special character of the City's landmarks and historic districts. The Commission assesses the effects of the proposed work using the *Secretary of the Interior' s Standards for Rehabilitation*

Survey: Identification and Evaluation

A major component of historic preservation efforts in Kansas City is the completion of cultural resource surveys. Effective preservation planning cannot take place until there is sufficient knowledge of the number, location, and significance of standing and buried resources.

Despite the accomplishments of the Landmarks Commission, Historic Kansas City Foundation, and other preservation organizations, the great majority of historic properties and archaeological resources in the city have yet to be surveyed. To date, only 12,000 historic properties and 34 archaeological sites have been recorded. The 1990 census estimated that the city contained over 60,000 buildings constructed before 1950. This represents over one-third of the city's entire building stock, the majority of which is located in the urban core. The extent of potentially significant sites in Kansas City is not fully known, although the site

sensitivity model presented in the *Archaeological Resources Master Plan* (ARMP) suggests that the tributary streams from the Missouri River and the bluffs along the Blue and Little Blue rivers are prime areas for archaeological materials. Many of the early survey projects do not include a comprehensive overview of survey criteria such as an analysis of historic contexts or property types. Some surveys have been completed for properties of particular significance to the city. Other surveys have been completed in response to specific threats such as development projects or in response to neighborhood interest and support. The financing of survey efforts has not been consistent with survey needs.

The *Historic Resources Survey Plan* (HRSP), *The Archaeological Resource Management in Kansas City - Program Recommendations* RAMP), and ARMP are important tools for guiding future preservation planning efforts in Kansas City. The establishment of survey criteria and survey priorities provides a realistic and comprehensive approach to the identification and evaluation of Kansas City's historic and prehistoric resources. Survey efforts are the foundation on which much of preservation planning is based. Preservation planning cannot be effective until it is known what resources are located in a specific geographic area, what historic contexts and property types are represented and what their significance is to the city. Through the data gathered by survey efforts, preservation plans can develop strategies, policies, and procedures to enhance these resources within overall city planning.

The recommendations of the HRSP and ARMP are based upon specific criteria which incorporate both national standards and local factors. The criteria provide the blueprints which guide future survey recommendations. The criteria include historic and prehistoric contexts, property types, opportunity, significance, integrity, themes, incentives, threats, and balance. It should be recognized that the survey process is fluid and flexible to respond to new opportunities and problems. The contexts and property types are not fixed or static. As survey projects are completed, contexts and property types will be refined and new ones identified. Unforeseen projects or planning efforts may also influence survey priorities.

The HRSP plan established priorities for survey efforts in Kansas City for the next twenty years. The span is based on past and projected funding for survey efforts, recommended levels of surveys, and the number of properties to be surveyed. Each potential survey area of the

city was examined and assigned a priority level following analysis of the survey criteria. The four priority levels determine survey goals for periods ranging from "within five years" to "in 15 to 20 years." (See Appendix, Volume 1, Section F.)

The recommendations of the ARMP are broader, offering guidance for the establishment of an Urban Archaeology Program. Survey is a component of the recommendations, along with the refinement of the predictive model and the development of means to better protect archeological sites.

What is a Survey?
Surveys of historic buildings have been underway in America since the passage of the National Historic Preservation Act of 1966. This act committed federal agencies to a program of identification and protection of historic properties and established *the National Register of Historic Places*. Amendments to the act required all states to "Compile and maintain a statewide survey and inventory of historic properties." This survey process was mandated to:

- Identify properties eligible for state and federal grants-in-aid programs
- Aid federal, state, and local governments in carrying out their historic preservation duties
- Identify, nominate, and process eligible properties for listing on the National Register;
- Work with local, federal, and state agencies to ensure that historic properties are considered throughout planning and development;
- Assist as an information, education, training, and technical source for federal, state, and local historic preservation programs.

Survey is the process of identifying and gathering data on a community's architectural, historical and archaeological resources. Information on cultural resources can be gathered through several methods. Field survey efforts include the physical search for resources and recording of data in a systematic fashion. This data can include information concerning a property's location, architectural character, associated features and artifacts, and condition. A survey also includes the gathering of historical information to fully assess the significance of the property. At the conclusion of a survey, the data is organized into an inventory. An

evaluation or assessment of the inventory determines which properties have historical, architectural, or cultural significance. The findings of this evaluative process are outlined in a survey report which recommends future preservation planning actions for the surveyed area.

Why is Survey Important?

- Surveys identify properties that contribute to the City's character, illustrate its historical and architectural development, and as a result deserve consideration in planning.

- Surveys identify properties or areas whose study and research may provide information about the community's past and contribute to scholarship and understanding about the City's growth and development.

- Surveys establish priorities for conservation, restoration, and rehabilitation efforts within the city.
- Surveys provide the basis for using legal and financial tools to recognize and protect historic resources.

- Surveys provide planners with a database to utilize for establishment of planning efforts.

- Surveys increase awareness in the public and private sectors on the need for preservation efforts.

- Surveys enable local governments and federal agencies to meet their planning and review responsibilities under existing federal legislation and procedures.

Private Agencies and Organizations

Many local organizations are active in historic preservation, providing a wide range of identification, evaluation and protection programs.

American Institute of Architects, Kansas City Chapter

In 1992, the Kansas City Chapter of the American Institute of Architects and the Missouri Department of Natural Resources initiated a joint project to evaluate preservation alternatives for endangered historic properties in northwest Missouri. The Endangered Building Evaluation Team Project, funded with Federal Historic Preservation Fund grant moneys, permits the assembly of a team of preservation, building and real estate experts to evaluate an endangered building's existing

condition and make recommendations on potential uses - information that can be used to market the property to prospective buyers or occupants.

Center for Understanding the Built Environment
Better known as CUBE, this not-for-profit organization provides educational training services to teachers and children relating to the built environment. The program provides the latest in preservation and planning teaching materials, but more importantly, it provides training in a curriculum which unites city planning, history, architecture, preservation, and environmental stewardship.

Friends of Sacred Structures
Friends of Sacred Structures (FOSS) is a not-for-profit organization dedicated to the preservation and continued use of historic religious structures of all faiths. The organization is an affiliation of owners of historic religious. In addition to the support network and clearinghouse functions, FOSS actively promotes protection of religious properties through the use of volunteer professionals in marketing, architecture, engineering and real estate to assist property owners in stewardship, adaptive reuse and other preservation strategies. Educational programming includes workshops, publications and a technical assistance library.

Historic Kansas City Foundation
The Historic Kansas City Foundation (HKCF), founded in 1974, is dedicated to the preservation of Kansas City's historic built environment. The non-profit corporation, through advocacy and education programs, seeks to demonstrate the economic, environmental and cultural value of preserving historic resources. HKCF offers a year-round schedule of related events and activities. In cooperation with the Landmarks Commission, HKCF assists planning efforts through the completion of comprehensive surveys of Kansas City's architectural/historic resources, preparation of applications for local and national designation, and completion of other planning programs. HKCF conducts a number of outreach programs, including a speakers bureau, public tours, a technical assistance library and publications, including the quarterly Gazette. Staff and members of the advocacy committee monitor federal, state, and local legislation, attend public hearings, and coordinate efforts of other historical agencies to address and promote preservation issues.

The Landmarks Historic Trust Corporation

The Landmarks Historic Trust Corporation (LHTC) is a not-for-profit corporation which is managed by City planning and legal staff in partnership with representatives of the Landmarks Commission and the general public. Originally the corporation was founded to receive and manage preservation easements. Conveyance of easements may qualify as a charitable contribution for federal, estate, and gift tax purposes. To date, 38 preservation easements exist within the Kansas City metropolitan area. LHTC also administers the Downtown Fund Grant Program, which provides assistance to owners of historic properties in the downtown area.

The Jackson County Historical Society
The Jackson County Historical Society (JCHS) is dedicated to the preservation and understanding of the county's history. JCHS maintains two pre-Civil War sites and an archives and research library. The Society serves as an umbrella organization for other county historical organizations and administers community education programs, workshops and forums. It publishes a quarterly journal and other publications on a periodic basis.

The following list is illustrative of the wide array of local organizations which are part of the preservation network.

Historic Preservation Organizations
Center for Understanding the Built Environment
Friends of Sacred Structures
Friends of Union Station
Historic Kansas City Foundation
Jackson County Historical Society
Landmarks Commission of Kansas City
Landmarks Historic Trust Corporation

Organizations/Agencies with Interests Related to Historic Preservation
American Institute of Architects, Kansas City Chapter
American Planning Association-Kansas City Chapter
Black Archives of Mid-America
Bruce R Watkins Cultural Heritage Center
Chouteau Society
City of Fountains Trust
Civil War Roundtable of Kansas City
Clay County Historical Society and Museum

Greater Kansas City Hispanic Heritage Committee
Heritage League of Greater Kansas City
Kansas City Architectural Foundation
Kansas City Arts Commission
Kansas City Historic Trails Association
Kansas City Parks and Recreation
Kessler Society of Kansas City
Native Sons of Kansas City
Neighborhood Associations
Oregon-California Trails Association
Platte County Historical and Genealogical Society
Kansas City Save Outdoor Sculpture!
Santa Fe Trails Association
Society of Architectural Historians-Kansas City Chapter
Western Historical Manuscript Collection
Westport Historical Society

Historic Attractions
Alexander Majors House Museum
Arabia Steamboat Museum
Benjamin Ranch
Byrams Ford Civil War Archaeology Site
Cave Spring Interpretive Center
City Hall/Observation Deck
Country Club Plaza
18th and Vine District
- Mutual Musicians Union
- Negro Leagues Museum
- Black Archives of Mid-America

Harris Kearney House
Hodge Park
John Wornall House Museum
Kansas City Fire Museum
Kansas City Museum at Corinthian Hall & Kansas City Museum Archives
Lewis and Clark Point
Liberty Memorial & Archives
Line Creek Archaeology Museum
Missouri Valley Room, Kansas City Public Library
Mutual Musicians Foundation
National Archives
Oregon-California Trail

River Market
Santa Fe Trail
Shoal Creek
Thomas Hart Benton House Museum
Toy and Miniature Museum
Westport

Walking Tours Available
River Market
Northeast Scarritt Point
Quality Hill
Civic Center
Art Deco Downtown
Garment District
Longfellow Union Hill
Westport
Country Club Plaza
Hyde Park

APPENDIX E

Landmarks Ordinance

DIVISION 8. LANDMARKS COMMISSION

Sec. 2-911. Purpose of division; declaration of policy.

(a) The council finds and declares the present and future of the city are founded on the contribution of the past. Many of these contributions are exemplified in districts, sites, buildings, structures and objects. It is the intention of the city to preserve these items for their historic, cultural, aesthetic and architectural significance. Such preservation is necessary for the general benefit of the city to secure the foundations of the city as a part of the living community as a source of citizen identification and in appropriation for the city's heritage. Recent history has revealed that the absence of a preservation effort has resulted in the demolition, destruction and deterioration of those items now to be identified as historic landmarks and historic districts. Therefore, it is hereby declared as a matter of public policy that the protection, enhancement, perpetuation and use of districts, sites, buildings, structures and objects for their historic, cultural, aesthetic or architectural value is a public necessity, and is required in the interest of the prosperity and welfare of the people.

(b) The purposes of this division are to:

(1) Effect and accomplish the protection, enhancement, perpetuation and use of districts, sites, buildings, structures and objects which reflect elements of the city's historic, cultural, aesthetic and architectural heritage;

(2) Safeguard the city's historic, cultural, aesthetic and architectural heritage as embodied and reflected in such districts, sites, buildings, structures and objects;

(3) Enhance and stabilize neighborhood property values;

(4) Encourage neighborhood conservation;

(5) Foster civic pride in the beauty and noble accomplishments of the past;

(6) Protect and enhance the city's attractions to tourists and visitors and the support and stimulus to business and industry thereby provided;

(7) Strengthen the economy of the city;

(8) Promote the use of historic landmarks and historic districts for the education, enjoyment and welfare of the city;

(9) Determine whether a building, structure, site, object or district has historic, cultural, aesthetic or architectural significance; and

(10) Promote the safety, health, morals and general welfare of the city as a whole.

(Admin. Code 1967, A6.120; Ord. No. 47821, 6-3-77; Ord. No. 54291, 10-28-82)

Sec. 2-912. Establishment; membership; term of office; vacancies.

(a) There is hereby created a landmarks commission, to be appointed by the mayor, and to be composed of nine members who shall serve without compensation. All members appointed should possess a demonstrated interest in, competence in or knowledge of historic preservation, and of the nine members there shall be at least one attorney, one architect, one person experienced as a real estate broker or appraiser, one person experienced in mortgage lending and one person knowledgeable in art history or architectural history or cultural development. In addition, the city manager, the director of city development and the director public works shall serve as ex officio members without vote.

(b) All appointments shall be for a term of three years, to expire on April 10 of the respective year; however, all members shall continue in office as such until the respective successors shall have been appointed and qualified. If appointed after commencement of the term, a member shall be deemed to have served from April 11 of the respective year. In the event of the death or resignation of any member, the mayor shall, within 60 days, appoint a successor to serve during the unexpired portion of the term in the same manner designated for the appointment of the predecessor member.

(Admin. Code 1967, A6-121; Ord. No. 47821, 6-3-77; Ord. No. 54291, 10-28-82; Ord. No. 59558, 6-28-88; Ord. No. 64879, 12-14-89)

Sec. 2-913. Definitions.

The following words, terms and phrases, when used in this division, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning.

Historic, cultural, aesthetic or architectural significance means that quality present in buildings, structures, sites, objects and historic districts which displays the integrity of location, design, setting, materials, workmanship, feeling and association that reflect the community's history, culture, aesthetic values and architecture, and that;

(1) Are associated with events that have made a significant contribution to the broad patterns of our history;
(2) Are associated with the lives of persons significant in our past;
(3) Embody the distinctive characteristics of a type, period or method of construction, or that represent the work of a master or that possess high artistic values; or that as a district represent a significant and distinguishable entity whose components may lack individual distinction; or
(4) Have yielded, or may be likely to yield, information important in prehistory or history.

Historic district means buildings, structures, sites or objects as designated by the city council as together having particular historic, cultural, aesthetic or architectural significance and limited in size to that area reasonable for the proper identification and maintenance of the district; except that a district designated because of a common thematic element of historic, cultural, aesthetic or architectural significance need not be limited to such an area.

Historic landmark means any single building, structure, site or object designated by the city council as having particular historic, cultural, aesthetic or architectural significance.
(Admin. Code 1967, A6-122; Ord. No. 47821, 6-3-77; Ord. No. 54291, 20-38-83)

Sec. 2-914. Quorum; officers; meetings.

(a) Five members of the landmarks commission shall constitute a quorum for the transaction of its business.

(b) The mayor shall designate one member of the commission to serve as its chairman, and the commission shall create and fill by election any other offices it may deem necessary for effective functioning.

(c) The landmarks commission shall meet regularly once a month and may hold any other special meetings as called by the chairman or a majority of its members.
(Admin. Code 1967, A6.123; Ord. No. 47821, 6-3-77; Ord. No. 54291, 10-28-82)

Sec. 2-915. Powers and duties.

(a) The landmarks commission is authorized to conduct investigations to determine the existence of, the identity of and the location of buildings, structures, sites, objects and districts within the corporate limits of the city which should be safeguarded and preserved for posterity, and to recommend the designation of these buildings, structures, sites, objects and districts as historic landmarks and historic districts, and to thereafter approve or deny certificates of appropriateness for such historic landmarks or historic districts. Such investigation may be in response to an application presented to the commission, or may be taken up at the instigation of the commission, upon three members requesting an investigation of buildings, structures, sites, objects or districts.

(b) The landmarks commission shall hold a public hearing and make recommendations regarding the designation of any historic landmark or historic district. Such recommendations shall be forwarded to the city plan commission. The city plan commission shall forward the

landmarks commission's recommendation, along with its own, to the city council.

(c) The landmarks commission is authorized to investigate any and all potential sources of funds with which to accomplish its authorized objectives and to advance the purposes stated in this division; to encourage the formation of foundations, trusts and other organizations for the advancement of such purposed and providing funds therefore; and to support and coordinate the efforts of any organizations dedicated to such purposes in acquiring real property or interest thereon for use of such historic landmark or historic district as may be established. The commission may assist in the preparation of studies, surveys or other projects detailing the historic, cultural, aesthetic or architectural significance of buildings, structures, sites, objects and districts, including tax certification under the Internal Revenue code.

(d) The landmarks commission is authorized to undertake any other activities as provided for by the city council in a duly passed ordinance.

(e) The landmarks commission shall establish and promulgate rules and regulations relating to the provision of this section.

(Admin. Code 1967, A6.124; Ord. No. 47821, 6-3-77; Ord. No. 54291, 10-28-82)

Sec. 2-916. Procedures for designation of historic landmarks or historic districts.

(a) Application for designation of historic landmarks and historic districts shall be filed as designated by the landmarks commission. The application shall contain a legal description of the property and a statement describing its historic, cultural, aesthetic or architectural significance. A public hearing shall be held by the landmarks commission. Public notice of the hearing shall be published at least one time in the office newspaper doing the city's printing at least 15 days before such hearing. The notice shall state the time and place and general purpose of the hearing. At the public hearing, the landmarks commission shall make findings and conclusions regard the designation of the historic landmarks or historic district. In reviewing applications for local designation, the commission shall adopt the criteria used in determining eligibility for listing on the National Register of Historic Places. Furthermore, the landmarks commission

shall consider the economic impact of designation of an historic landmark or historic district; in such consideration, the landmarks commission shall examine the economic viability of such designation and the economic effects of the designation on the immediately surrounding community. Five affirmative votes shall be required to constitute a finding that a building, structure, site, object or district has historic, cultural, aesthetic or architectural significance. This finding shall be the commission's recommendation for designation.

(b) Upon recommendation for approval of an application for designation, the recommendation shall be forwarded to the city plan commission, which shall hold a public hearing. Notice requirements of subsection (a) of this section shall be applicable. If an application is not recommended for approval by the landmarks commission, the application shall not be forwarded, but such decision shall be considered to be a final administrative decision 30 days from the date of the notification of the commission's decision unless a rehearing is requested. If an application for a rehearing is denied or the application is still not recommended for approval, the decision shall be considered a final administrative decision on the date of the notification of the commission's decision.

(c) The recommendation of the landmarks commission, accompanied by the recommendation of the city plan commission whether for or against designation, shall be forwarded to the city council in the form of an ordinance. The ordinance shall specifically define the historic landmark or historic district to be designated. Notice requirements of subsection (a) of this section shall be applicable.

(d) The designation of an historic landmark or historic district by the city council shall be permanent or until such time as such designation is revoked. Revocation of designation shall pursue the same procedure as required by this section for designation. The failure to be designated by the city council for listing in the Kansas City Register of Historic Places is not necessarily a finding that the property or district proposed fur such designation is lacking in any historic, cultural, aesthetic or architectural significance.

(e) Immediately upon passage of an ordinance designating a particular site as an historic landmarks or historic district, notice shall be sent to the codes administration department.

(f) The landmarks commission may grant a rehearing if an application for such rehearing, which includes new evidence to be introduced for consideration of the commission, is made to the commission within 30 days of the date of the notification of the commission's original action. Only one application for a rehearing may be made in any case.

(Admin. Code 1967, A6.125; Ord. No. 47821, 6-3-77; Ord. No. 54291, 10-28-82; Ord. No. 59559, 6-28-86)

Sec. 2-917. Certificate of appropriateness.

(a) *Required.* It shall be unlawful for any person to undertake exterior alterations or material changes visible from any public place to real property designated as an historic landmark or historic district, and no building or other permit shall be issued therefore, without first obtaining a certificate of appropriateness from the landmarks commission.

(1) For the purpose of this section, the terms "exterior alterations" and "material changes" shall include but not be limited to:

a. The construction, reconstruction, improvement, repair, removal, demolition or moving of any building, structure or utility.
b. Site work, substantial landscaping, substantial planting plan, paving or any changes in the existing land surfaces of the property.
c. The erection or placement of any sign.

(2) The term "exterior alterations" or "material changes" shall not include:

a. Work with respect to utilities, to the extent that no material change results in appearance or to the extent that visibility from any public place is not affected; or
b. Ordinary and necessary maintenance which results in no material change in appearance, provided that the burden of proving application of any such exceptions shall in all instances fall upon that party asserting the applicability of such exception.

(b) *Submission of application*. Any person desiring to undertake exterior alterations or material changes, including demolition, requiring a certificate of appropriateness as defined in this section, shall submit to the landmarks commission a specific statement of the work proposed, together with such details as the commission may require. Upon receipt of any application for a building or a demolition permit, the codes administration department shall forward the application to the landmarks commission with a statement indicating the project meets the building or demolition code requirements.

(c) *Criteria for review of application*. Factors to be considered in review of applications are as follows:

(1) In determining whether the changes proposed are detrimental to the architectural, cultural, historic or textural character of the real property designated as historic landmarks or historic district, or of other improvements therein, the commission shall consider whether the proposed changes are in accordance with the Secretary of the Interior's standards for rehabilitation.

(2) In considering whether the erection of any sign should be permitted, the commission shall determine whether the placement, size, texture, style and materials thereof are compatible with the historic landmark or district.

(3) In reviewing the application, the commission shall determine whether the work proposed is visible from any public place. This determination may be implied from the evidence presented at the hearing and the commission's action thereof and need not be set forth as a finding of the commission.

(4) In evaluating claims of economic hardship, the commission may require documentation as may be set forth in its rules and regulations.

(d) *Review of application by committee*. Review committees may be formed consisting of two or more members of the commission. If the proposed work is determined by the director of codes administration or an authorized representative of the director to be insubstantial in nature and scope, and a review committee concurs in that determination, and the committee finds the changes proposed are consistent with the provision of subsection (e)(4)a of this section, a certificate will be issued. If the committee fails to agree that the proposed work is insubstantial in nature and scope, or that the changes

are not consistent with the provision of subsection (e)(4)a of this section, or if the applicant alleges economic hardship, then the certificate shall not be issued by the committee, and the application shall be placed before the commission.

(e) *Review of application by commission.*

(1) *Public hearing required.* The commission shall schedule a public hearing at a regular or special meeting to consider any application for work that has been determined to be substantial in nature and scope, and notify the applicant of such hearing.

(2) *Notice procedures.*

a. *Publication*. Public notice of the hearing shall be published at least one time in the office newspaper doing the city's printing, at least seven days before such hearing.

b. *Mailing*.

1. Notices of all hearings before the commission, whether for certificate of appropriateness or designation, shall be sent, by United States mail, postage prepaid, to the record owner of the subject property and all record owners within 185 feet of the perimeter boundaries of the subject property. The record owners shall be determined from the records of the city assessor's office. Failure to receive such notice shall not affect the validity of the hearing.

2. The notice shall contain the following information: date of mailing, date and place of hearing, address of property which is the subject of the hearing, and purpose of such a hearing.

3. All notices shall state the name, address and telephone number of the commission.

4. The notice shall be mailed not later than seven calendar days preceding the meeting.

(3) *Appearance by representative of department of codes administration.* When requested by the commission, a representative of the department of codes administration shall appear at hearings when certificate of appropriateness are considered.

(4) *Issuance' s or denial*

a. If the commission shall find that the changes proposed are such as not to be visible from any public place; or that such

changes are not detrimental to the architectural, cultural, historic or textural character of other improvements of the real property designated as historic landmarks or historic district; or that the changes are necessary to prevent or relieve an economic hardship, the commission shall issue the applicant a certificate of appropriateness, stating in detail the work which has been approve, the approved material, and the approved manner.

b. If the commission shall find that such changes are visible from any public place and that such changes are detrimental to the architectural, cultural, historic or textural character of the real property designated as an historic landmark or in an historic district, or of other improvements thereto, to the commission shall enter its order denying the certificate of appropriateness.
c. The concurring vote of the majority of those present (a quorum being constituted) is necessary in order to issue or deny a certificate of appropriateness.
d. The commission shall enter its order and shall record in writing its conclusions and the facts upon which its conclusions were based.
e. In the event of a tie vote or the inability of the commission to act on an application under this section, the applicant shall be deemed to have been denied.

(5) *Expiration.* A certificate of appropriateness shall expire 12 months after it is issued unless an extension has been granted. Extensions may be granted due to adverse weather or other circumstances delaying the work.

(f) *Denial of building or demolition permit or denial of certificate of appropriateness*. If a certificate of appropriateness is denied, no building or demolition permit may be issued, nor shall any other work for which a certificate of appropriateness is required be undertaken, for a period of 18 months after the date the application is denied. A permit shall not be issued after 30 months from the date of the denial of the certificate of appropriateness.

(g) *Rehearing.* The landmarks commission may grant a rehearing if an application for such rehearing, which included new evidence to be introduced for consideration of the commission, is made to the commission within 30 days of the date of the notification of the

commission's original action. Only one application for a rehearing may be made in any case.

(h) *Emergency repairs.* If any emergency situation exist, temporary repairs required to prevent imminent damage to the structure may be authorized by the director of codes administration, subject to review by the commission. Within 48 hours after the repairs are made, the person making such authorized temporary repairs shall notify the director. If any work intended to be permanent was performed or is to be performed, a certificate of appropriateness must be obtained from the landmarks commission in accordance with section (d) or (e)((4) of this section, and the commission action thereon shall supersede the emergency approval.

(i) *Maintenance of historic buildings and sites.*

(1) Buildings and sites designated as local landmarks or within historic districts shall meet the minimum requirements of the property maintenance code and any other regulatory codes.

(2) The landmarks commission may initiate complaints regarding violations of regulatory codes, including complaints with the department of neighborhood and community services, against a specific building that is in violation of the property maintenance code. The commission may seek to have any defects corrected or repairs made, so that such building shall be protected and preserved in conformance with the purpose of this section and the appropriate city code.

(Admin. Code. 1967, A6.126; Ord. No. 47821, 6-3-77; Ord. No. 54291, 10-28-82; Ord No. 54613, 12-20-82; Ord NO. 56591, 9-8-84; Ord. No. 59560, 6-26-86; Ord. No. 59961, 10-286; Ord. No. 63625, 3-2-89)

Sec. 2-918. Violation of division.

It shall be unlawful for any person, firm, association, corporation or trustee, or any other person or entity, to fail to perform any act required in any provision of this division.
(Admin. Code 1967, A6.127; Ord. No. 54291, 10-28-82)

Sec. 2-919. Penalty.

Upon conviction of violating any provision of this division, punishment shall be as provided in section 1-17.
(Admin. Code 1967, A6.128; Ord. No. 47281, 6-4-77; Ord. No. 54291, 10-28-82)

Sec. 2-920. Fees.

(a) Certain fees are hereby established for filing of applications for designation of an historic landmark or an historic district, for issuance's of a certificate of appropriateness, and for additional enumerated services:

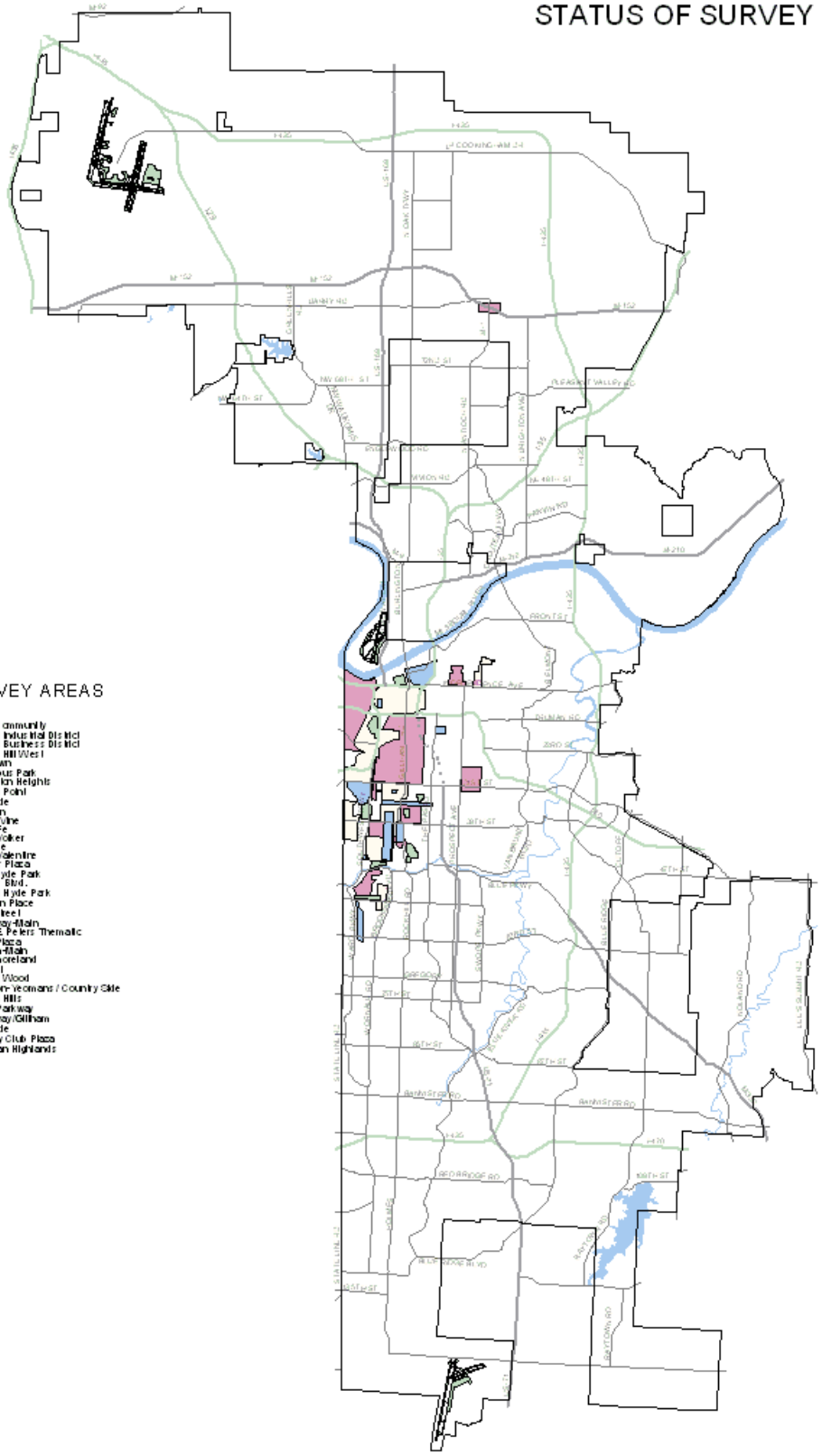
	Maximum Allowable Charge
(1) Designation process:	
a. Historic Landmark	$ 100.00
But, if the building has been previously listed in the National Register.	20.00
b. Historic district	100.00
Plus, per building.	100.00
Not to exceed a total of.	1,000.00
But, if the building has been previously listed in the National Register individually or as part of a district	20.00
Plus, per building	20.00
Not to exceed.	100.00
c. Amending historic district, per building	100.00
Not to exceed a total of	1,000.00
But, if the building has been previously listed in the National Register individually or as a part of a district	20.00
Not to exceed	200.00
d. Research: 25 percent of the application fee; however, a research fee shall be deducted from the application fee if an application is filed.	
(2) Certificate of appropriateness	25.00

(3) Tax certification; Assistance in seeking U.S. Department of the Interior, Office of Archaeology and Historic Preservation, certification for tax benefits under the Internal Revenue Code, per building		
(4) National Register from:		
a. Historic landmark.		500.00
But, if an application for local designation has been previously made.		400.00
b. Historic District		750.00
Plus, per building		150.00
Not to exceed a total of		3,000.00
But, less the fee provided for in subsection (1)h of this section, if an application for local designation has been previously made.		
c. Amending historic district, per building		150.00
Not to exceed.		1,150.00
But, less the fee provided for in subsection (1)c of this section, if an application for local designation has been previously made		

(b) The commission may waive all or part of any fee upon a showing of hardship.

(Admin. Code 1967, A6.129; Ord. No. 47281, 6-3-77; Ord. No. 54125, 7-1-82)

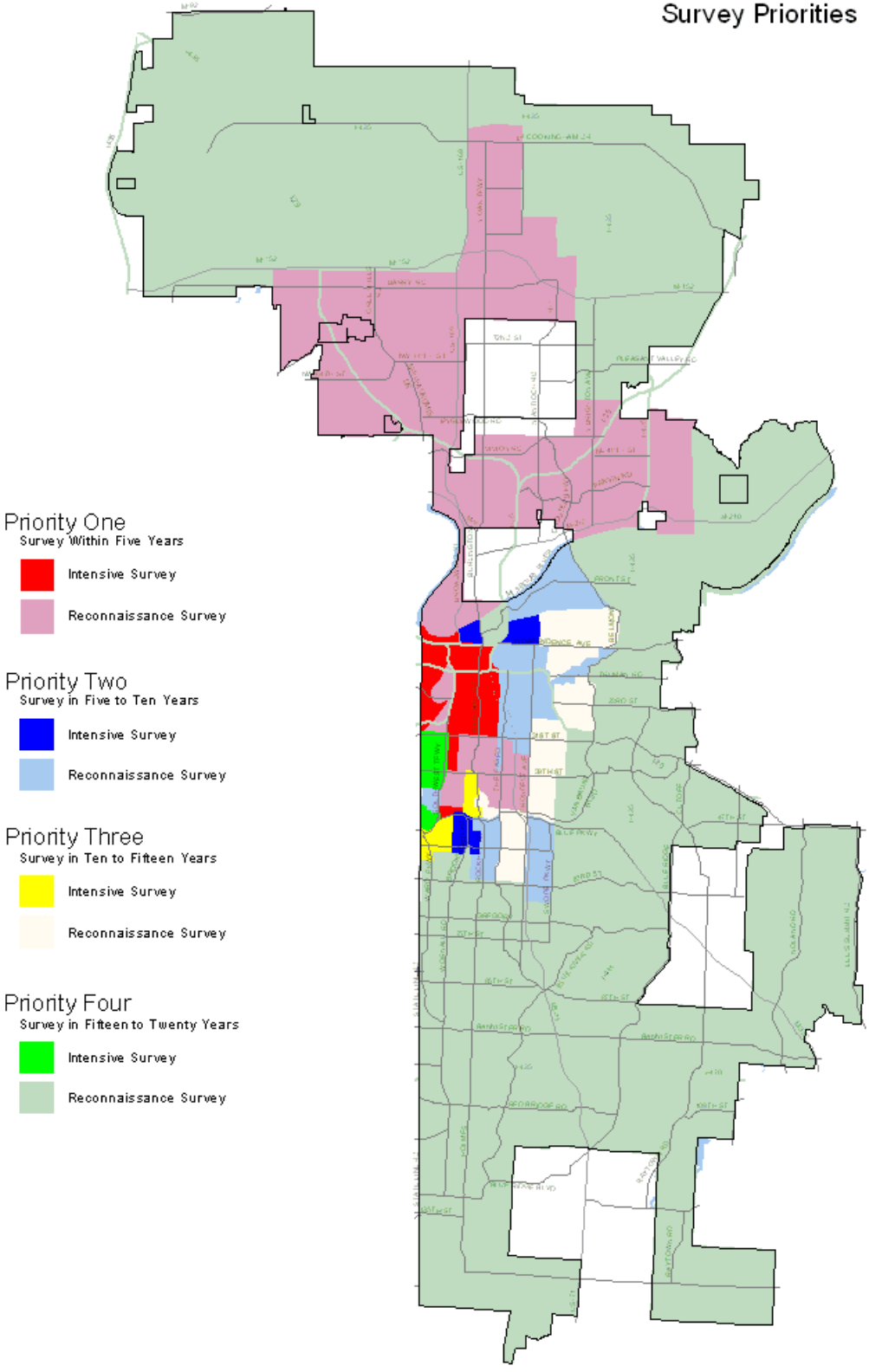
STATUS OF SURVEY



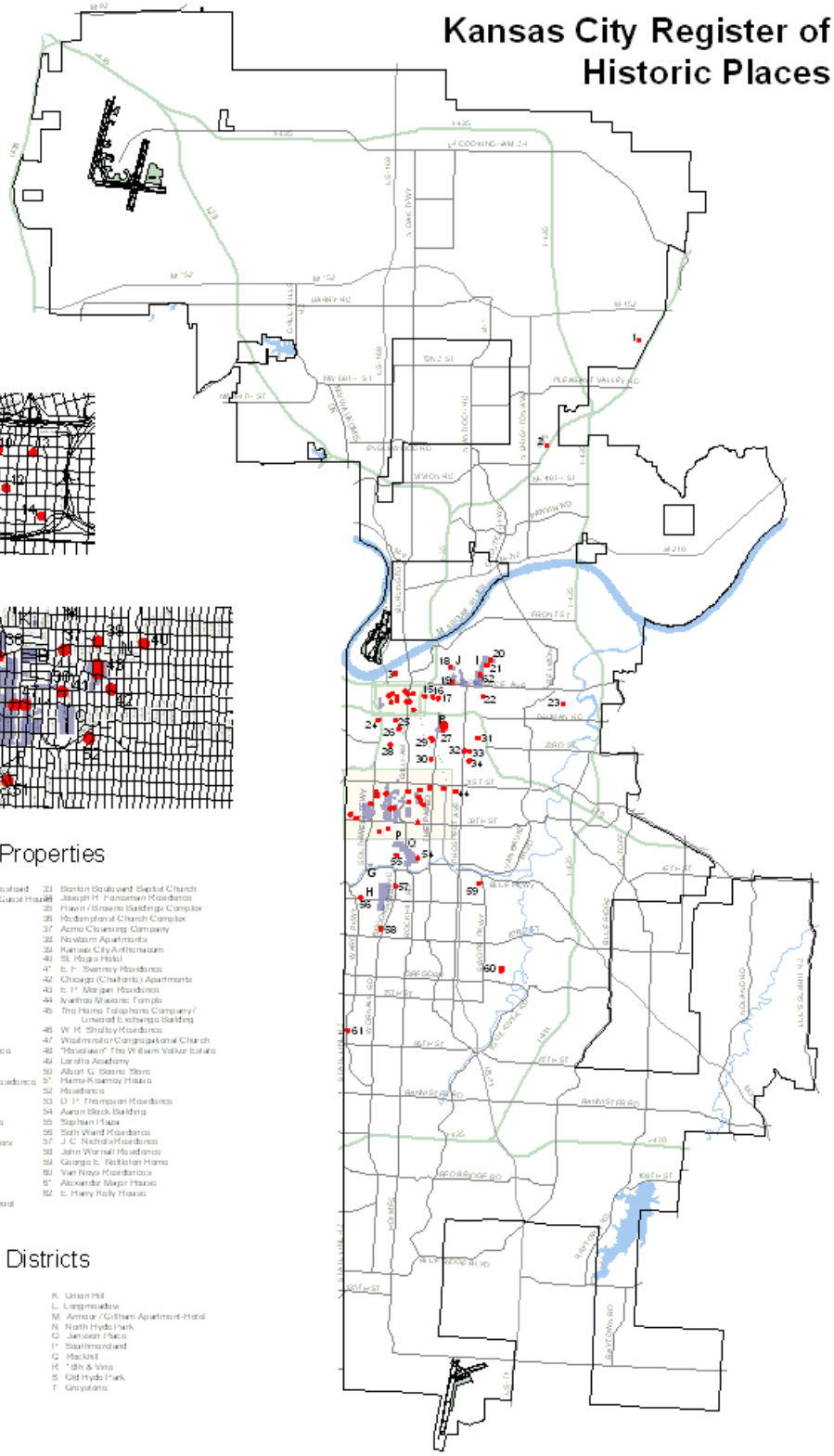
SURVEY AREAS

1: Barry Community
2: Central Industrial District
3: Central Business District
4: Quality Hill West
5: Old Town
6: Columbus Park
7: Pendleton Heights
8: Scarritt Point
9: Westside
10: Midtown
11: 18th & Vine
12: Santa Fe
13: North Volker
14: Roanoke
15: North Valentine
16: Warner Place
17: North Hyde Park
18: Armour Blvd.
19: Central Hyde Park
20: Janssen Place
21: Main Street
22: Broadway-Main
23: Nelle E. Peters Thematic
24: North Plaza
25: Gillham-Main
26: Southmoreland
27: Rockhill
28: Sunset Wood
29: Simpson-Yeomans / Country Side
30: Sunset Hills
31: Ward Parkway
32: Broadway/Gillham
33: Westside
34: Country Club Plaza
35: Coleman Highlands

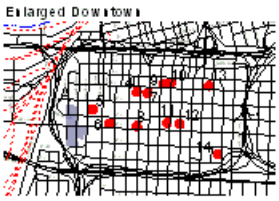
Survey Priorities



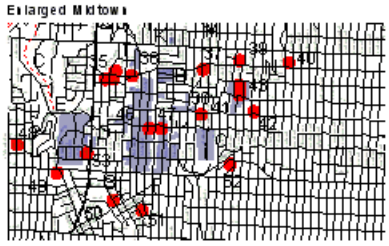
Kansas City Register of Historic Places



Enlarged Downtown



Enlarged Midtown



Historic Properties

1 "Woodmouth" Eldridge Arnold Homestead
2 Dr. James Compton Residence & Guest House
3 Port Arthur Novex Co
4 Savoy Hotel & Grill
5 The Progress Club
6 Folly Theater
7 Land Bank Building
8 Philips House Hotel
9 Scarritt Arcade
10 Scarritt Building
11 Bryant Building
12 Laura Curtis Studio
13 Former Public Library
14 St. Mary's Episcopal Church
15 Masonic Temple
16 Unity Headquarters Building
17 Dr. Gonzaga Henderson Residence
18 Philip E. Chappell Residence
19 Robert Beatty Jr. Residence
20 Elliott & Martha (Scarritt) Jones Residence
21 Edward Lucky Scarritt Residence
22 Thomas K. Hanna Residence
23 St. Stephen's Church Rectory
24 Judge Charles E. Moss Residence
25 Webster School
26 Thomas J. Pendergast Headquarters
27 Mutual Musicians Foundation
28 Union Station
29 Western Baptist Bible College
30 Residence
31 Minute Circle Friendly House
32 Irving / Booker T. Washington School
33 Benton Boulevard Baptist Church
34 Joseph H. Forssman Residence
35 Hawn / Browne Buildings Complex
36 Redemptorist Church Complex
37 Acme Cleansing Company
38 Newborn Apartments
39 Kansas City Anthonaeum
40 St. Regis Hotel
41 E. F. Swinney Residence
42 Chicago (Challonte) Apartments
43 E. P. Morgan Residence
44 Ivanhoe Masonic Temple
45 The Home Telephone Company / Linwood Exchange Building
46 W. R. Shelley Residence
47 Westminster Congregational Church
48 "Roselawn" The William Volker Estate
49 Loretto Academy
50 Albert G. Boone Store
51 Harris-Kearney House
52 Residence
53 D. P. Thompson Residence
54 Aaron Block Building
55 Stephen Plaza
56 Seth Ward Residence
57 J. C. Nichols Residence
58 John Wornall Residence
59 George E. Nettleton Home
60 Van Noys Residences
61 Alexander Major House
62 E. Harry Kelly House

Historic Districts

A Quality Hill West
B Miller Plaza / Warner Plaza
C Ambassador Hotel
D Nelle E. Peters
E Roanoke
F 39th & Main
G Nelle E. Peters Thematic
H Simpson-Yeomans / Country Side
I Scarritt Point
J Pendleton Heights
K Union Hill
L Longmeadow
M Armour / Gillham Apartment-Hotel
N North Hyde Park
O Jansson Place
P Southmoreland
Q Rockhill
R 18th & Vine
S Old Hyde Park
T Greystone

NATIONAL REGISTER OF HISTORIC PLACES

Enlarged Midtown

Historic Properties

1 Westminster Lounge Annex--proposed
2 Dr. James Compton Residence
3 Arvah Chisholm Church
4 New York Life Building
5 Scarritt Building & Scarritt Arcade
6 Bixby Building & 62 Building
7 Emery, Bird & Thayer Building
8 Chalice --built --1931
9 Rare Coins Scarritt Building
10 Dorothea Lingerie Building
11 Scarritt Theater (Unity Theater)
12 Savoy --Hotel & Savoy Grill
13 Bunker Building
14 Kansas City Public Library
15 Major Weaver Warner Residence
16 Uptown Metropolitan Building (Uptown Metropolitan Theater
17 St. Marys Church
18 Carlton Building
19 Jenkins Music Co. Building
20 Professional Building
21 George B. Peery Dry Goods Co. Building
22 Cass City National Bank
23 Fire Department --headquarters
24 Bonfils Building
25 Land Bank Building
26 Palace Clothing Building
27 Grand Ave. Temple (Grand Ave. Temple Bldg.
28 Ghost Building
29 Bryant Building
30 Scherck McClure Lithographing Co.
31 --Hotel Phillips
32 Walker S. Mitchell
33 Temple Block (Palace Exchange)
34 Kansas City Masonic Temple
35 Dr. Cornelius --residence-Residence
36 Ralph L. Chappell --built
37 Corinthian --artist (KC Museum); H. A. Long Mansion
38 Walker Chalk Scarritt Residence
39 Edwards Lady Scarritt Residence
40 Janssen Apartment Building
41 Lancaster Corridon
42 Lee School Exchange Building
43 Joseph Grear Hoppaugh Residence
44 Hans M. --Built-Residence
45 Webster Schools
46 Jahn Anatomy Laboratories
47 City Bank Building
48 Thomas Corrigan Building
49 Asbury YMCA
50 Actual School
51 Mount Mariah Temple Foundation
52 Firestone Building
53 Coca-Cola Building (Western Auto)
54 Kansas City Junction Station
55 Sacred Heart Church, Schools and Rectory
56 Lincoln Academy
57 Thomas Herbert Residence & Studio
58 Uptown Theater & Building
59 Rev. Built Buildings
60 Rev. Built Building
61 Kansas City Athenaeum
62 Newton Apartments
63 McClintock Building (West Juney Studio)
64 Chicago Apartments (Chalmers)
65 Ben Sheerit Synagogue
66 Isadore Martin Temple
67 West Juney Residence and Garage
68 --Residence
69 Western Office Congressional Church
70 Walker Hotel Shirley Residence
71 Tabernacle Methodist
72 Dr. John --Residence
73 Stephen Place
74 Rev. Hudson Scarritt Residence
75 Albert C. Blume Store
76 Mineral --Artist L. Bunker Residence
77 August Meyer Residence
78 J. W. Halvorson Stone Funeral --Store
79 Herman Corrigan Residence
80 Seth L. Ward --Residence
81 John Worrall --Built
82 Walter L. Burby Residence
83 Alexander Majors --Built
84 Waste Water Treater
85 Van Brunt & Howe (Residence)
86 Cave Spring (Scenic Trail Campground)
87 --Residence
88 Kansas City Water Dept. Building
89 Hadley Medical --Hardware
90 Liquid Carbonic Co. Building
91 Santa Fe Trail Ext

Historic Districts

A Old Town --Historic District
B Wholesale District
C West Fourth St. / Eastern Ave. --Historic District
D West Eleventh Street --Historic District
E Quality Hill Neighborhood --Historic District
F 18th & Vine --Historic District
G Santa Fe Place --Historic District
H Ambassador --Hotel --Historic District
I Art Deco Row with Multiple Addresses
J Jackson Place
K Agate Park --Historic District
L South Side --Historic District
M Roanoke Neighborhood
N Sanborn Insurance / Country Side --Historic District
O Byers Hotel Archaeological District

Acknowledgments

Mayor and City Council

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford	**The Honorable Ronald Finley**	**The Honorable Ken Bacchus**
First District-at-Large	Third District-at-Large	Fifth District-at-Large
The Honorable Teresa Loar	**The Honorable Mary C. Williams-Neal**	**The Honorable Kelvin Simmons**
First District	Third District	Fifth District
The Honorable Jim Glover	**The Honorable Evert Asjes III**	**The Honorable George Blackwood**
Second District-at-Large	Fourth District-at-Large	Sixth District-at-Large
The Honorable Paul Danaher	**The Honorable Aggie Stackhaus**	**The Honorable Judith Swope**
Second District	Fourth District	Sixth District

City Plan Commission

Chair:
Mr. Whitney E. Kerr Sr.

Vice-Chair:
Mr. Phil Klawuhn

Members:
Ms. Eloise Allen
Mr. Al Caudle
Mr. Charles F. Myers
Mr. Cris Medina
Mr. Frank Zilm, FAIA

FOCUS Steering Committee

Co-Chairs:
Father Thom J. Savage, S.J.
Mr. Leonard J. Graham , P.E.

Members:

Ms. A. Lee Alexander
Rev. Stan Archie
Ms. Edie Ballweg
Ms. Angela Bennett
Ms. Janet Blauvelt
Mr. Jim Bergfalk
Mr. Alvin Brooks
Mr. Ben Bryan
Mr. Arthur Diaz
Mr. Peter Dreyfuss
Mr. Alex Ellison
Mr. Richard L. Farnan, FAIA
Mr. David Fenley
Mrs. Frances Foerschler
Mr. Charles A. Garney
Mrs. Ellen Holmes
Dr. Brenda Kelly
Mr. Charles F. Myers
Mr. Kelley M. Martin
Mr. Clyde McQueen
Ms. Pauline Rios
Mr. Steve Roling
Mr. Thomas M. Rule
Mrs. Dorothy Stroud
Ms. Ana Valdez
Mr. Turner White

Ex-Officio Members:

Mr. Whitney E. Kerr Sr.
Chair, City Plan Commission

Mr. Frank Zilm, FAIA
City Plan Commission

Preservation Work Team

Co-Chairs:

Mr. Greg Allen
Mrs. Jane Flynn

Members:

Dr. Mary Adair
Mrs. Elizabeth Amirahmadi, AIA
Mr. William Bruning
Mr. Michael Burke
Ms. Josephine Carroll
Mr. William Carson
Ms. Emma Clark
Mr. Joseph M. Close
Dr. George Ehrlich
Mrs. Susan Ford
Mr. Duane Fox
Mr. Dana Gibson
Mr. Dean W. Graves, FAIA
Ms. Kathy Hale
Ms. J. M. Hardy
Mr. August Huber III
Ms. Patricia Jensen
Ms. Jean Justin
Mr. Allen Landoll
Mr. Peter Loughlin
Mr. Steve G. Mitchell
Ms. Norma Moore
Mr. Bruce Palmer, AIA
Mr. Richardson Powell
Mr. Leonard Pryor
Rev. Bruce Rahtjen
Mr. Charles Schmelzer III
Mr. Peter Shemitz
Dr. Rowena Stewart
Ms. Joy Swallow, AIA
Mr. Steve Taylor
Ms. Laura Whitener

Preservation Community Advisory Team

Staff Leader:

Mr. Paul Mohr

Volunteer Project Leaders:

Ms. Caroline Helmkamp
Ms. Becca Freese Langenkamp
Ms. Susan Richards Johnson, AIA

Members:

Mr. Mike Alexander
Ms. Emma Clark
Ms. Betsie Czeschin
Mr. Elmer C. Denis
Mr. Michael Driskell
Ms. Majorie Finley
Mrs. Susan Ford
Ms. Rochelle Harris
Ms. Cecilia Kinsella
Ms. Jennifer Logan
Ms. Roberta Lovin
Ms. Corrinne McCall
Mr. Don McGee
Ms. Tara McGrath
Ms. Val McGrath
Ms. Sue Mindlin
Mr. Allen Norman
Mr. Joseph J. Oshiver
Mr. Doyle Patterson
Mrs. Lucinda Rice-Petrie
Mr. Dale Ricks, P.E.
Mr. Sean P. Ryan
Ms. Caroline Samuels
Ms. Phyllis Schallenberg
Ms. Sherry Schirmer
Mr. Brent Schulz
Mr. Louis Schumacher
Ms. Victoria Sexton
Mr. Tim Shickles
Mr. Kasey Stalnaker
Mrs. Kathy Stump
Ms. Susan Torres
Mr. Steven Treaster
Mr. James Wagner
Ms. Laurie Walker

Consultant Team

Mackey Mitchell Zahner
Kansas City, Missouri
Ms. Becky Cotton Zahner, AIA
Mr. Bryan Gross, AIA

Center for Understanding the Built Environment
Prairie Village, Kansas
Ginny Graves
Dean W. Graves, FAIA

Historical Research and Management Services
Kansas City, Missouri
Ms. Sarah F. Schwenk

Management Team

Ms. Vicki L. Noteis, AIA
Director, City Planning & Development

Mr. Robert L. Collins
City Manager

Ms. Therese Brekke
Assistant Director

Ms. Lisa Lassman Briscoe, AIA
Project Manager, Preservation Plan

Ms. Lynnis Jameson
Manager, Physical Environment Plans

Staff
Ms. Judy Hansen
Mr. Mario Vasquez
Ms. Katherine Linder
Mr.Thad Biggerstaff

Additional Staff Support
Ms. Elizabeth Rosin
Ms. Rayshonda Johnson

We sincerely regret any inadvertent spelling errors or omissions.

Special Thanks

Lathrop & Gage for providing Work Team meeting facilities.

Mackey Mitchell Zahner for providing Work Team meeting refreshments.

MAG Center for providing Community Advisory Team meeting facilities

May 1998

To the Mayor, Members of the City Council and the Citizens of Kansas City,

As Co-Chairs of the FOCUS Kansas City Neighborhood Prototypes Plan and on behalf of the Neighborhood Prototypes Work Team, the Community Advisory Team, and other volunteers, we are happy to present the Neighborhood Prototypes Plan as a guide for the future of neighborhoods in Kansas City. This plan is one of seven components of the FOCUS Plan, which was adopted by the City Council in October of 1997.

Neighborhoods are one of Kansas City's most vital assets. Knitted together, they are the foundation of the city's basic physical and social framework. This plan recognizes that there is a critical connection between the health of every neighborhood and the health of the entire city. It provides guidelines to support and improve neighborhoods in Kansas City and addresses issues of design, infrastructure, economic development, neighborhood marketing and others. In addition, this plan proposes a framework for the continuous improvement of our neighborhoods.

As we implement the plan, government, business, neighborhood organizations, and individual citizens must take on individual and collective efforts to continually improve our neighborhoods. Using our strengths and resources, and under the guidance of the FOCUS Kansas City Plan, we will continue to build a city of strong neighborhoods.

Thank you for this opportunity to help shape Kansas City's future.

Respectfully submitted,

Mamie Hughes
Co-Chair

John Loss
Co-Chair

Table of Contents

INTRODUCTION TO FOCUS I

EXECUTIVE SUMMARY 1
NEIGHBORHOOD PROTOTYPES PLAN

BUILDING ON OUR STRENGTHS 9
Defining Existing Neighborhood Conditions *10*
Developing Areas *13*
Conservation Areas *14*
Stabilization Areas *16*
Redevelopment Areas *18*

NEIGHBORHOOD ASPIRATIONS AND INITIATIVES 21
ASPIRATIONS FOR CONTINUOUS IMPROVEMENT OF OUR NEIGHBORHOODS
Connectedness *22*
Identity *24*
Responsiveness *25*
Initiatives and Actions *26*
Initiative 1: Strategic Assessment *27*
Initiative 2: Community Building and Organizing *27*
Initiative 3: Neighborhood Design and Infrastructure *30*
Initiative 4: Housing Quality and Variety *33*
Initiative 5: Neighborhood Economic Development *36*
Initiative 6: Personal and Neighborhood Safety *38*
Initiative 7: Marketing Neighborhoods *40*
Responsibilities and Priorities *41*

NEIGHBORHOOD PROTOTYPE APPLICATION 45
A CITY OF NEIGHBORHOODS
The Livable Neighborhood *46*
Existing Neighborhoods *47*
Future Neighborhoods *49*
The Continuous Improvement Process *51*

APPENDIX A - NEIGHBORHOOD PROFILE SHEET ..... A - 1
APPENDIX B - GENERAL NEIGHBORHOOD DESCRIPTIONS ..... B - 1
APPENDIX C - FOCUS NEIGHBORHOOD CONDITIONS SURVEY ..... C - 1
APPENDIX D - GLOSSARY ..... D - 1

Photographs taken by Chuck Kneyse.

All recommendations contained in the FOCUS Plan, and all of its parts, are subject to legal review for compliance with law, including federal, state and local. If any of the recommendations conflict with law, the legal issues shall be resolved prior to implementation of the affected recommendation.

INTRODUCTION TO FOCUS

FOCUS The New American City

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities to follow in the future.

Thousands of Kansas City citizens have created this blueprint for our city's future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS - Forging Our Comprehensive Urban Strategy - is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the City of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that people are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.

We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, our neighborhoods, our schools, our businesses and our city.

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for Kansas City to achieve its vision. These are the foundation of Kansas City's character. All actions are measured against these fourteen principles. They were derived from the wealth of citizen ideas generated in the Phase I Perspective Group process.

Reaffirm and Revitalize the Urban Core

Central to the city's vitality is the Urban Core, with its diverse population, historic neighborhoods; cultural, recreational, and sports attractions; central business corridor, and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development

The health of our city depends on recognizing the interdependency of the city's suburban areas and the Urban Core. Each must be healthy for the city to attract development and grow. Quality suburban development enables the city to compete for residents and jobs and is an important part of the city's ability to grow in the future.

Plan for a Well Designed City Framework

The design and maintenance of the city's transportation and infrastructure systems create a framework for sustainable development. Excellent planning and urban design create a unique city that is physically unified and beautiful.

Strengthen Neighborhoods

Well planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship

Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City

Personal comfort, safety, security and peace of mind are essential to residents and businesses in a livable city.

Respect Diversity

Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts

Learning is fundamental to citizenship, self enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city's economic base.

Develop Jobs for the Future

The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its competitive role and provide employment opportunities for its citizens.

Create Opportunity

Community and individual self esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People

Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow's world.

Target Financial Investments Strategically

Kansas City must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city's vision.

Build Government through a Strong Partnership with Citizens

Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional Cooperation

The City of Kansas City is at the center of a metropolitan community where the challenges of building on the region's strengths and addressing its problems demand a collective response.

FOCUS Phase II - The Strategic and Comprehensive Plan

Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded Steering Committee, with the help of seven Work Teams made up of over 350 people and additional Community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

The **Citywide Physical Framework Plan** provides strategic land use planning guidelines, addresses the future character of growth, development and redevelopment as well as capital needs of the City.

The **Neighborhood Prototypes Plan** recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies to their distinct requirements.

The **Preservation Plan** highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

The **Urban Core Plan** includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

The **Northland Plan** targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle friendly throughways.

The **Human Investment Plan** outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

The **Governance Plan** sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven Work Teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues enabling all parts of the city to work in concert toward the same goals.

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks". With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a new American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relates to these Building Blocks. A more detailed description of the Building Blocks can be found in the document entitled FOCUS Kansas City - Overview.

Building The New American City

Making Connections For The 21st Century

The qualities in our heritage that have made us a great city will also help us move into the 21st Century as the New American City. Kansas City has always had the willingness to take the bold step--from the construction of the Hannibal Bridge in 1869, that guaranteed us pre-eminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face our future challenges.

Current trends tell us that the American city of the 21st Century will be an eclectic place with a diverse population, a diverse economic base, and an array of lifestyle and job choices. Kansas City can uniquely position itself to become a model for this new kind of city because we do not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one connected city with a clear agenda for the future.

FOCUS emphasizes connections - connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Kansas City has the natural, physical, and human resources necessary for success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandates investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the New American City is a new way of thinking and acting. The following pages represent Kansas Citians' commitment to our city, our children and our aspirations for the future.

Kansas City's Victorian homes

EXECUTIVE SUMMARY

Neighborhood Prototypes Plan

The FOCUS Kansas City Neighborhood Prototypes Plan provides the citizens of Kansas City a process for continuous improvement of their neighborhoods and the overall city. This prototype method is based on the understanding that each neighborhood in Kansas City is unique and evolving and that the health of each neighborhood affects the health of the entire city. Continuous improvement means ongoing commitment by residents, businesses and government to address existing conditions proactively, strategically approaching a desired future and constantly monitoring and evaluating progress for positive change within the neighborhoods and Kansas City.

Because of the wide range of existing conditions in Kansas City neighborhoods and the diversity of lifestyles, the Neighborhood Prototypes Work Team found it difficult to envision the specific elements - park, grocery store - that would be necessary to create the ideal neighborhood. With the goal of creating healthy neighborhoods in mind, the Work Team came to the conclusion that a neighborhood should work towards the achievement of three aspirations through commitment to the continuous improvement process.

Connectedness strives to connect neighborhoods and people to promote positive interaction between neighbors, between neighborhoods, and between neighborhoods and the City. Connectedness can be achieved through physical

connections, such as sidewalks, and social connections, such as active block clubs and neighborhoods organizations.

Identity values the creation of a distinctive character and sense of place in each neighborhood. Many different things can give a neighborhood its unique identity - architecture, history, active organizations, distinctive businesses, or thematic signs and markers.

Responsiveness promotes strong, cooperative relationships so that government, neighborhoods, and individuals are responsive to each other and can proactively address neighborhood issues and opportunities throughout the city.

To support the commitment toward continuous improvement and aspiring to achieve connectedness, identity and responsiveness the Neighborhood Prototypes Work Team identified seven neighborhood initiatives with supporting actions. Each of these initiatives is important if healthy neighborhoods are going to be sustainable over time.

Initiative 1. Strategic Assessment

Strategic assessment provides a framework for recognizing and analyzing neighborhood conditions in order to define tools, actions and strategies for continuous improvement in all neighborhoods. The framework is based on four general neighborhood types - Developing, Conservation, Stabilization, and Redevelopment - that provide descriptive data and observations to help neighborhoods describe themselves. The assessment is an initial step in a continuous improvement process for all neighborhoods to identify themselves within the general framework of the four area descriptions and to tailor short and long range strategies unique to their issues, assets and future vision of the neighborhood.

Initiative 2. Community Building and Organizing

Community building ties directly to the FOCUS vision of creating a people-centered community. Community building aims at nurturing neighborhood organizations so they can effectively address issues and build on assets in their neighborhoods. The plan recommends:

- encouraging community anchors to work with their surrounding neighborhood(s) on area improvements and activities
- developing a resource directory of available programs and services for neighborhoods

- creating a neighborhood partners program for neighborhoods to work together on common issues or projects
- expanding community development corporation objectives to include comprehensive neighborhood improvement
- involving absentee landlords and renters in neighborhood organizations
- developing property management cooperatives that connect residents' skills to local needs
- implementing block level programs to inventory neighborhood skills, capabilities and needs to initiate self-help networks
- supporting the creation of neighborhood associations in all neighborhoods
- providing opportunities for neighborhood input on activities that impact the neighborhood, such as the adoption of area plans or rezoning cases

Initiative 3. Neighborhood Design and Infrastructure

The physical design of neighborhoods can help make any neighborhood attractive. Implementing quality design features in established and new neighborhoods will help make all neighborhoods in the city "livable." The plan recommends:

- improving currently unusable alleys
- designing transportation systems that balance all types of travel, including pedestrians and bicycles
- identifying and cleaning up illegal dumping sites, and discouraging dumping
- designing commercial development so that it fits with the existing character, scale and style of adjacent neighborhoods
- giving a high priority to the repair and initial provision of water and sewer service utilities in existing neighborhoods
- utilizing neighborhood parks as neighborhood activity centers
- developing a positive art and graffiti program

Initiative 4. Housing Quality and Variety

The variety of housing choices and the condition of housing are important to the success and stability of a neighborhood. The plan recommends:

- adopting a Rehabilitation Building Code to encourage rehabilitation of existing structures
- creating an overlay district for neighborhoods that have a distinct character, but do not meet historic designation criteria
- creating a residential zoning category to accommodate older, urban neighborhoods that want to maintain their single-family character but do not meet current zoning requirements
- creating an assistance center to improve access to resources for low-income homeowners to repair code violations
- providing incentives to encourage conversion of rental units to owner-occupied units and to encourage home ownership
- requiring early and aggressive rehabilitation of abandoned buildings, but demolishing dangerous buildings quickly if they cannot be renovated

- promoting infill housing by transferring vacant properties to responsible owners, tax incentives, and reviving the Urban Homesteading program or a similar program
- promoting the availability of local property tax credits for small owners who invest in rehabilitation
- working aggressively to reduce "redlining"
- requiring code inspections on all rental properties when they are rented
- exploring the potential for neighborhood organizations to administer Minor Home Repair program activities in their areas
- expanding homeowner education programs
- exploring the potential to grant neighborhood organizations the power of eminent domain
- expanding training for residents to perform code inspections in their neighborhoods and granting neighborhoods the authority to cite violations

Initiative 5: Neighborhood Economic Development

Small nearby businesses can be a benefit to the neighborhood and benefit from a healthy neighborhood if they are well-designed and committed to improving the neighborhood. The plan recommends:

- promoting businesses that are involved in their community
- attracting new employment centers to the urban core
- encouraging commercial rehabilitation through low-interest loans
- creating incentives to encourage employee-owned or cooperative businesses where neighbors can share in the economic benefits and responsibilities of the business
- developing learning satellites to increase neighborhood workforce skills
- creating or strengthening existing programs to assist small developers and nonprofit corporations to redevelop small scale commercial development

Initiative 6: Personal and Neighborhood Safety

Both the feeling and reality of personal safety are essential to the choices people make about where they will live. The plan recommends:

- changing the City's Zoning Ordinance to allow for more mixed-use areas
- providing grants to property owners to install external lighting on their houses
- expanding neighborhood watch programs and identifying a neighborhood "safe" house for children to use, if necessary
- developing visible and inviting storefront police centers

Initiative 7: Marketing Neighborhoods

Promoting the value and richness of Kansas City's neighborhoods is a significant part of ensuring sustained future growth for the city. The plan recommends:

- creating a special task force aimed at achieving balanced and responsible reporting on the city and its neighborhoods
- creating a local media strategy through partnerships between neighborhoods and small, local publications that focuses on balanced reporting of neighborhood issues.

An expanded discussion of each of these initiatives and supporting actions can be found in the Aspirations and Initiatives section of this plan. To support the implementation of the initiatives the following responsibility matrix was developed.

This matrix identifies corresponding responsibilities and priorities for implementation of the initiatives and actions with public or private sector entities and partnerships.

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate by
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions			
Initiative 1: Strategic Assessments						
A. Implement the Strategic Assessment Process	■	■		■	Project	2000
Initiative 2: Community Building and Organizing						
A. Encourage community anchors to work with neighborhoods on improvements and activities (See the Community Anchors Building Block)	■	■		■	Project	2000
B. Provide opportunities for neighborhood input on development/planning activities		■			Policy	2000
C. Compile a comprehensive directory of programs and services for neighborhoods	■	■		■	Project	2005
D. Create a Neighborhood Partners Program	■				Project	2005
E. Expand Community Development Corporation objectives to include comprehensive neighborhood improvement	■	■		■	Project	2000
F. Develop neighborhood property management cooperatives	■				Project	
G. Inventory residents' skills, capabilities & needs at block level	■				Project	2000
H. Involve absentee owner and renters in neighborhood organizations	■				Project	
I. Create neighborhood associations in all neighborhoods	■				Project	
Initiative 3: Neighborhood Design/Infrastructure						
A. Reclaim alleys in older neighborhoods	■	■		■	Project	
B. Design neighborhood transportation system that balances all types of travel, including pedestrian and bicycles	■	■		■	Policy	
C. Give high priority to repair/provision of water and sewer service utilities in existing neighborhoods	■	■		■	Policy	2000
D. Identify illegal dumping sites and develop strategies to deter dumping activity	■	■		■	Project	
E. Integrate new commercial development with the character, scale and style of adjacent neighborhoods	■	■		■	Project	
F. Utilize neighborhood parks as activity centers	■			■	Project	
G. Develop a positive art and graffiti program, focusing on art that reflects the character of the neighborhood, residents or positive messages	■			■	Project	
Initiative 4: Housing Quality/Variety						
A. Adopt a rehabilitation building code		■			Legislative	2000
B. Create a special overlay district for neighborhoods with distinct quality and character that do not meet historic designation status		■			Legislative	
C. Create a new residential zoning category for older urban neighborhoods to maintain their existing low-density, single-family character.		■			Legislative	2005
D. Provide assistance for low-income homeowners with code violations through one-stop assistance center	■	■		■	Project	

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate by
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions			
E. Provide incentives for rental to owner-occupied conversion	■	■		■	Policy	
F. Enforce aggressive rehabilitation, redevelopment or condemnation of dilapidated properties	■	■		■	Project	2000
G. Establish incentives to encourage home ownership	■	■		■	Project	
H. Promote infill housing by encouraging the transfer of Land Trust properties, vacant lots and structures	■	■	■	■	Project	2005
I. Promote simplified versions of "353" or Tax Increment Financing for small property owners	■	■		■	Policy	2005
J. Work aggressively to reduce or stop "redlining"	■	■		■	Policy	
K. Establish a program to require code inspection for rental property	■	■		■	Project	
L. Explore potential for non-profit organization to administer minor home repair program		■			Project	
M. Expand homeowner education programs	■				Project	
N. Explore granting eminent domain capabilities to community development organizations		■	■		Project	
O. Expand code inspection training and citation authority for neighborhoods	■	■		■	Project	
Initiative 5: Neighborhood Economic Development						
A. Make community involvement a criteria in considering new major commercial/retail development in neighborhood areas		■			Policy	2000
B. Attract new quality employment to the central area of the city	■	■		■	Policy	
C. Encourage commercial rehabilitation by providing incentives in target areas.		■		■	Project	
D. Create incentives to encourage employee owned or cooperative businesses	■	■	■	■	Project	
E. Develop learning satellites in existing facilities or FOCUS Centers to increase knowledge and skills of neighborhood workforce	■	■	■	■	Project	
F. Create or strengthen programs to assist small developers and nonprofit corporations in redevelopment efforts	■	■		■	Project	
Initiative 6: Personal/Neighborhood Safety						
A. Integrate zoning categories to allow more mixed-use		■			Project	2000
B. Provide external house lighting grants	■	■		■	Project	2000
C. Expand neighborhood watch programs	■				Project	2000
D. Develop visible and inviting storefront police centers		■			Project	
Initiative 7: Marketing Neighborhoods						
A. Create a special media task force aimed at achieving balanced reporting of neighborhood activities and issues	■				Project	2000
B. Develop media/neighborhood partnership to market neighborhoods	■				Project	2000

BUILDING ON OUR STRENGTHS

Kansas City Neighborhoods

Neighborhoods are one of Kansas City's most vital assets. Knitted together, they create the city's most basic physical and social framework. This creates a critical link between the health of every neighborhood and the health of the entire city.

This idea is a strong theme in the FOCUS Phase I: The Policy Plan. In that spirit, the Neighborhood Prototypes Plan centers around the importance of strengthening and celebrating neighborhoods. People choose to live in Kansas City for a variety of reasons. One of the most important reasons is the variety of neighborhoods that exist. This variety allows for a diversity of lifestyles within the community. Many times these neighborhoods are highly identifiable and lend a distinctive character or sense of place to the city of Kansas City. Such neighborhoods may have started as small independent communities, such as Marlborough, Westport, and Waldo. Other neighborhoods reflect different architectural styles, use of building materials or other inherent development patterns or qualities that, when woven together create Kansas City.

The variety of housing choices from new development to historic neighborhoods is attractive to many tastes. Houses ranging from 100 plus years of age to brand new provide opportunities for residents to own the type of home they desire. Whether purchasing one of a large number of older homes with structural

integrity for rehabilitation or a newer home that contains many modern amenities, Kansas City neighborhoods offer a wide range of affordable housing choices. In fact, the cost of living in Kansas City is among the lowest in the nation for major cities.

In addition to the quality and variety of housing available, there are many aspects of the city fabric which attract residents to Kansas City. Fountains, civic art, cultural amenities, unique experiences, and the boulevard system enhance the physical living environment. These elements are further enhanced by the natural landscape of gently rolling uplands and scenic views. Beyond these physical attributes, committed individuals live in the neighborhoods of Kansas City. Their commitment shows in strong community organizations, from community development organizations and foundations to neighborhood organizations with a strong tradition of involvement.

Given this framework, it is our challenge to connect neighborhoods, physically and perceptually, to those elements and places that are most often described as especially memorable in Kansas City - special places like Swope Park, Cliff Drive, Line Creek and Blue River; notable focal points like the Spirit of Freedom, J.C. Nichols and Children's fountains; and unique districts like Westport, Country Club Plaza, and 18th & Vine - all of which are attached to and supported by strong adjacent neighborhoods. These connections form an urban fabric interwoven with dynamic places to play, work, and live. Kansas City must recognize neighborhoods as the single most important building block for achieving and maintaining a strong and vibrant city. This recognition will lead to the creation of a community that can be truly referred to as a "City of Neighborhoods."

Defining Existing Neighborhood Conditions

It is impossible to evaluate and describe each of the more than 240 neighborhoods that exist in Kansas City within the scope of this plan component. Each of these neighborhoods, whether historic or emerging, is valuable within the fabric of the city. Each offers a set of strengths and opportunities. Each has a unique set of needs and each must be considered within the context of the overall city. Some neighborhoods are primarily characterized by housing, while others have nonresidential uses that are an integral part of the area's character and what is perceived as the "neighborhood."

Non-residential areas of the city include agricultural and undeveloped land--some with steep slopes, floodplains or forests that should be preserved for natural habitats or rural character. Additionally, special-use areas, such as large industrial or commercial districts, large parks or institutional areas, such as universities and hospitals, do not typically include residential uses. The Northland Plan identifies two areas, 1) Employment Centers and 2) Agricultural and Environmentally Sensitive Areas, as examples of these non-residential areas.

In some areas natural spaces or special-use districts are located within or adjacent to residential neighborhoods and may present significant impacts (either positive or negative) on the living environment. In these cases, neighborhood action must address these issues. Examples include illegal dumping that occurs in areas located near heavily wooded areas or increased local traffic that is generated by a regional shopping mall.

For the Neighborhood Prototypes Plan, a clear definition of existing neighborhood conditions is necessary to help target appropriate solutions. All area descriptions and actions included in this plan address neighborhoods as places **where people live.** Recognizing and identifying existing conditions and trends is the initial step in designing a neighborhood strategy. The FOCUS Phase I: The Policy Plan introduced four Planning Analysis Areas as a framework that will be used to:

- Generally describe the wide range of areas and conditions that exist throughout the city
- Define tools, actions, and strategies for improving all areas of the city
- Strategically apply public and private resources in a way that is based on the existing conditions, trends, opportunities, strengths and needs of diverse areas
- Connect neighborhoods throughout the city so they can partner around common issues and projects and assist each other with organizational development

The four areas are defined as **Developing Areas**, **Conservation Areas**, **Stabilization Areas**, and **Redevelopment Areas** and each description suggests what actions each area requires to become or stay healthy. Each area provides unique opportunities and issues. Each one may exist anywhere throughout the city on a large scale or as a smaller subarea of a community. Also, these conditions should not be seen as stagnant, but as a beginning point from which the neighborhood can move forward and achieve quality living environments through a commitment to continuous improvement. All neighborhoods should evolve to

meet changes that occur within and around the neighborhood.

Using this framework, the Neighborhood Prototypes Plan further describes the conditions in each of the four area types. The conditions described are based on an evaluation of a variety of citywide factors including physical, social and economic considerations. Specific numbers utilized in the conditions descriptions are based upon recent citywide medians and averages (Table 1) and reflect an order of magnitude or deviation from those citywide conditions.

CITYWIDE CONDITIONS*

Population change	-2.9% between 1980 and 1990
Median household income	$26,713
Unemployment	7.3%**
Households on public assistance	7.9%
Persons below poverty level	15%
Persons with high school education or above	78.8%
# of crimes per 1000 people	170
Single head of household families	18.6%
Median housing value	$56,808
Housing unit change	5.2% between 1980 and 1990
Vacant housing	12%
Residential building/demolition permit ratio	3:1 between 1970 and 1991***
Owner occupied housing	56.9%
Household income to housing payment ratio	30% (Federal guideline)

* Unless otherwise noted data are from the 1990 Census.
** This number has been decreasing since 1990.
*** City of Kansas City Building Permit Data.

The specific numbers used should be periodically updated to take into consideration changes throughout Kansas City. This will in turn allow the neighborhood an opportunity to measure areas of strength and need, as well as the impact of efforts towards continuous improvement.

The following outline was prepared to help focus and structure the description of the four areas.

Conditions: What conditions are typical in this neighborhood type?

Implications: What meaning does the area have to the broader community or individual residents?

Assets: What are the strengths, amenities or attractive qualities of a neighborhood of this type?

Liabilities: What are the weaknesses or disadvantages of the neighborhood of this type.

The following descriptions were developed by the Neighborhood Prototype Work Team utilizing the outline above in order to better define the existing conditions and neighborhood types so that a strategic approach to resource allocation and community action can take place.

Developing Areas

Developing areas are meeting strong market demand for new housing, commercial activity and employment. They have the potential to capture a large portion of the new growth within the metropolitan area. Given the expanses of undeveloped land that are available in these areas, initial infrastructure investment may be needed which raises considerations about the immediate and secondary costs of new or noncontiguous expansion, and about impacts on the natural environment. Other planning and design considerations include quality design, adequate public services and amenities, and providing variety in the built and social environment.

Conditions:

- Strong market forces
- Developed within the last fifteen years
- Major expanses of undeveloped land
- Lack of public amenities (parks, schools, libraries, services)
- Lack of transportation network -- public transit or auto
- Population increase of 10 percent or more during the last ten years
- Housing unit increase of 10 percent or more during the last ten years
- Less than 5 percent vacant housing units
- Residential building to demolition permit ratio is greater than 10:1

Implications:

- Meeting private sector demand for new housing, often generally auto-oriented commercial and land-intensive industry
- Captures a portion of metropolitan growth
- Provides opportunity and alternatives for Kansas City growth
- Provides opportunity for mobility within Kansas City
- Provides opportunity for investment in new infrastructure including water, sewer, storm water, roads, parks, and public safety

- Provides opportunity for new organization structures

Assets:

- Land availability
- Adds to tax base through growth
- New infrastructure
- Competes in metropolitan context to capture portion of new growth

Liabilities:

- Potential sprawl (loss of natural habitats and open space, decline of rural character, increase of auto-dependency, increased future maintenance costs, poorly designed site use and others)
- Impacts attractiveness of infill
- Competes with available housing and business for market share in Kansas City
- Increased travel distances
- Increased pressure on institutions, churches, retailers and employers to relocate
- Competition for infrastructure dollars

Developing Areas may reflect contemporary single-family subdivision characteristics – low density, curvilinear streets, cul-de-sacs with adjacent undeveloped land and/or commercial buildings along major roads or at intersections.

Conservation Areas

Physical, economic and social conditions are generally considered to be good within Conservation areas and there are few negative trends. Stable business activity and institutional anchors such as places to worship, neighborhood retail centers and schools are often an integral part of the neighborhood. Public and private investment occur frequently in these areas which helps to maintain healthy living environments that meet market demand and that add significantly to the tax base. Conservation areas may have strong organizations that can recognize and correct minor problems as well as the ability to connect with other neighborhoods that need assistance or experience in building organizational capacity and resolving local issues.

Conditions:

- Located throughout the City
- Established organizations
- Public and private investment is occurring
- Owner occupancy 50 percent or greater
- Well-maintained public infrastructure
- Well-maintained private property
- Housing values are within 10 percent of citywide median or above the median and are remaining stable over time
- Unemployment is less than 5 percent
- Less than 5 percent of households utilize public assistance
- Less than 10 percent of the population lives below poverty line
- More than 70 percent of the adult population has a high school education or above
- Less than 20 percent of families are single head of households
- Housing unit numbers have remained the same or increased during the last ten years
- Less than 10 percent vacant housing units
- Residential building to demolition permit ratio is greater than 1:1
- Twenty-five percent or less of household income is used for housing payment

Implications

- Significant to city's image
- Significant to city's tax base
- Meeting strong markets with good quality
- Stable businesses
- Stable housing market
- Reinvestment occurring
- Regional attractiveness
- New public investment need is low
- Different age and design of structures add to identifiable character

Assets:

- Public infrastructure (streets, water and sewers) in good condition and available

- Private utilities (electric, gas and telecommunications) in place
- Stable institutional elements (schools, hospitals, places of worship, etc.)
- Commercial services may be convenient, safe, and clean
- Quality environment
- Good design elements may exist
- Business and institutional contributions made to neighborhood
- Historic structures and places may be a vital part of the neighborhood fabric

Liabilities:

- Minor and major problems that could signal the beginning of a cycle of disinvestment and decline may be overlooked
- Equilibrium difficult to maintain
- Development pressures
- Organizational strife or indifference
- Organizations may serve only a social function

Conservation Areas may be designed on a traditional grid street system and private and public property is in good condition. The area is fully developed with active institutional entities.

Stabilization Areas

Stabilization areas are experiencing some declining physical, economic and social trends that might range from mild to severe. They offer tremendous assets such as a variety of housing, commercial and industrial functions, historic or significant properties and existing infrastructure. Key strategies within Stabilization areas should work to stabilize and reverse declining trends and perceptions, strengthen neighborhood organization, as well as market the strengths of the area to attract and retain active residents and businesses.

Conditions*:*

- Located throughout the city
- Older development, typically older than fifteen years
- Mixture of housing conditions and types (single family, duplex units, six-plex units, apartments over retail, apartment blocks and towers)
- Property/buildings show signs of needed rehabilitation
- Minor problems most prominent (paint peeling, property in disrepair, etc.)

- Increase in conversion of single family homes to multifamily use
- Increase in conversion to rental units
- Weakened service delivery and increased demand
- Weakening of neighborhood organization (if any)
- Population loss of up to 10 percent during the past ten years
- Household income is 10 percent to 20 percent below the citywide median
- Unemployment is 5 percent to 9 percent of the labor force
- Five percent to 9 percent of the households receive public assistance
- Ten percent to 20 percent of the household are living below poverty
- Fifty-five percent to 70 percent of adults have a high school education or above
- Housing values are 10 percent to 20 percent below the citywide median and are losing value over time
- Housing unit loss of up to 10 percent has occurred over the past ten years
- Between 10 percent and 20 percent of the housing units are vacant
- Residential building to demolition permit ratio is 1:1 to 1:10
- Twenty-five percent to 50 percent of housing units are owner occupied
- Twenty-five to 35 percent of household income is used for housing payment

Implications*:*

- Transitioning market trend
- Unstable or declining property values
- Increasing residential and retail vacancies
- Need to address immediate existing problems
- Broad range of physical, economic and social problems
- Higher investment risk
- Continued migration from the neighborhood
- Development actions can be detrimental

Assets*:*

- Variety of housing, commercial and industrial property available
- Quality developments - traditional design of streets, curbs, housing blocks and unique characteristics (may change as newer development ages)

- Infrastructure in place
- Historic structures and places
- Diversity of age, income, culture and lifestyles
- Loan availability (also perceived as a liability)

Liabilities*:*

- Higher investment risk
- Competition with other areas
- Greater potential for further deterioration
- Organized management of retail areas needs assistance
- Causal issues not necessarily addressed -- quick fixes not working
- More difficult to get a loan
- Perception of safety problems
- Proximity to noise (traffic, industry, entertainment)

Stabilization Areas are experiencing the initial signs of decline – vacant parcels or buildings may be scattered throughout the area and the need for minor repairs are noticeable.

Redevelopment Areas

Decline is prevalent in Redevelopment areas and the opportunity for reinvestment is their strongest asset. These areas have the most severe conditions, and in most cases the social, economic and physical fabrics are significantly disrupted, leaving the area beyond revival to its original condition. Needs and strategies in Redevelopment areas may vary widely by geography. For example, existing infrastructure and access to services and urban amenities might typify a Redevelopment area in the urban core, whereas a lack of basic services and seclusion may exist in a Redevelopment area located in an outlying portion of the city. The appropriate intervention action should maximize the best opportunities in the area to help redefine its future character which could possibly be very different from its existing or previous use.

Conditions:

- Existing fabric and original development pattern is gone or significantly disrupted, resulting in a large number of vacant buildings and land
- Institutions moving out
- Abandoned property (vacant land and buildings)
- Generally older housing stock

- Public infrastructure maintenance is deferred
- Inadequate ongoing cleanup
- Population loss of more than 10 percent in the past ten years
- Household income is more than 20 percent below citywide median
- More than 9 percent of the labor force in unemployed
- More than 20 percent to the people live below poverty line
- Less than 55 percent of the adults have a high school education or above
- Housing value is greater than 20 percent below citywide median
- Housing unit loss is 10 percent or greater over the past ten years
- Residential building to demolition permit ratio is 1:10 or greater
- Less than 25 percent of housing units are owner-occupied
- Over 35 percent of household income is used for housing payment
- Impacted by traffic, commercial and industrial noise, floodplains and landfills

Implications:

- Low demand and marketability
- Low property values
- Continued deterioration of property and infrastructure (water, sewer, streets, etc.)
- Ripple effects - spreading deterioration and abandonment
- Continuing disinvestment

Assets:

- Existing infrastructure (water, sewer, streets, etc.)
- Proximity to core services and features (parks, employment centers, cultural and entertainment centers, if not located in outlying areas)
- Mature landscape (big trees)
- Historic places and structures may exist in area
- Committed residents and businesses
- Access to resources
- Affordable housing

Liabilities:

- Higher percentage of dangerous buildings

- Magnitude and breadth of problems
- Perception / image
- Drain on public resources (Police, Public Works, etc.)
- Loose neighborhood context - become individuals, not a community
- Limited retail and professional services
- Shifting of people / business - lack consistency
- High insurance and upkeep costs
- Political weakening / feasibility for change lessens

Redevelopment Areas provide an opportunity for reinvestment in Kansas City. Basic infrastructure may already exist and the presence of vacant or declining properties/structures may accommodate redevelopment proposals that can have a significant positive influence on the area.

NEIGHBORHOOD ASPIRATIONS AND INITIATIVES

Aspirations for Continuous Improvement of Our Neighborhoods

Each of the neighborhoods in Kansas City is unique for a variety of reasons. Reasons may include architectural, historical or cultural significance, naturally wooded areas and striking topography. Significant educational, health, or religious institutions also make a neighborhood distinct, as can the diversity of the area's residents.

As FOCUS envisioned what an ideal, healthy neighborhood might offer, many specific ideas came forward such as a neighborhood grocery store, post office, or park. Many of these ideas lacked universal acceptance or applicability to *all* neighborhoods since each neighborhood has unique characteristics. As a result, three overriding aspirations emerged that apply to every neighborhood - existing or future.

The realization of healthy neighborhoods in Kansas City hinges on three guiding aspirations that impact an area's physical, social, economic, and organizational characteristics. These three aspirations, **connectedness**, **identity,** and **responsiveness,** embody the creation and maintenance of strong people-centered neighborhoods in any area--regardless of its conditions or characteristics.

Connectedness

To promote a *sense of belonging* for every Kansas Citian by encouraging individual responsibility and by extending that responsibility to the family, the neighborhood and the broader community.

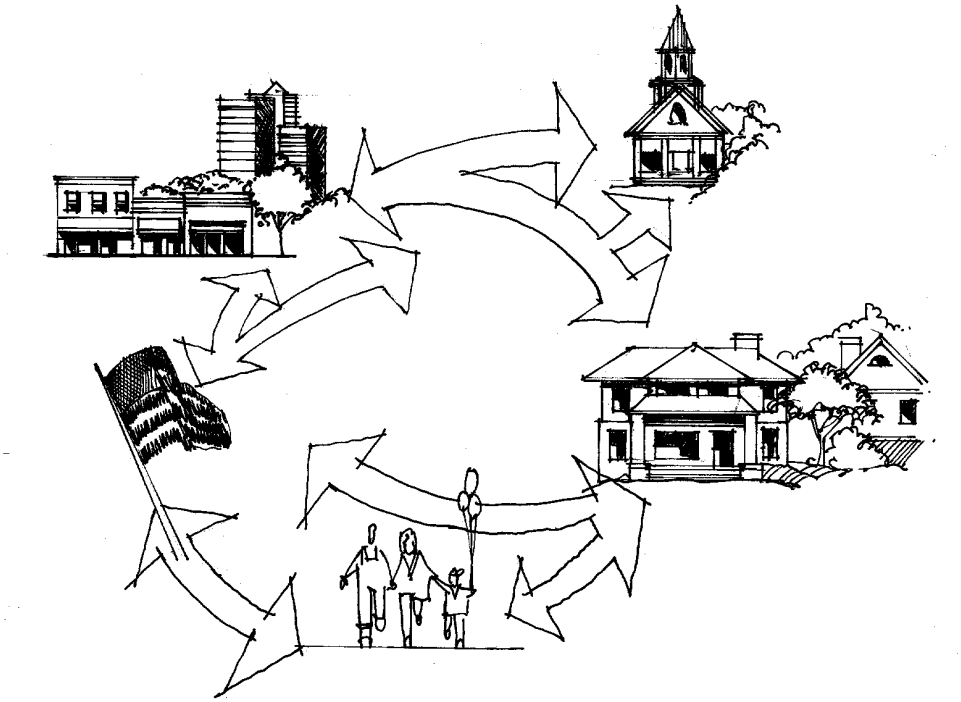
Throughout history, the natural formation of neighborhoods and communities has centered around an inherent connectedness within groups of people. Then, and now, the neighborhoods, homes associations and communities we create are founded and thrive on common values or characteristics. These values or characteristics can center around culture or ethnicity, lifestyle, an institution, such as a place of worship, income or even the desire or need for similar goods and services. Kansas City has many examples of this phenomenon, like the ongoing evolution of the Westside and Santa Fe Place neighborhoods, which add to the city's richness.

The aspiration of connectedness strives to connect people within and between different neighborhoods (or values, ethnicity, income, etc.) and to bring people together through positive experiences. Neighborhoods can achieve "connectedness" in a variety of ways. Physical linkages like sidewalks and pathways link where people live to where they want to go - the next block, the store, or the public transit stop, as well as community anchors like places of worship and institutions. Social and organizational linkages like active block clubs, neighborhood organizations, homes associations and local community-wide events connect people to each other to address shared issues or merely to socialize.

In its broadest sense, connectedness promotes interaction:

- Between neighbors
- Between elements within the neighborhood such as houses, businesses, open spaces, and transit stops
- Between neighborhoods

- Between neighborhoods and the City



To create connectedness, Kansas City must dispel perceptions that the city functions as a set of fragmented areas separated by roadways, undesirable uses, race, economics, class, and lifestyles. Development and improvement efforts provide opportunities to change these perceptions.

Careful consideration of resident, neighborhood and environmental impacts will result in development and improvement efforts that are more sensitive to the existing environment and better *connect* adjacent neighborhoods, businesses and residents.

- A comprehensive approach to connecting physical and social neighborhood impacts, transit needs and economic development can result in the identification of new commercial opportunities that attract potential customers and employees from the neighborhood and entice commuters from outside the neighborhood.

- Walkways, bikeways and interesting places that create opportunities for interaction, recreation and effective buffering between the roadway and adjacent properties can be incorporated as primary plan elements.

It is important to look within the neighborhood at the connectedness among people and between people and the physical environment. Within the neighborhood, interaction can take place on public (sidewalk) or private (front yard) property, and the conditions surrounding those places can influence the quality and extent of that interaction. Although proximity does not guarantee social cohesion or even contact, well-designed and well-placed elements in the neighborhood environment can greatly enhance the chance for interaction and socialization between residents and neighborhoods. Front porches not only promote interaction, but facilitate public monitoring and self-policing. Narrow residential streets and intersections that slow auto traffic include quality design and landscaping influence the activities of neighboring and interaction.

Identity

To recognize place identity and attach value to the locations where we live.

Recognizing or promoting "identity" in new or existing neighborhoods requires residents to attach value to where they live and to capture, maintain or recreate the integrity of the place and its elements. Creating identity relies on a neighborhood's image and the unique qualities that make it identifiable.

Different locations can give a neighborhood identity and every neighborhood can be creative in identifying these places. It might be a community meeting room; a child or elder care center, an existing recreational center, school or store in the neighborhood where residents come together periodically to build relationships, exchange ideas and information; a shared space in an existing business or institutional building; or it might be developed through the adaptive reuse of an existing neighborhood structure or the creation of a FOCUS Center or an activity center.

Identity may also emerge through a historic location, a neighborhood's history or through an energetic mix of uses that are genuinely connected to the neighborhood. Any gathering space, formal or informal, may serve as the focal point around which a neighborhood finds its identity.

The effective use and location of design elements such as thematic public art, landscaped gateways, banners, or signage like that in the Westside, Scarritt Renaissance and Briarcliff areas can also effectively enhance identity. Coordinating elements of private and public landscape in a neighborhood can enhance identity. Identity can be created through the restoration and maintenance of unique structures or significant architecture. Good examples of identity through significant architecture are the Coleman Highlands/Roanoke area and J.C. Nichols developments. Great potential for architectural identity exists along Armour and Linwood Boulevards with the significant Paseo buildings such as the Athenaeum, the Scottish Rite Temple and richly designed apartment buildings.

An active neighborhood organization that is earnestly committed to making public and private improvements a reality can also bring identity to a neighborhood. Neighborhood organizations and coalitions each have a distinct identity based on their activism and proactive neighborhood improvement initiatives.

Responsiveness

To define complementary roles for individuals and groups so that respectful relationships are created and responsible actions take place.

By strengthening neighborhoods, we strengthen Kansas City. The aspiration of "responsiveness" relates to the complementary roles that must exist between government, neighborhood and individuals. These roles forge strong, cooperative and mutually respectful relationships that proactively address neighborhood issues and opportunities. To be responsive each person, family, business, institution and government must accept some level of responsibility for the neighborhood and broader community. Acceptance of shared responsibilities is critical to developing and implementing strategic actions and addressing issues effectively.

Throughout plan development, decision-making and implementation of FOCUS, City elected officials and staff must continue to demonstrate their commitment to the principles of FOCUS, to the neighborhoods, and to the developing strategies embodied in FOCUS. This will require a responsive government that enacts strong policy statements and provides adequate city staff who have a high level of commitment to timely and effective response.

In return, neighborhood organizations and individual citizens must respond by taking on individual and collective efforts to improve the places where they live, work and play. Extending oneself beyond one's own needs or desires and into active relationships that strengthen Kansas City's neighborhoods is crucial if the aspirations of FOCUS are to be successful. By forming working partnerships, different neighborhoods have real opportunities to address shared issues and to discover more of their similarities - discoveries that could ideally overshadow negative competition that ultimately weakens the city as a whole.

Responsiveness is the commitment of designing a blueprint for the future, enacting that blueprint through a solid policy and organizational structure, and creating partnerships among neighborhoods and between neighborhoods, businesses and government jurisdictions to achieve common goals.

Initiatives and Actions

The three aspirations, **connectedness**, **identity**, and **responsiveness** apply universally to any neighborhood. They are fundamental themes that are embodied in any healthy living environment.

The four area descriptions discussed previously - **Developing**, **Conservation**, **Stabilization**, and **Redevelopment** - provide a general idea of the existing conditions, needs and opportunities that exist throughout Kansas City's neighborhoods. The three aspirations apply to each of these four areas and all neighborhoods throughout Kansas City because all neighborhoods must work towards continuous improvement utilizing appropriate initiatives and actions.

Following are seven **initiatives** with supportive actions. Each initiative is relevant to each of the four area descriptions and the application of any action will vary based on the unique needs of a neighborhood. For example, the action to encourage first-time homebuyers might have higher priority in a Stabilization area that wants to actively attract new owner residents than in a Conservation or Developing area where the market demand by residents seeking new home ownership is already strong.

The seven neighborhood initiatives are:

1. Strategic Assessment
2. Community Building and Organizing
3. Neighborhood Design and Infrastructure
4. Housing Quality and Variety
5. Neighborhood Economic Development
6. Personal and Neighborhood Safety

7. Marketing Neighborhoods

These initiatives evolved from the five issue topics identified by the Neighborhood Work Team early in the FOCUS Phase II process: Social/Organizational, Infrastructure/Physical Design, Housing, Economic Development, and Safety. These initiative areas are seen as vitally important to strengthening and creating neighborhoods that are better places to live.

Initiative 1: Strategic Assessment

The overriding philosophy for strategic assessment is that neighborhoods are the best authorities to evaluate their strengths and needs and to direct their own futures. Strategic assessment is the initial step in a continuous improvement process for all neighborhoods to identify themselves within the general framework of the four area descriptions and to tailor short and long-range strategies that are unique to each neighborhoods' assets and challenges. A preliminary set of descriptive data and observations provides a constructive framework to help neighborhoods describe their conditions in light of the four area descriptions and create a program of strategic actions for the neighborhood, city and private sector. Through strategic assessment and continuous improvement a neighborhood can increase its adaptability to change that may occur over time due to outside market forces, development activity or many other influences. This initiative is discussed further in *Part IV: Prototype Applications, The Continuous Improvement Process.*

Initiative 2: Community Building and Organizing

Community building and organizing directly ties to the FOCUS vision statement of putting people first in Kansas City and aims at nurturing neighborhoods to address issues effectively and comprehensively.

Community building and organizing revolves around actions that promote connectedness and responsiveness:

- Comprehensive neighborhood strategies for human development, as well as physical development of an area
- Extensive education and involvement of neighborhood residents in the organization, planning and implementation of improvement activities
- A sense of belonging and personal responsibility-knowing your neighbor, getting involved, being aware, and being accountable
- Leadership development and empowerment-helping neighborhoods organize and cultivate leaders, creating partnerships, and sharing experiences and information among neighborhoods
- Mutual cooperation, support, and responsiveness from the City, neighborhoods and community institutions

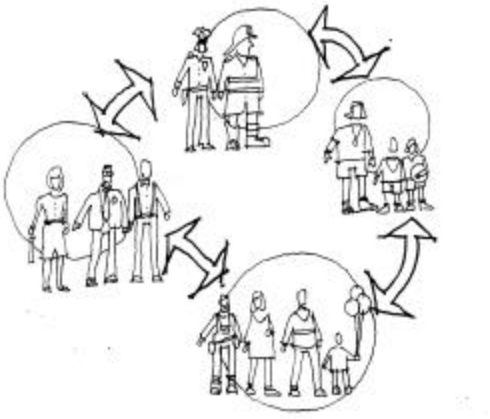
The ability of the neighborhood to effectively pursue appropriate actions depends upon the level of organization that exists. In a Redevelopment area, no organization or little capacity for neighborhood organization may exist. Therefore, actions might foster an organization or build capacity in a relatively weak organization. A Conservation area may already have an established organization that is ready to take on actions or activities that increase its capacity. A Stabilization area may benefit from a partnership with a community anchor to provide constructive youth activities or services. In a Developing area actions may target structural and organizational change that may occur as the developer of the subdivision leaves the home owners association upon significant completion of the development, thus turning organizational control over to the residents.

Actions

- Use the Community Anchors Building Block as the initiative to encourage community anchors (major institutions such as hospitals, colleges, corporations or banks) to work with the neighborhood on area improvements or activities. Assistance could range from providing meeting space, youth and senior activities, special services and discounts, employment training, to physical reinvestment in the area, including landscaping of vacant lots and private residences, in the area. Swope Parkway Health Center and Health Midwest are prominent examples of community anchors partnering with neighborhood organizations.

- Ensure that neighborhoods continue to have opportunities for input on proposed development projects, zoning changes or any planning-related activities within or impacting their respective areas. This is an important consideration that must be applied to any efforts to modify the City's development process. Holding some City Council Committee meetings in the evening hours, based on issues that are of particular interest or impact to neighborhoods (e.g., to review plans for new development that would impact the neighborhood, adoption of a new area plan or rezoning cases) is one way the City can ensure opportunities for neighborhood impact.

- Compile a comprehensive directory for neighborhoods that includes a wide range of information on programs and services. A base for the development of this directory may be the database being created by Kansas City Metropolitan Library and Information Network (KCMLIN). The directory would include contact information on programs like DART (Drug Assistance Response Team), community agencies like the Rehabilitation Loan Corporation, Kansas City Neighborhood Alliance, other community development corporations, City programs, such as the Private Improvement Advisory Committee (PIAC) process or special projects like Clean Sweep as well as other services like Legal Aid. This directory would be a powerful resource for individuals, as well as neighborhoods.



- Create a "neighborhood partners" program where neighborhoods could partner to collaborate around common issues and share successfully implemented projects. The City or existing not-for-profit agencies could maintain participating neighborhoods' profiles that include history, goals, plans, achievements, characteristics and a description of each neighborhood. Through this, neighborhoods could request potential partners that match their specific needs or be available as a registered participating organization.

Case studies of successful and unsuccessful projects or efforts could also be provided to serve as a resource or reference for neighborhoods looking for solutions to specific issues or opportunities.

- Encourage Community Development Corporations (CDCs) to expand their objectives to include comprehensive neighborhood improvement. Although housing development is a significant part of creating healthy neighborhoods, participation in planning efforts and human investment strategies should be incorporated into their goals and performance objectives for public funding.

  CDCs should develop corporate partnerships and create innovative fund-raising strategies to enhance their self-sufficiency and augment current public funding. City funding for CDC's should be contingent on the CDC's actively participating in implementing the FOCUS Kansas City Plan.

- Develop property management cooperatives that employ the skills of local residents to provide services to landlords and residents in the neighborhood. Services could include physical repairs and building maintenance.

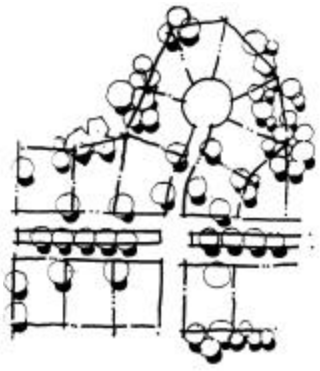
- Utilize block-level programs for residents to inventory their skills, capabilities and needs. The intent is to initiate self-help, mutual support and exchange networks, as well as to link residents, block by block, to existing programs and services. Kansas City Building Blocks, an initiative of Local Initiatives Support Corporation (LISC) as implemented by Community Builders of Kansas City in partnership with the East Meyer Community Association, is a working example.

- Involve absentee owners, as well as renters, as a part of the neighborhood / homes association. Renters and absentee owners should be recognized and embraced as people with a stake in the neighborhood to encourage them to attach value to the neighborhood and increase responsiveness.

- Promote / support the creation of neighborhood associations that have a role in education, social activities, safety solutions, civic involvement, etc.

Initiative 3: Neighborhood Design and Infrastructure

Much of the design integrity of a neighborhood lies in its ability to promote neighboring and provide access to integrated and convenient services. Physical design elements, such as open spaces, buffers between uses, boulevards and street trees can add value to any neighborhood. Newly developing areas present an opportunity to design quality and adding these elements can improve existing older neighborhoods as well.



Boulevard Landscaping

Quality design also impacts the efficient delivery of services and safety. Water, sewer, transit and other systems are an integral part of sustaining neighborhood integrity. With creative site layouts, developments can maximize the number of lots on the available land area, even at low site densities, and minimize utility extensions within and between new developments. Designing for safe environments includes creatively exploring the relationships between vehicles, people and housing in addition to incorporating measures to enhance feelings of personal safety.

Kansas Citians, without respect to their economic circumstance or the neighborhood they reside in, should have an assurance that certain minimum standards of service will be met. These minimum standards of service include basic infrastructure consisting of paved streets, water service, sanitary sewer service and storm drainage. In existing neighborhoods, where curbs and sidewalks do not exist but where the residents desire curbs and sidewalks, the City will work with them on cost and funding options. Minimum standards for infrastructure in new developments and for redevelopment of existing areas includes streets, curbs, sidewalks, water service, sanitary sewer service and storm drainage.

In a Redevelopment area, landscaped buffers that support recreation or minimize noise between residential neighborhoods and roadways or industrial activity may be a defining element for the community. In a Developing area, a commercial center should be designed to accommodate people walking or biking to it and should provide connections that not only connect buildings to parking lots, but also extend from the commercial site into the neighborhood. Rehabilitation efforts in Stabilization areas may include the restoration of physical infrastructure, the redesign of roadways or the rebuilding of architectural elements to celebrate a neighborhood's rich past or current integrity. Physical improvements must be

viewed as not only impacting the physical realm, but also social patterns to some extent.

Actions

- Create an aggressive strategy to improve unusable alleys in the city. These alleys are primarily located in older urban neighborhoods and most are overgrown with vegetation, unpaved, and sometimes sites for illegal activity or vagrancy. The reclamation of alleys could allow for quality new housing development and redevelopment in older residential areas. These areas have streets that are relatively narrow and residents in urban areas often prefer off-street parking for safety and security reasons. De-emphasizing front garages contributes to quality housing design that emphasizes doors, porches, interaction and people rather than cars.

- Design transportation systems in neighborhoods that balance all types of travel, including pedestrians and bicycles. All residential areas should have adequate sidewalks and street widths should accommodate bike traffic. The pedestrian transportation system should be designed to protect people, as well as link people to places. The Citywide Physical Framework Plan includes specific guidelines for multi-modal oriented development.

  Approaches for making neighborhoods safer for pedestrians and residents can range from the timing of traffic lights and pedestrian crosswalks to the length of corner radii. A landscaped island in an intersection that slows traffic and is an aesthetic amenity. Strategies will vary depending on different areas - off-street parking can allow for greater surveillance of the street, whereas on-street parking can provide a protective buffer between the pedestrian and moving traffic, as well as slow down traffic. Traffic calming techniques, such as narrowing roadway widths at intersections to accommodate larger pedestrian landing areas may also be employed.

- Give a high priority to the repair and initial provision of water and sewer service utilities in all existing neighborhoods. All mains, old and new, should be of adequate size and condition. The improvement of these existing infrastructure elements should be a higher priority than the extension of services into noncontiguous areas. The Citywide Physical Framework and Northland Plans also discuss the provision of utilities throughout the city.

- With citizen input, identify major illegal dumping sites, particularly in neighborhoods and develop effective strategies to deter dumping activity. Assign solid waste teams that systematically check and pick up these areas. The neighborhood must also have an integral role, which may be tailored to each neighborhood.

- Integrate new commercial development with the character, scale and style of the surrounding neighborhoods. All design, - from car washes to major hubs like the Midtown redevelopment - should "fit" with the existing character, scale and style of the neighborhood. This can be accomplished by design review procedures that utilize site and building design guidelines to create pedestrian pathways (on-site and connecting the site), as well as landscape, parking configuration, building mass and other development features. The Citywide Physical Framework Plan includes initiatives and guidelines for new development.

- Utilize neighborhood parks as neighborhood activity locations where a variety of activities take place, including recycling collection, community gardening, bulletin boards, etc. Activities must be operated with cooperation and volunteers from adjacent neighborhoods. Encourage all new residential developments to develop a neighborhood park or common space that is assessed to (included in the house price) and maintained by the new homeowners. The Northland Plan includes several initiatives for incorporating parks and open space into the urban fabric.

- Develop a "Positive Art and Graffiti" program. A pool of volunteer youth artists would work with neighborhoods where negative graffiti is an issue, and locate appropriate sites for art that reflect the neighborhood character, residents or convey positive messages.

Initiative 4: Housing Quality and Variety

Housing quality and diversity are critical to the success of a neighborhood. Poor quality structures and lack of diverse housing opportunities limit the mobility of residents and the choices where individuals can and want to live.

A variety of housing choices must be encouraged through zoning, development standards and design guidelines, such as those suggested by the Citywide Physical Framework Plan. These measures must be sensitive to the different housing types and to the need for special incentives that encourage mixed-density and mixed-use projects. Standards and guidelines should create a variety of functional places and promote high quality housing that respects the existing character in an effort to address the Quality Places to

Live and Work Building Block.

Modified building codes might apply to older areas or to specific areas where a creative mixed-use development is desired. Modified building codes and zoning cannot sacrifice safety, but should encourage the conservation of older neighborhoods by maintaining lower residential densities and single-family uses on smaller lots and promoting the rehabilitation of older structures.

Strategies targeted at improving housing conditions must be sensitive to the residents, renter and owner, in a particular area. Housing conditions can vary widely among owner-occupied or renter-occupied areas and evidence in many neighborhoods proves that home ownership does not necessarily ensure high or responsible maintenance. Areas with a high rental occupancy can have sound physical conditions and conversely, a neighborhood with high owner occupancy may have housing maintenance problems because the owners may live on *a* fixed-income.

Housing Choices

Actions

- Adopt a Rehabilitation Building Code that applies to older structures and that encourages rehabilitation by adjusting regulations that often make rehabilitation cost prohibitive. The Rehabilitation Building Code should be based on existing model codes and assure continued protection of the public health, safety and welfare in existing structures, while providing cost effective alternatives to the application of new construction codes to older historic buildings. The Urban Core, Citywide Physical Framework and Historic Preservation Plans also recommend adopting a Rehabilitation Building Code.
- Create a special overlay district for neighborhoods that have distinct quality and character, but that do not meet historic designation status. The intent is to conserve existing quality neighborhoods through the proposed Rehabilitation Building Code and proactive design of new and adjacent development. The Citywide Physical Framework, Urban Core and Historic Preservation Plans also recommend similar initiatives.

- Create a new residential zoning category to accommodate older, urban neighborhoods that desire to maintain their existing low-density, single family character. Many of these areas were originally platted with narrow lots that do not meet the existing lot requirements for low-density single-family residential zoning categories. The Urban Core and Citywide Physical Framework Plans also recommend review and revisions to the Zoning Ordinance.

- Create a one-stop assistance center to assist low-income owners with repairs and improvements related to code violations. The center would provide a central location to access existing resources such as municipal court labor, minor home repair grants, paint programs and other assistance. Municipal court labor could be proactively targeted work to full blocks, so that the impact of positive improvements will encourage residents to make improvements.

- Provide targeted incentives to encourage the conversion of single and multifamily rental units to owner-occupied units, with the objective of ensuring a balanced, healthy owner/renter mix.

- Enforce the aggressive rehabilitation, redevelopment or condemnation of dilapidated properties by improving processes for dealing with abandoned buildings so that they do not become dangerous buildings. This should include the development and adoption of proactive rehabilitation programs for upgrading these buildings and the coordination of policies to actively promote renovation of deteriorated and dangerous buildings. The Historic Preservation Plan includes initiatives for encouraging preservation.

- Explore incentives to encourage home ownership, such as reducing earnings tax for owners in designated areas of Kansas City; reviving and actively marketing the Urban Homesteading or other low-medium income initiative with similar objectives; participating in federal/state low interest loan pools; or abating/eliminating property tax for improvements or infill construction for a meaningful time period, at least five to ten years in targeted areas. The potential impact of such incentives, desired and potentially unintended, needs to be thoroughly analyzed.

- Promote the development of infill housing by encouraging the quick transfer of Land Trust properties, vacant lots and structures to responsible owners.

- Widely promote the existing availability of credits on local property taxes for small owners who invest in the rehabilitation of buildings -- a simplified

version of 353 or tax increment financing (TIF) for the common property owner. 353 involves tax abatements, and TIF involves continued collection of taxes, but uses any increase in proceeds to pay for costs that benefit the development paying those taxes or the surrounding predefined area. The Historic Preservation Plan recommends the development of economic incentives to assist with renovation.

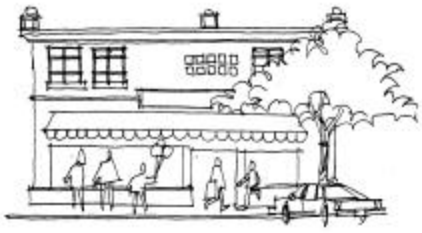
- Work aggressively and publicly to reduce or stop "redlining." A committed effort will reduce such practices that still remain in real estate, insurance, property appraisal and retail delivery activities. This goal has a direct impact on new investment and financing in specific areas of the city.
- Establish a mechanism that requires a code inspection for all rental property each time a unit is rented. Inspections could be triggered by a change in the unit's utility billing or rental advertisements. The City of Independence, Missouri has successfully implemented such a program.
- Explore the potential for capable community development corporations, neighborhood organizations or other nonprofit organizations to participate in administering the Minor Home Repair program activities in their respective areas. This would enable neighbors to assist neighbors.
- Expand homeowner education programs such as HOMEWORKS (Kansas City Neighborhood Alliance) that include training about home maintenance and repair and actual costs and frequency of routine maintenance, repair and replacements. Educating homeowners is a critical part of improving overall housing conditions in a neighborhood and minimizing minor code violations and progressive dilapidation.
- Explore ways for the City to grant capable neighborhood organizations or community development agencies the power of eminent domain. Roxbury, Massachusetts has successfully done this in the Dudley Street Neighborhood Initiative. (Reference: Building Communities from the Inside Out, Kretzmann & McKnight, 1993.)
- Expand training for neighborhoods to perform code inspections in their areas and grant neighborhoods the authority to cite violations. The Kansas City, Missouri Codes Academy is an operating example of one method to do this. Neighborhoods should be encouraged to create self-help networks where violations exist. Positive acknowledgments from the neighborhood and the City that recognize successful improvements being done, especially those done through neighbor-support efforts, are an important factor for such an action. By expanding the ability to proactively address problems (through the

assistance center for people who can not afford repairs) and a no tolerance attitude for violators at Housing Court many issues can be corrected.

Initiative 5: Neighborhood Economic Development

Commercial activity can be integrated with living environments and the perception of "neighborhood" must include not only housing, but also appropriate levels of commerce that add value to their respective neighborhoods. While large scale commercial development may be inappropriate and often undesirable in residential areas, commercial growth in the city is inevitable and tenuous relationships between these uses will continue. Small businesses near neighborhoods can provide jobs for neighborhood residents, improve the neighborhood's desirability as a place to live, create identity, as well as provide opportunities for interaction.

Kansas City has many examples of neighborhoods that are identified with their adjacent commercial areas. These business areas many times serve as community anchors, gathering places or activity centers that connect residents within adjacent neighborhoods. This philosophy can be reintroduced in existing areas, as well as incorporated into newly developing neighborhoods. Although some specific economic development and residential actions may be approached independently, it is important for the resident and entrepreneur to recognize that their healthiness is linked as they are part of the same neighborhood. Their healthy coexistence and cooperation can be a positive influence on the whole area by providing around the clock activity, thus promoting a feeling of safety to residents and customers. If this relationship is not fully realized the aspirations of "connectedness" and "identity" are hindered.



Neighborhood associations in all areas should include neighborhood business owners - small and large - while residents in Conservation and Stabilization areas should continue to support their local businesses. Neighborhoods in Stabilization areas might continue their active role in recruiting appropriate business into the area. This initiative works in concert with the Neighborhood Centers discussion in the Urban Core component of FOCUS.

Actions

- Promote all scales of business - neighborhood to corporate - that have a neighborhood connection or ethic, and make community involvement a criterion in considering new major commercial / retail development in neighborhood areas. The benefits of new business (tax base, jobs, physical improvements) must be balanced with any negative effects that the development may have on a neighborhood's fabric (increased local traffic, reduction of natural areas or incompatible design).
- Employ proactive and aggressive efforts to attract new quality employment to the central area of the city.
- Encourage commercial rehabilitation (apartments/hotels/businesses). Condemn and give away delinquent or dilapidated structures, or provide low interest loans to persons who are committed to improving the structure and establishing a responsible use. Designate small, defined target areas to concentrate these activities.

- Create incentives that encourage employee-owned or cooperative businesses where neighbors can share in the economic benefits and responsibilities.
- Develop learning satellites in existing facilities or FOCUS Centers to increase knowledge and skills among the available neighborhood workforce. These satellites would involve free or reduced cost classes/training offered by local community colleges or institutions who could then employ local residents.

- Create or strengthen programs to assist small developers and nonprofit corporations to redevelop small-scale commercial development on urban land where previous structures have been demolished. The Urban Core Plan's Mixed-Use Center Initiatives includes similar recommendations for redevelopment.

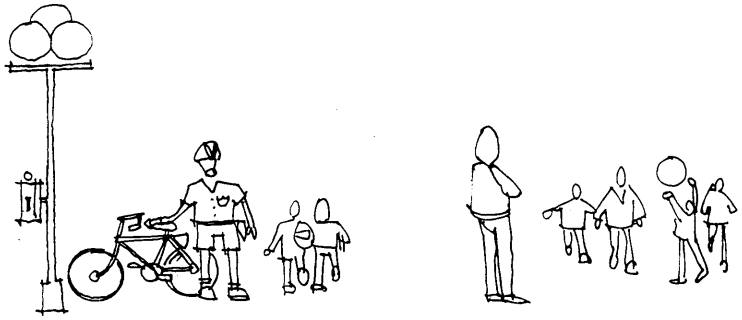
Initiative 6: Personal and Neighborhood Safety

As previously discussed in *Initiative 3: Neighborhood Design and Infrastructure*, neighborhood designs must enhance the feeling and reality of personal safety. If a person does not feel safe within the neighborhood, other improvements are meaningless. Personal safety, whether a factual or perceptual issue, is a driving consideration behind the actions and choices of many people within any community.

This premise emphasizes the need to recreate or create safe neighborhoods

through design, interaction, familiarity and police/community partnerships. Street widths and turning widths that slow traffic, adequate street and house lighting, and subdivision and housing designs that put eyes on the street are all elements that can make areas safer.

In Redevelopment areas, trimming vegetation to open up views along the street or around corners to make safe places for walking may be valuable actions. Stabilization areas might form or support neighborhood patrol and crime watch programs while Conservation and Developing areas may incorporate design guidelines that eliminate hiding places, walls, gates and dead-end streets. The Citywide Physical Framework Plan includes such guidelines for quality development. Development standards should encourage designs that accommodate increased interaction through common gathering spaces and houses designed with the front door, driveway and porch oriented to improve visibility of the surrounding area and to encourage neighboring and more eyes on the street.



Actions

- Integrate zoning categories to allow for a greater mix of uses. Integrating commercial and residential uses can increase pedestrian and vehicular traffic - a deterrent for crime and vandalism. During the day and early evening, commercial areas are the busiest, preventing daytime crime to residences, and in the afternoon and evening, residential areas have activity as people get home providing "eyes" for area businesses. The Citywide Physical Framework and Urban Core Plans recommend review and revisions to the existing zoning ordinance.

- Provide grants to property owners to install external house lighting as an alternative to more street lights.
- Expand neighborhood watch programs and encourage each neighborhood to identify and publicize a neighborhood "safe" house. These should be identified with an easily visible neighborhood sign or symbol. Such programs provide the neighborhood with a greater sense of security and control by encouraging proactive involvement to ensure the safety of all residents ranging from neighborhood children to aging adults.
- Develop more visible and inviting storefront police centers that may have services or activities particularly inviting to youth. Additionally, these centers could serve as a base for implementing the community policing initiative. Ultimately, policing centers could be combined with FOCUS Centers or community centers, providing a benefit to both services.

Initiative 7: Marketing Neighborhoods

Promoting the value and richness of Kansas City's neighborhoods is a significant part of ensuring sustained future growth for the city. Throughout the metropolitan area, Kansas City undeniably offers the widest variety of living choices as well as intangible qualities like identity, culture and community - all marketable assets.

Unfortunately, negative perceptions of Kansas City neighborhoods are many times influenced by the media and the real estate community and even Kansas City's own residents and metro neighbors. When the media highlights the negative incidents that occur in neighborhoods, they often do it without balance regarding the many quality opportunities, committed citizens and ongoing improvement efforts that exist in neighborhoods.

Through our neighborhoods, Kansas City has the potential to secure a greater portion of the metropolitan area market for quality housing, unique housing and affordable housing; we can claim culturally and historically significant areas, racially and economically diverse areas. As a community, we must find value in our differences - from high to low density, from old to new and traditional to modern.

There are neighborhoods and subdivisions in every part of the city that are

competitive in character, price and quality. There are unique districts that are founded on heritage and history. These special areas are tourism opportunities that are priceless threads of Kansas City's cultural fabric.

Working in partnership, the City, neighborhoods and other entities responsible for promoting Kansas City, must market the best of Kansas City's neighborhoods. Actions can range from training, distributing positive literature, advertising and community-wide activities that have broad, positive coverage and appeal to a wide cross section of residents. The Historic Preservation Plan indicates several ways to market historic neighborhoods through walking tours and other activities. Many positive and marketable attributes within each of the four area descriptions are discussed in every section of this plan, and Kansas City has a wealth of neighborhood-related assets to sell. Redevelopment and Developing areas might market their developable and utility-serviced tracts, while Stabilization and Conservation areas work to aggressively market their quality housing and urban design amenities.

Actions

- Local newspaper and electronic media should sponsor a special task force that includes neighborhood representatives aimed at achieving balanced and responsible reporting as it relates to the image of the city and neighborhoods. Goals of the task force include a greater awareness and mutual understanding of the objectives of the media "business" and the aspirations of the city. A tangible outcome could include the commitment of a weekly print or radio segment that highlights neighborhoods.
- Develop a local media strategy through partnerships between neighborhoods and small, local publications. Alternative and neighborhood newspapers and magazines often have readership that is more committed and sensitive to neighborhood level issues and perspectives.

Responsibilities and Priorities

Given the number of initiatives and actions identified in the Neighborhood Prototypes Plan, it is critical to identify initial responsibilities and priorities. The Responsibility Matrix in the next page provides a list of the proposed initiatives and actions with corresponding responsibilities identified for private sector entities, public sector entities or public/private partnerships. These priority actions, when implemented, will work towards the achievement of a stronger city of neighborhoods aspiring to be connected, identifiable, responsive and healthy places to live and conduct daily activities.

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate by
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions			
Initiative 1: Strategic Assessments						
A. Implement the Strategic Assessment Process	■	■		■	Project	2000
Initiative 2: Community Building and Organizing						
A. Encourage community anchors to work with neighborhoods on improvements and activities (See the Community Anchors Building Block)	■	■		■	Project	2000
B. Provide opportunities for neighborhood input on development/planning activities		■			Policy	2000
C. Compile a comprehensive directory of programs and services for neighborhoods	■	■		■	Project	2005
D. Create a Neighborhood Partners Program	■				Project	2005
E. Expand Community Development Corporation objectives to include comprehensive neighborhood improvement	■	■		■	Project	2000
F. Develop neighborhood property management cooperatives	■				Project	

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate by
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions			
G. Inventory residents' skills, capabilities & needs at block level	■				Project	2000
H. Involve absentee owner and renters in neighborhood organizations	■				Project	
I. Create neighborhood associations in all neighborhoods	■				Project	
Initiative 3: Neighborhood Design/Infrastructure						
A. Reclaim alleys in older neighborhoods	■	■		■	Project	
B. Design neighborhood transportation system that balances all types of travel, including pedestrian and bicycles	■	■		■	Policy	
C. Give high priority to repair/provision of water and sewer service utilities in existing neighborhoods	■	■		■	Policy	2000
D. Identify illegal dumping sites and develop strategies to deter dumping activity	■	■		■	Project	
E. Integrate new commercial development with the character, scale and style of adjacent neighborhoods	■	■		■	Project	
F. Utilize neighborhood parks as activity centers	■			■	Project	
G. Develop a positive art and graffiti program, focusing on art that reflects the character of the neighborhood, residents or positive messages	■			■	Project	
Initiative 4: Housing Quality/Variety						
A. Adopt a rehabilitation building code		■			Legislative	2000
B. Create a special overlay district for neighborhoods with distinct quality and character that do not meet historic designation status		■			Legislative	
C. Create a new residential zoning category for older urban neighborhoods to maintain their existing low-density, single-family character.		■			Legislative	2005
D. Provide assistance for low-income homeowners with code violations through one-stop assistance center	■	■		■	Project	
E. Provide incentives for rental to owner-occupied conversion	■	■		■	Policy	
F. Enforce aggressive rehabilitation, redevelopment or condemnation of dilapidated properties	■	■		■	Project	2000
G. Establish incentives to encourage home ownership	■	■		■	Project	
H. Promote infill housing by encouraging the transfer of Land Trust properties, vacant lots and structures	■	■	■	■	Project	2005
I. Promote simplified versions of "353" or Tax Increment Financing for small property owners	■	■		■	Policy	2005
J. Work aggressively to reduce or stop "redlining"	■	■		■	Policy	
K. Establish a program to require code inspection for rental property	■	■		■	Project	
L. Explore potential for non-profit organization to administer minor home repair program		■			Project	
M. Expand homeowner education programs	■				Project	

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate by
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions			
N. Explore granting eminent domain capabilities to community development organizations		■	■		Project	
O. Expand code inspection training and citation authority for neighborhoods	■	■		■	Project	
Initiative 5: Neighborhood Economic Development						
A. Make community involvement a criteria in considering new major commercial/retail development in neighborhood areas		■			Policy	2000
B. Attract new quality employment to the central area of the city	■	■		■	Policy	
C. Encourage commercial rehabilitation by providing incentives in target areas.		■		■	Project	
D. Create incentives to encourage employee owned or cooperative businesses	■	■	■	■	Project	
E. Develop learning satellites in existing facilities or FOCUS Centers to increase knowledge and skills of neighborhood workforce	■	■	■	■	Project	
F. Create or strengthen programs to assist small developers and nonprofit corporations in redevelopment efforts	■	■		■	Project	
Initiative 6: Personal/Neighborhood Safety						
A. Integrate zoning categories to allow more mixed-use		■			Project	2000
B. Provide external house lighting grants	■	■		■	Project	2000
C. Expand neighborhood watch programs	■				Project	2000
D. Develop visible and inviting storefront police centers		■			Project	
Initiative 7: Marketing Neighborhoods						
A. Create a special media task force aimed at achieving balanced reporting of neighborhood activities and issues	■				Project	2000
B. Develop media/neighborhood partnership to market neighborhoods	■				Project	2000

NEIGHBORHOOD PROTOTYPE APPLICATION

A City of Neighborhoods

As Kansas City strives to become a strong city of neighborhoods, the community must recognize that each neighborhood is always changing. The conditions that exist today will change. Issues, needs, problems and assets will evolve through time. The magnitude and direction of this evolutionary change will be impacted dramatically by the commitment of the community, neighborhood and individual residents toward achieving the aspirations of connectedness, identity and responsiveness. These aspirations are sought through the development of livable neighborhoods and the continuous improvement process.

Throughout the FOCUS planning effort, it has been recognized that "neighborhood" is much more than the physical elements in a particular place. That importance is conveyed by the aspirations, initiatives and actions outlined in the previous section of this plan. This section of the plan seeks to reinforce the physical qualities that should be pursued as existing and future livable neighborhoods evolve and develop. Additionally, the continuous improvement process is outlined to define the roles, elements and steps necessary to successfully address changing issues, assets, and needs in neighborhoods.

The Livable Neighborhood

Livable neighborhoods have a variety of qualities and characteristics. Not all characteristics will be present in every neighborhood, but many common community elements appear over and over because of similar development patterns and demands within the marketplace. These patterns provide familiarity. We expect our neighborhoods to give us a sense of security, pride and pleasure. Neighborhoods need to feel safe and be safe. Kansas City is known for its excellent quality of life because of its safe livable neighborhoods.

The quality of life features in existing and future residential communities should be protected by active, cooperative efforts by City government and neighborhood improvement organizations. Public and private efforts should be designed to maintain or enhance the physical, social and economic well-being of a neighborhood. Generally, the city's existing neighborhoods have been built-out and have a well-established physical structure. The City is fortunate that its neighborhoods offer a variety of living environments and diversity of housing choices.

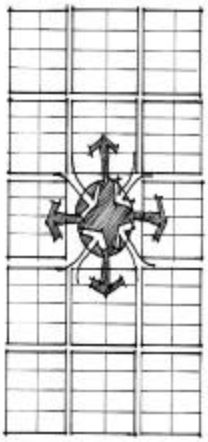
Many of these familiar physical characteristics have been outlined in the Quality Places to Live and Work—FOCUS Building Blocks. New neighborhoods can be designed to pattern the success of Kansas City's existing communities. Neighborhood celebrations will help develop a sense of community among Kansas City residents and within neighborhoods.

Everyone wants and expects their neighborhood to be a safe and friendly place to live and work. Livable neighborhoods are healthy in terms of housing conditions, neighborhood cleanliness and the health of the residents. Neighborhoods must be able to adapt and change to maintain long term viability. Modern, stand-alone subdivisions appear not to provide the sense of community that many city residents desire. In addition, neighborhoods intentionally designed to limit access to other neighborhoods and communities may have a more difficult time maintaining long-term value because of the physical limitations to change and grow. Connecting people in neighborhoods is important so that they can get to know one another, work together and have fun together.

Existing Neighborhoods

In order to preserve and protect Kansas City's vital, existing mature neighborhoods, the physical qualities of neighborhoods need to be maintained. Livable neighborhoods connect people physically and socially. Citizens need to be involved in their communities and establish guidelines for the physical preservation of their neighborhoods. Neighborhoods provide gathering places for social activities. Developing neighborhood plans and economic development strategies are key activities community residents can use to identify improvements to their areas. The following physical guidelines are recommended for citizens and the City to use when evaluating an existing neighborhood's condition during the continuous improvement process.

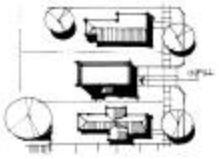
Site and Land Use Components



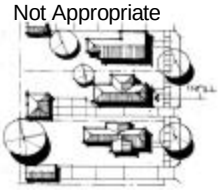
Many neighborhoods have limited undeveloped land available. These areas have physically been developed and have possibly changed occupancy many times. These communities can be strengthened by connecting to the overall Citywide framework.

- Provide connections to FOCUS Centers, where possible
- Integrate community anchors as part of overall neighborhood amenities
- Neighborhoods that are in or adjacent to pedestrian centers and have available infill sites should allow for increased densities as long as more intensive development does not adversely impact the existing community
- Design neighborhoods to accommodate different ways to travel—including automobiles, bicycles, pedestrians, and busses

- Preserve and protect existing historic resources. Reuse and conserve existing buildings



Not Appropriate



Appropriate

Housing Quality and Density

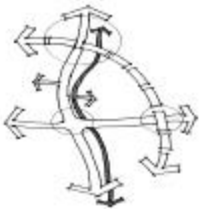
In many neighborhoods the quality of the existing housing stock provides identity and a sense of security (long-term value).

- Maintain or improve the quality of the existing housing stock. Reuse and conserve existing buildings so that the prevailing character of the neighborhood is maintained.
- Infill residential development should be compatible with the surrounding housing stock. Infill development also makes use of existing infrastructure. Compatibility is important in terms of use, design, location (setbacks), materials and size of structure.

Infrastructure

General maintenance for older infrastructure should be given priority in capital budgets to improve the image and desirability of existing neighborhoods. The basic capital improvements outlined by the Community Infrastructure Committee of the Greater Kansas City Chamber should be provided to all developed neighborhoods. These basic capital improvements include water services, sanitary sewers, neighborhood streets, storm drainage / storm sewers and streetlights.

- Maintain existing infrastructure and provide basic utilities in areas that lack sufficient infrastructure (curbs and sidewalk, alleys, utilities, streetscapes, and roadways).



Connect Roads

Transportation Network

- Continue to repair and replace curbs and sidewalks in all of Kansas City's neighborhoods.
- Integrate roadways into the multi-modal transportation network.
- Changes in land use should not increase traffic through a neighborhood.

Future Neighborhoods

Neighborhoods that will be developed in the future as part of the contiguous city, will need to be designed within an environmental context. The ability to leap-frog rural land and existing communities will not be as acceptable as in the past. In addition, development will need to be designed around sensitive natural land formations and habitats to protect the environment. Because of the impacts on the environment and the city's ability to maintain additional infrastructure, future neighborhoods must be designed within a changing context.

These challenges provide an opportunity for developers and designers to create solutions that minimize environmental and financial impacts. The efficient use of resources is important to the development of n communities. The physical context provides interesting design challenges.

Design with Na Feat

There are many ways to create a sense of community. Good site planning preserves the quality of the existing landscape and natural features. The site layout of a neighborhood is the plan for how the three dimensional form will evolve. Open space is often used as an important design element to provide orientation and relief. In addition, the transportation network will need to accommodate multiple modes of movement.

Site and Land Use Components

The location and siting of buildings is important to the lasting value of a neighborhood. An organized collection of housing units located on a logical and understandable street network can establish a positive, lasting impression; as opposed to randomly placed houses on a myriad of dead-end streets. Neighborhoods must be thought of as more than a collection of residences within the overall physical context of the neighborhood. The manner in which a building is sited in relationship to the street edge, as well as its character and size, can create a particular perception of the livability of a neighborhood.

Mix of Land Uses

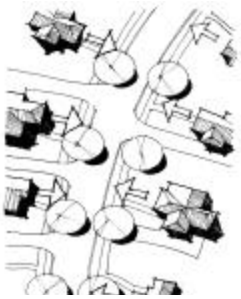
Neighborhoods should also include support uses, such as grocery stores or dry cleaners, that are available to meet residents' daily shopping and service needs. Institutional facilities, that could include a local school or a religious institution should also be easily accessible. For existing and future neighborhoods, there

needs to be a critical mass of people for retail and institutional services. Several neighborhoods may provide the market demand for such uses and services.

Many neighborhoods are successful because the housing stock meets residents' needs. Balancing the mix of housing types and service and institutional uses is important when considering the overall structure of a neighborhood. The design concept for future neighborhoods should allow for many housing types to meet diverse needs. If only one type is provided, then the neighborhood may be unable to meet the ability of its residents to choose alternative housing when family needs change.

Preserve Natural Features

- Preserve the environmental qualities of the site to protect sensitive natural areas, landscape character and drainage patterns. Natural areas should be accessible to the neighborhood and connected to greenways where possible.
- Manage storm water runoff on-site as part of the overall landscape and open space area within a neighborhood.
- Site grading should reflect the predevelopment character of the site.
- Identify an easily accessible space to provide a focal point for the neighborhood.
- Increased densities may be appropriate at certain locations to support transit corridors.
- Establish an identifiable character for the neighborhood.



Fronts Face Street

Residential Development

All buildings should provide variety and interest. Many building styles and design details can enhance the image of a neighborhood. Buildings should front the street and the rear of lots should back on other lots (double frontage lots should be minimized). Buildings can also be located to define open spaces within an neighborhood.

- Provide a variety of building densities and types to allow for flexibility and alternative living styles.

,ocate houses parallel to the street to further define the street edge and public presence.

Open Space and Landscape

Open space within a neighborhood can provide a variety of amenities, create value and establish identity. This might include green space for active or passive recreational use, a place to gather, visual focus or a preserved natural area. Open space can also link other neighborhoods and connect stream valleys.

Landscaped E

- Include neighborhood gateways at major vehicular and pedestrian entries into a neighborhood. Establish a landscape theme for the neighborhood at the entries. Locate the neighborhood identification sign at the entry.
- Landscape the neighborhood to provide orientation and organization.

Streets

The design of streets within a neighborhood should provide clarity and orientation. A street is much more than concrete curbs and paving. Well-designed streets assist in creating the framework for efficient use of land. Transportation access to neighborhoods must be designed to provide a flexible system of movement. A multi-modal transportation network enables efficient automobile, transit service, bicycle and pedestrian movement.

Streets Accommodate all Transportation Modes

- Design a transportation network hierarchy that is a coherent combination of walking, parking and driving areas. The network must consider alternative methods of movement.
- Streets should have a consistent landscape treatment with sidewalks on both sides.
- Streets should form a network of regular intersections and connect neighborhoods. Continue streets through to as many neighborhoods as possible or allow for future connections where topography permits. This should be accomplished without encouraging an increase in through-traffic in neighborhoods.

The Continuous Improvement Process

Individual neighborhoods understand best how to direct their own futures and how to create connections, identity, responsiveness, and neighborhood health. In order

to make good decisions, they must have good information with which they can evaluate their own strengths and needs. To provide neighborhood organizations the tools they need to assemble this information, the City, in coordination with all neighborhood groups, will assist in the continuous improvement process through three elements strategic assessment, strategic planning (optional) and implementation. In the process which each neighborhood describes itself within the framework of the four FOCUS area types: **developing, conservation, stabilization, or redevelopment** and develops a set of actions to address neighborhood conditions.

Strategic assessment will allow each neighborhood to identify and create a specific set of strategies designed to address the needs of the neighborhood. The strategies and associated development tools will address characteristics of connectedness, identity and responsiveness. Strategic assessment will help neighborhoods, the City, community anchors and other potential investors determine assets, identify needs, establish priorities and allocate resources on an ongoing basis as living environments change.

Residents will participate in the process through an existing or newly established neighborhood organization with assistance from the city. Recognizing that neighborhoods are always changing, the assessment process requires strong resident commitment to the continuous improvement of their neighborhood. For example, a Redevelopment neighborhood can become a more desirable place to live through committed neighborhood organizations' efforts to attract and target public and private investment to improve physical conditions in the neighborhood. Likewise, a Conservation neighborhood that is experiencing minor problems may gradually lose public and private investment and become a less desirable place to live if the problems are not addressed proactively.

Roles / Elements in the Process

By establishing neighborhood commitment, the continuous improvement process provides a way for improving neighborhood livability through targeted decision making and effective neighborhood action. The continuous improvement process consists of three elements and is ongoing in nature: Strategic Assessment, Strategic Planning (Optional) and Implementation. The success of this neighborhood level effort is dependent upon the commitment of two key facilitators:

1. The Neighborhood Group: At the neighborhood level, this lead neighborhood-based group initiates the continuous improvement process. The group should be active in the neighborhood and may be a community development

corporation (CDC), an agency, such as Neighborhood Housing Services (NHS), neighborhood or homeowners association or a business association. Its role will depend upon the level of organization already existing in the neighborhood, and its capacity to assist with implementation actions at the neighborhood level.

2. The Neighborhood Liaison/Resource Team : The liaison serves as a link between the neighborhood and a variety of resources. As City staff members, liaison(s) are assigned to the neighborhood and assist the neighborhood throughout the process. The liaison is a resource for acquiring and understanding information, and accessing technical assistance from a resource team of people within City Hall to find solutions and access information and potential resources. The team consists of staff from a variety of departments.

In addition to the key facilitators identified above, each resident's involvement is important and will insure that the following outcomes are achieved:

- Neighborhoods that see themselves as a part of the whole city, as well as a unique place within the city
- Organized, informed and action-oriented citizens
- Neighborhoods that are more desirable places to live in the future than they are today
- Improved use of scarce resources to address neighborhood needs and actions throughout the city
- Neighborhoods that are connected, responsive, have identity and are healthy

Throughout the continuous improvement process the neighborhood must meet several criteria:

- No group or individual can be excluded from the opportunity to participate
- The Neighborhood Group must be representative of the variety of interests in the neighborhood
- All research and public input tasks must follow acceptable methods

Strategic Assessment

The primary emphasis of this element of the continuous improvement process is organizing and strategic assessment. During this time-frame, the Neighborhood Group contacts the City to accomplish the following primary objectives:

- Organize the Neighborhood Group if necessary
- Interface with the Neighborhood Liaison
- Conduct the strategic assessment
- Identify strategies for implementation

The following steps are undertaken in the effort to accomplish the objectives:

- Neighborhood Group contacts City Hall for Neighborhood Liaison assignment, guidance and assistance
- Neighborhood Liaison with resource team assistance prepares neighborhood profile package for the neighborhood
- Neighborhood Group identifies and begins contacting anchors, institutions, businesses, various organizations, community residents with assistance from the Neighborhood Liaison, as needed, to encourage neighborhood involvement in the assessment process
- Neighborhood Group works with Neighborhood Liaison and Resource Team to produce the neighborhood description (based upon the four FOCUS neighborhood analysis areas) and identify priority strategies for implementation

The strategic assessment is designed to be a set of exercises that can be conducted in a short period of time. The exercises are straight forward and presented in a series of teps that can be accomplished in one or two work sessions over 4 to 5 hours. The neighborhood should advertise these sessions with plenty of lead time to accommodate residents' schedules. Early announcements may be made through newsletters and regular meetings a month in advance and a more concentrated effort to notify residents may take place 10-14 days prior to the work sessions. Also the sessions should be held in a traditional meeting place, have activities for youth and incorporate snacks / refreshments. The actual format and logistics for the strategic assessment should be determined through a collaborative effort between the neighborhood group, the facilitator and the liaison. The four steps that make up the strategic assessment element are:

- Neighborhood Description
- Obstacle Identification
- Asset Inventory

- Vision and Strategy Development

The goal of the strategic assessment is to understand the issues, needs, and assets of the neighborhood through the neighborhood description, asset inventory and obstacle identification steps, and to identify initial strategies that will most effectively match appropriate resources with existing conditions that must be addressed.

Step 1: Neighborhood Description (1 hour)

PURPOSE: To identify and describe the general framework of existing conditions within the neighborhood based on facts and perceptions. The general description serves as a base for identifying specific assets and obstacles impacting the efforts toward continuous improvement of the neighborhood. Additionally, the description points toward the use of appropriate strategies and resources in the neighborhood.

EXERCISE(S):

Neighborhood Mapping -- Obtain an understanding of the perceptions of neighborhood residents.

Description Matching – Use factual information, perceptions and the four neighborhood descriptions to identify and describe the general conditions of the neighborhood.

EXAMPLE METHOD: The neighborhood description step is facilitated by a trained facilitator in a neighborhood meeting. This step contains two exercises each to be completed within 20 to 30 minutes. The initial exercise is group neighborhood mapping. [Each individual participant is provided an 11 x 17 map of the neighborhood.] This map shows the street framework and boundaries of the neighborhood. Utilizing the individual map as a reference tool. Participants are asked to indicate landmarks, paths, activity centers and various conditions that exist in the neighborhood. The facilitator may simply ask what people like or do not like in their neighborhood and to indicate the location of these items. (An expansion of this exercise may include a neighborhood tour and the recording of observations through photographs or video tape.) The facilitator notes these items on a single large map for use later in the process. This exercise assists in initially organizing the discussion for the meeting and provides information regarding the perceptions of neighborhood residents.

Additionally, a neighborhood profile sheet (a sample profile sheet is included in Appendix A) is distributed and explained to the participants for their review and

use as a resource. The neighborhood profile sheet may also provide additional citywide, regional or national comparison information. Using the neighborhood maps and the profile sheet participants are asked to think about how they would describe their neighborhood. The facilitator should introduce the profile sheet and familiarize the participants with the data. Information from the neighborhood maps and neighborhood profiles may include items such as the following to describe the neighborhood:

- Population change
- Housing unit change
- Building / Demolition permit trends
- Owner Occupancy housing
- Housing values
- Household income
- Housing unit vacancy
- Public Assistance levels
- Unemployment levels
- Persons with high school education or above
- Crimes per 1000 persons
- Age distribution and diversity
- Persons below poverty
- Person living below poverty
- Housing Income to Housing Payment Ratio
- Incidence of Tax Delinquent Properties
- Development patterns (distribution and integration of land uses, road networks)
- Special zones / Districts (Enterprise Zone, Special Review Districts, etc.)
- Diversity of population (race, ethnicity, age, household type, etc.)
- Identifiable boundaries (major roadways, large areas of open space, physical separations)
- Accessibility (connectedness / isolation -- internal neighborhood networks/activities and external relationships to rest of the community)
- Presence of Institutions -- positive and negative
- Obnoxious / Annoyance factors (noise, odor, intensive uses, etc.)
- Level of Neighborhood Organization
- Perception of safety
- Perception of aesthetics
- General property conditions (public and private). Abandoned structures / vacant lots
- Development activity (new development, redevelopment, rezoning)
- Planning activity (neighborhood level)
- Raw developable land (with existing infrastructure)
- Re-developable land (with adequate existing infrastructure)
- Characteristics that impede development / redevelopment or increase development costs

- Deferred infrastructure maintenance
- Social service and health care providers
- Access and use of public transportation
- Community development agency
- Neighborhood-based leadership
- Organizational framework - neighborhood, homes assoc., subdivision
- Volunteerism
- Block Watch Program Participation
- Informal Structure (supporting quality of life)
- Historic and cultural significance (registered and unregistered) and designated Historic Districts
- Key goals and strategies in existing City plans (HCD, City Development)
- Survey Plan for future Historic Districts
- Natural environment characteristics. Incidence of problems (brownfields, dumping, septic tanks, flooding etc.)
- Age of neighborhood (date of annexation, age of housing, age of infrastructure)
- Physical Infrastructure conditions (i.e. storm drainage, sidewalks, parks, etc.)

Four sample descriptions are provided to the participants, these descriptions are based upon the four planning analysis area types developed through FOCUS. Sample descriptions are included in Appendix B. The participants are asked to identify which one of the four descriptions would best describe the existing conditions in their neighborhood. A general consensus is reached through a facilitated discussion and voting process. The voting process would be conducted as part of a break in the meeting. Each participant is provided two votes (one to indicate the general description that best fits the neighborhood and a second to identify the next closest description). The voting process will reveal a consensus opinion regarding the description of existing conditions in the neighborhood. As an addition to the exercise participants may be asked to expand upon the general descriptions to better describe the neighborhood character / conditions.

Step 2: Obstacle Identification (30 minutes)

PURPOSE: To identify issues, needs or problem areas that must be addressed through the continuous improvement process. Once identified the issues, needs and problem areas will be prioritized in order to focus future actions and efforts.

EXERCISE(S):

Brainstorming - To quickly identify the major issues, needs and problems impacting the neighborhood. The issues, needs and problems are prioritized through a voting process.

EXAMPLE METHOD: A brainstorming session is conducted in which participants are asked to provide the issues, needs and problems that they see impacting the neighborhood. Concise statements are provided in a quick manner in order to encourage broad participation and input and minimum "soap box" speeches. Comments are recorded in a bullet point format utilizing the following rules:

- Do not criticize or debate comments or individuals.
- Make short and concise statements regarding the issue / need / problem.

Within 20 minutes the brainstorming session is completed and a list of items is placed around the room for review and prioritization. (A supplemental exercise can be a survey distributed to residents who did not participate in the brainstorming session. This survey could incorporate asset oriented questions and serve to verify and enhance the public input provided in Steps 2 and 3. A sample survey is included in Appendix C) As part of a break in the meeting or at the end of the first meeting session, participants are asked to vote on the issues provided. The voting procedure can incorporate three votes per person (indicating the first, second, and third priorities for each individual). The votes are tabulated and the top priorities are revealed. The top three to five priorities become part of the basis for the strategy development step of the strategic assessment.

Step 3: Asset Inventory (30 to 45 minutes)

PURPOSE: To identify specific strengths and assets that exist within the neighborhood. These assets may serve as potential resources for implementing strategies and accomplishing actions that address neighborhood issues, needs or problems.

EXERCISE(S):

Asset Survey - To assist participants in discovering assets within or near their neighborhood. Questions are to be brief in nature and cover five different asset areas.

EXAMPLE METHOD: The neighborhood profile and cognitive map serve as resources for the participants. A brief survey is also provided to the participants

to assist them in thinking about or identifying potential assets and strengths in the neighborhood. The survey takes approximately 15 to 20 minutes to complete. (The survey could be expanded and distributed throughout the neighborhood to gather supplemental input from individuals not present at the meeting as noted above in Step 2. Survey results would be tabulated and provided to the neighborhood for review and comment.) Upon completion of the survey, an asset inventory list will be developed through a facilitated discussion. The inventory will be developed around the framework of five asset areas:

- **Social** - These assets include programs, organizations or skills/talents of individual neighborhood members that address community, family or individual pride, health, safety and welfare.
- **Technological** - These assets include technological resources that may be available and accessible to the public (computers, phone banks, closed circuit television, video conferencing, printing and distribution, etc.). Such items may be available through public facilities, corporate donations or resident networks and individual resources.
- **Physical** - These assets include schools, parks, street lighting, traffic control, public art (markers / gateways), landmarks, infrastructure, structures or districts that exist in the neighborhood.
- **Financial** - These assets include individual, corporate, not-for-profit and public sector monetary programs and resources that can be or have been accessed by the neighborhood to make improvements.
- **Other** - Miscellaneous items that fall outside the categories above.

Through the facilitated discussion participants will reveal the assets and identify resources that are available to assist in the implementation of strategies that are developed later in the strategic assessment.

Step 4: Visioning and Strategy Development (2 hours)

PURPOSE: To identify a future vision of the neighborhood and develop strategies and actions that address the top priorities of the neighborhood.

EXERCISE(S):

Visioning - To identify the desire of the neighborhood as it undertakes the continuous improvement process.

Strategy Development - To reveal potential strategies or actions that can be taken to address priorities through the use of identified assets in pursuit of

achieving the desired vision of the neighborhood.

EXAMPLE METHOD: The initial focus of this step is the creation of a vision of the neighborhood's future. Participants will be asked to describe their vision of the future by responding to the following questions:

- As you look down the street from your house, what do you hope to see in the future?
- As you walk or drive within one mile of your home, what do you hope to see?

Participants will be encouraged to respond with their description of the ideal scenario. This might include children playing on sidewalks, dilapidated properties cleaned up, new infill housing, safe well lit streets, pedestrian connections to near by shopping, community police officers, and other physical and social improvements that serve to address the aspirations of connectedness, identity and responsiveness. By conducting this exercise the participants verify the issues that were identified earlier, provide the foundation for a neighborhood vision statement and begin to think about the desired outcomes of the strategies that are going to be developed to address the identified priorities.

Once the visions are recorded participants will be asked to divide into focus groups with each group working on one of the priority issues. Each group will be able to utilize the information provided and developed through previous steps of the strategic assessment as a resource for strategy development. The focus groups will discuss the issue / need / problem, identify potential assets that can be utilized to address the issue / need / problem and develop a brief strategy statement with a description of actions and corresponding resources and responsible parties necessary to implement the strategy. If time allows, focus groups may work on more than one priority issue / need / problem.

The intended outcomes of the strategic assessment are:

- Neighborhood Liaison from the city is assigned to the Neighborhood Group
- The affirmation of neighborhood boundaries by the Neighborhood Group
- The formulation of a Neighborhood Group at the neighborhood level that is representative of the variety of interests that exist in the neighborhood
- A neighborhood profile is prepared for the Neighborhood Group by the Neighborhood Liaison. (The Neighborhood Group can access additional information through the liaison during this process). An example neighborhood profile sheet is provided in Appendix A.

- The Neighborhood Group and the Neighborhood Liaison/Team work together to conduct the Neighborhood Conditions Survey (Appendix B) and evaluate the input provided through the survey and the neighborhood profile sheet.
- The Neighborhood Group develops a neighborhood description based upon the neighborhood boundaries, the information in the neighborhood profile and other data made available and by public input gathered through the use of the Neighborhood Conditions Survey (Appendix C). This description provides the basis for describing the neighborhood within the framework of the four area types (Developing, Conservation, Stabilization and Redeveloping).
- Neighborhood Group with the Neighborhood Liaison/Team develops initial strategies that can be implemented to best address the priority issues and conditions identified through the strategic assessment.

Strategic Planning (Optional)

A logical second element in the continuous improvement process is the development of a neighborhood strategic plan. As part of this element, the neighborhood would be involved in developing a strategic plan to guide future implementation actions. The primary objectives of this phase are to develop a neighborhood vision, incorporate findings from the strategic assessment, develop goals, objectives and strategies and create a land use component in a strategic plan format to expand upon the strategies identified through the strategic assessment. The strategic planning element could be done in conjunction with the City Planning and Development Department's existing area land use planning process.

The Neighborhood Liaison/Team would assist the Neighborhood Group to accomplish these objectives during this element:

- Reaffirm or strengthen neighborhood description
- Develop a vision summary for neighborhood review and validation
- Formulate preliminary goals, objectives and strategies for neighborhood review and validation
- Formulate implementation strategy (identifying strategy / action, time frame, estimated cost, funding source and responsibility for implementation)
- Compile a draft plan for neighborhood review and validation

The outcomes for this element include:

- Outreach and public input efforts to include all neighborhood interests in the process – efforts may include surveys, workshops / events, calling trees, newsletters, etc.
- A neighborhood vision with realistic goals and objectives validated by the neighborhood
- Plan and implementation strategy validated by the neighborhood

Through this element, each neighborhood's activities will focus on building upon the results of the strategic assessment by identifying more specific strategies or "tools" that fit the particular needs of the neighborhood. Such tools may include:

- Standards for the size and location of sidewalks that may differ from neighborhood to neighborhood, depending on the specific character of the area
- Revised land use plan
- Zoning overlay districts that allow older neighborhoods to retain their low-density residential character
- Conservation districts with historic assets but with less integrity than historic districts require
- Historic District designation
- Facade and landscaping easements that help protect neighborhood assets
- Specific landscaping requirements related to the character of the area
- Urban design standards that help create identity and that help preserve the unique identity of the area
- Specific building and maintenance guidelines for residential and nonresidential rehabilitation, and for creative reuse of older buildings
- Tax credits or tax abatement for property rehabilitation
- Neighborhood Improvement Districts that encourage property rehabilitation
- Comprehensive social and human service delivery at the neighborhood-level to better deliver social services
- Access to a human investment information network that includes a referral system containing information on programs from all providers

- Enhanced opportunities in the surrounding area for lifelong learning

Implementation

Implementation is action oriented, focusing on the implementation of the tools and strategies identified during the strategic assessment and strategic plan elements. The primary objectives include: adoption of a plan for implementation of the tools and strategies, implementing strategies and actions, monitoring progress on implementation, neighborhood driven improvement and continuous evaluation and update of the plan and implementation strategies based on accomplishments and changes in the neighborhood.

The steps necessary for achieving these objectives include:

- Neighborhood Group and Neighborhood Liaison/Team seek to address identified issues and conditions proactively
- City incorporates applicable strategies for improvement into Capital Improvements Program (CIP), budgetary and other program and service processes
- Neighborhood Group implements tools/strategies for which they are responsible
- Neighborhood Group monitors activities, evaluates progress and recommends changes to implementation tools/strategies for neighborhood review and validation
- Annual updates validated by neighborhood are provided to the City Council for adoption
- Adopted updates are incorporated into Capital Improvements Program (CIP), budgetary and other programs and service processes

The success of implementation can be measured through the following achievements:

- Implementation strategies are adopted by the City Council
- Implementation strategies become a formal part of Capital Improvements Program (CIP), Budget, Public Improvement Advisory Committee (PIAC), housing, special project, Community Development Block Grant (CDBG) and other program / funding considerations and decision making processes

- Implementation tools/strategies become a catalyst for continuous improvement through effective monitoring, evaluation and update process

Implementing the Process

Within every community there exist areas that require different types of treatment in order to become, or remain, a viable part of the total community. Identifying areas with different needs through strategic assessment indicates, the general status and possible actions necessary to attack and prevent neighborhood blight and promote quality development. A primary goal of FOCUS and the Neighborhood Prototypes Plan is the provision of appropriate services and programs in appropriate locations. These resources matched appropriately with the four area types indicate where implementation may be most effective based upon the area descriptions.

Blight conditions are manifested through the incapability of the community to identify and treat causes proactively. Besides the physical quality of an area, there are social and economic factors that contribute to its degradation or stabilization. A successful strategic assessment process will identify potential causes and suggest methods to appropriately address area needs in order to prevent the expansion of blight, protect stable areas in the future, promote appropriate new development and conserve natural and cultural resources.

The description of neighborhoods within the framework of the four area types is dependent upon the strategic assessment of factors, such as housing conditions, vacancy rates, property ownership characteristics, property values, population growth/decline trends, physical infrastructure conditions and other factual and perceptual environmental, social and economic characteristics. Through the information in the neighborhood profile and the results of the strategic assessment step in the continuous improvement process, neighborhoods will indicate the area type that best describes the current conditions. Example program or action recommendations for each area type are provided in Appendix D. This menu indicates examples of existing and potentially new resources that may be utilized to accomplish stated objectives, build on identified strengths or address specific needs of the neighborhood.

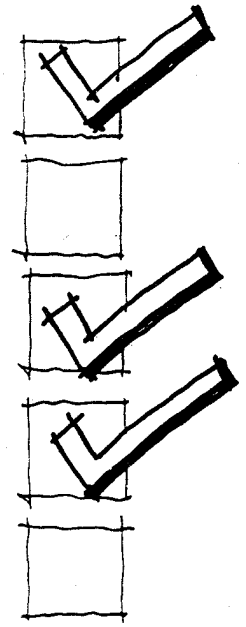
It must be recognized that various neighborhoods have different levels of organizational capacity to carry out the strategic assessment step within the continuous improvement process. To foster the equitable application of targeted resources throughout Kansas City the demographic neighborhood profile generated by the city may be utilized as a starting point for decision making in regard to resource allocation. This is vitally important in order to include areas

with no or a weak organization as they work with the city and existing neighborhood advocate groups to build capacity while simultaneously benefiting from the targeted distribution of resources to all areas of the city.

Implementing the continuous improvement process has significant implications for the City, the community and, of course, neighborhoods. What makes this approach significantly different from past neighborhood initiatives is that it will:

- Impact the structure and philosophy in City Hall, specifically in how proactive and responsive City personnel are in targeting and addressing neighborhood needs
- Revise the criteria the City uses to distribute public resources and programs by use of the strategic assessment element
- Assist Kansas City's private, not-for-profit and corporate sectors' efforts toward strategic community reinvestment

Together, these impacts will greatly enable any neighborhood in the city to chart a path towards a healthy future. The success of the strategic assessment relies on its clear and meaningful application, the opportunity for **quick, doable successes** and the evidence of effective, sustaining change in an area. A neighborhood should embark on this process with the aspiration to learn more about its residents as neighbors and itself as a place. Neighborhoods will also understand that what they "get" as a result of their initiative is a greater opportunity to become and remain healthy given the concerted actions of the whole community, public and private.



Appendix A

NEIGHBORHOOD PROFILE SHEET

DEMOGRAPHIC INFORMATION

	#	%
Population		
% Change		
Children under 18		
Adults 65 and older		
Household(s)		
Married with Children		
Crime		
Total Offenses		
Violent Offenses		
Non-Violent Offenses		
Education		
Adults 25 and older		
High School Graduates		
College Graduates		
Labor		
Adults in Labor Force		
Unemployed		

	#	%
Income		
HH Income		
HH receiving Public Assistance		
Persons Below Poverty		
HH Income to Housing Payment		
Housing		
Housing units		
% Change		
Median Value		
Vacant		
Owner Occupied		
Development		
New Residential Permits		
Demolition Permits		
Rehabilitation Permits		

PHYSICAL CONDITIONS / COMMUNITY RESOURCES

Community Facilities
Parks
Fire Stations
Recreation Centers
Schools
Day Care Facilities
Colleges
Places of Worship

Infrastructure Age/Condition/Availability
Streets
Water
Sewer
Storm Water
Sidewalks
Street Lighting
Streetscape (trees, etc.)
Building Conditions

Neighborhood Organizations
Homeowners Associates
Neighborhood Associations
Business Associations
Institutions
CDC's
Block Clubs

Community Resources Implemented
CDBG
TIF & Tax Abated Development
Benefit Districts
Loan Programs
Capital Improvement / Enterprise Funds

Appendix B

GENERAL NEIGHBORHOOD DESCRIPTIONS

Blue

My neighborhood has the potential to meet the market demand for new housing, commercial activity and employment. Much of the building in the area has happened during the last few years. The development pattern is not very dense. Subdivisions are usually developed on less than 80 acres of land and many times are not well connected. This development may be scattered and sometimes is located along two-lane unimproved roads.

More investment is needed to expand or provide infrastructure and amenities. Often many automobile trips are required to get to employment, shopping or entertainment areas. It is anticipated that many of these items will be located closer to the neighborhood as growth continues. Community facilities such as parks, schools, places of worship and libraries are currently being built or planned. These items, along with water, sewer and road extensions, are needed to accommodate the population and housing growth around the neighborhood. Since my neighborhood is relatively new, a neighborhood organization is just getting started or doesn't exist yet.

Orange

My neighborhood has been developed for some time. Established businesses and institutions are located in the neighborhood. Places of worship, schools, recreational and entertainment facilities, and businesses provide many opportunities near my home.

Tree-lined streets, historic structures or qualities, public art and/or other amenities characterize the neighborhood and give it a sense of place. Most of the houses are occupied. Little demolition has occurred here and vacant land is scarce.

It appears that both public and private areas are well-maintained, although a house or business periodically falls into disrepair from a lack of routine maintenance (painting, yard upkeep, awning repair, etc.). Some infrastructure repairs may be needed to keep the neighborhood attractive. Generally the problems that do come up can be addressed by our neighborhood association, by a call to the City, or through neighbors getting together to help one another.

Purple

My neighborhood has been developed for some time. Several of the businesses and institutions located in the neighborhood may be changing, either recently expanding, scaling back services, just moved into the neighborhood or considering moving to another location outside the neighborhood. Places of worship, schools, recreational and entertainment facilities, and businesses provide opportunities near my home.

Tree-lined streets, historic structures or qualities, public art and/or other amenities characterize the neighborhood and give it a sense of place. Due to age, several of the streets and sidewalks need repair or replacement and the water and sewer services may also need to be upgraded. More houses, businesses, and public areas appear to lack routine maintenance (painting, yard upkeep, tree trimming, awning repair, etc.) or are vacant. Such conditions are impacting the value of my property and I don't know if I want to invest more money in the property.

Problems are starting to add up and are becoming harder to fix through our neighborhood association, a call to the City, or neighbors getting together to help one another. There are good aspects to the neighborhood but there are also problems that need to be addressed if the neighborhood is going to continue to be a place I want to live.

Green

I have watched my neighborhood decline for many years now. The commercial areas are not as vibrant with activity as they used to be. Many residents, businesses and institutions have moved away. Many of the homes and businesses have fallen in disrepair and vacant and/or boarded up homes and buildings are noticeable throughout the neighborhood.

Basic infrastructure, such as streets, water/sewer service and sidewalks, has fallen in disrepair. There are parts of the neighborhood that are inadequately served by basic infrastructure. There is potential for major redevelopment, perhaps by assembling vacant lots concentrated in the area and by improving the existing infrastructure. Some existing homes and businesses could be rehabilitated as part of the redeveloped area, but some will have to be demolished and cleared to make way for new homes and businesses.

Few committed residents remain in the neighborhood. With significant changes, as well as a strong commitment from the residents and others in the community, this neighborhood will once again become viable.

Appendix C

FOCUS NEIGHBORHOOD CONDITIONS SURVEY

Please circle the answer that best describes your neighborhood.

1. Do you own or rent the residence in which you live?
   a) Own
   b) Rent
   c) Other_____

2. Why do you live in this neighborhood? (Check the three m ain reasons.)
   ( ) Affordable housing
   ( ) Diversity of lifestyles
   ( ) Availability of social services
   ( ) Convenient location
   ( ) Safe place to live
   ( ) Well-maintained homes
   ( ) Quality schools
   ( ) Parks and recreation
   ( ) Close to our place of worship
   ( ) Close to family and friends
   ( ) Its historical value
   ( ) Other_____

3. How concerned are you about the following issues in your neighborhood:
   (Check one for each item)

		Very Concerned	Concerned	Not Concerned	Don' t Know
a.	General neighborhood appearance	( )	( )	( )	( )
b.	Maintenance of homes and apartments	( )	( )	( )	( )
c.	Appearance of neighborhood	( )	( )	( )	( )
d.	Business establishment	( )	( )	( )	( )

	s				
e.	Litter	( )	( )	( )	( )
f.	Parks and recreation	( )	( )	( )	( )
g.	Traffic issues Education	( )	( )	( )	( )
h.	Crime and safety	( )	( )	( )	( )
i.	Gang Issues	( )	( )	( )	( )
j.	Drug & alcohol abuse	( )	( )	( )	( )
k.	Senior citizen issues	( )	( )	( )	( )
l.	Youth issues	( )	( )	( )	( )
m.	Child care	( )	( )	( )	( )
n.	Racial discrimination	( )	( )	( )	( )
o.	Increase in poverty	( )	( )	( )	( )
p.	Employment opportunities	( )	( )	( )	( )
q.	Other				

4. Pick three items from question #3 that you think need immediate improvement. Write the letter below.
   ( ) ( ) ( )

5. Is street lighting adequate on your block?
   ( ) Yes
   ( ) No

6. What amenities and services are available in your neighborhood?
   a) Library (s)
   b) Movie Theater (s)
   c) Grocery Store
   d) Shopping Mall (s) stores
   e) Barber Shops/Beauty Salons
   f) Banks
   g) Dry Cleaners
   h) Pharmacy (s)

7. How important are these amenities and services to your neighborhood?
   a) Very important

b) Important
c) Not very important

8. What is the socioeconomic level of your neighborhood?
   a) Upper income level
   b) Middle income level
   c) Lower income level
   d) Mixed income

9. How diverse is your neighborhood?
   a) Mostly the same racial/ethnic background as myself
   b) Somewhat diverse
   c) Very diverse
   d) Segregated

10. How much community development has taken place in your neighborhood in the last two to five years (housing, apartments, shopping centers, restaurants, etc.)
    a) A lot of development
    b) Some development
    c) No development

11. How would you rate the infrastructure of your neighborhood (street or road condition, bridges, water and sewer, sidewalks ; curving and gutters)?
    a) Good
    b) Fair
    c) Poor
    d) Please explain _____

12. How would you rate the city services in your neighborho od (trash removal ; street lighting shrub/tree removal etc.)?
    a) Good
    b) Fair
    c) Poor
    d) Please explain _____

13. How would you rate the general property up-keep/maintenance in your neighborhood?
    a) Good
    b) Fair
    c) Poor

d) Please explain_ _____

14. Are there programmed activities for seni or residents in your neighborhood?
    a) Yes

    Do you participate in these programs ( ) Yes ( ) No
    b) No

15. If you have a Neighborhood Association/block club, rate its effectiveness?
    a) Good
    b) Fair
    c) Poor
    d) No association/block club

16. Are there businesses in your ne ighborhood that provide employment for residents of the neighborhood?
    a) Yes
    b) No
    c) Not sure

17. How would you rate commercial areas in or near your neighborhood on the following issues? (Check one for each item)

		Excellent	Good	Fair	Poor	Don' t Know
a)	Availability of jobs	( )	( )	( )	( )	( )
b)	Appearance and Maintenance	( )	( )	( )	( )	( )
c)	Variety of goods and services	( )	( )	( )	( )	( )
d)	Quality of good and services	( )	( )	( )	( )	( )
e)	Affordable living	( )	( )	( )	( )	( )
f)	Relationship with neighborhood	( )	( )	( )	( )	( )
g)	Socially responsible	( )	( )	( )	( )	( )
h)	Convenient and accessible	( )	( )	( )	( )	( )
i)	Sensitive to the environment	( )	( )	( )	( )	( )
j)	Supportive of activities/events	( )	( )	( )	( )	( )
k)	Other					

18. How far are you from the nearest Police Station?
    a) 1-2 miles
    b) 2-5 miles
    c) 5-10 miles
    d) Over 10 miles

19. Please rate your level of satisfaction with police services in your neighborhood.
    a) Very satisfied
    b) Satisfied.
    c) Not satisfied
    d) Please explain

20. How would you rate transportation issues in your neighborhood ?.

		Major Problem	Minor Problem	Not a Problem	Don' t Know
a)	Amount of traffic on your streets	( )	( )	( )	( )
b)	Speeding vehicles	( )	( )	( )	( )
c)	Traffic congestion	( )	( )	( )	( )
d)	Traffic noise	( )	( )	( )	( )
e)	Parking availability	( )	( )	( )	( )
f)	Bus service and shelters	( )	( )	( )	( )
g)	Commuter bikeways	( )	( )	( )	( )
h)	Truck traffic on residential streets	( )	( )	( )	( )
i)	Street conditions	( )	( )	( )	( )
j)	other				

21. How would you rate the quality of life as it relates to services and amenities in your neighborhood?
    a) Good
    b) Fair
    c) Poor

22. How available are the following for youth in your neighborhood?

		Very Available	Available	Not Available	Don't Know
a)	Jobs	( )	( )	( )	( )
b)	After school activities	( )	( )	( )	( )
c)	Protection from crime	( )	( )	( )	( )
d)	Teen counseling center	( )	( )	( )	( )
e)	Drug and alcohol prevention	( )	( )	( )	( )
f)	Control of gang activities	( )	( )	( )	( )
g)	Graffiti control groups	( )	( )	( )	( )
h)	Having a voice in community matters	( )	( )	( )	( )
i)	Education opportunities	( )	( )	( )	( )
j)	Summer activities	( )	( )	( )	( )
k)	Weekend programs	( )	( )	( )	( )
l)	Parks and recreation	( )	( )	( )	( )
m)	other				

23. What is the population make up of your neighborhood
   a) Mostly families with school age children
   b) Mostly families with no children
   c) Mostly singles
   d) Mostly seniors
   e) Mixed population

24. How far do you go to attend your place of worship?
    a) 1-2 miles
    b) 2-5 miles
    c) 5-10 miles
    d) More than 10 miles
    e) Not applicable

25. Are there an abundance of vacant houses or buildings in your neighborhood?
    a) Yes
    Please explain _____
    b) No

26. If there are businesses in your neighborhood or community. how would you rate upkeep and maintenance?
    a) Good
    b) Fair
    c) Poor
    d) No businesses

27. Has property value incre ased or decreased within the last three to five years?
    a) Increased
    b) Decreased
    c) Has remained stable
    d) Not sure

28 What are the strengths of your neighborhood? (Check as many as apply)
    a) Affordable housing/rental property
    b) Services arid amenities available
    c) Safe and secure place to live
    d) Property appearance
    e) Convenient location
    f) Quality schools
    g) Diverse neighborhood
    h) Close to our place of worship
    i) Close to family
    j) Stability
k) Resale value
l) Other_____

29. Given what you know, what are the three priority concerns for your neighborhood?

_____

_____

_____

30. What are your three greatest assets?

_____

_____

_____

Appendix D

GLOSSARY FOR FOCUS PLAN

Activity centers - Areas of the city with a concentration of attractions and activities, which may include any combination of offices, manufacturing facilities, retail stores, residences, institutions, entertainment and recreation. Also referred to as "Hubs".

Adaptive re-use - The renovation of a building to serve a use other than the one for which the building was originally constructed, e.g., the conversion of a school to apartments or a warehouse to offices.

Affordable housing - Housing where the occupant pays no more than 30 percent of gross income for gross housing expenses, including utilities.

Arterial Street - Roadway designed for large traffic volumes and moderate- to high-speed travel, providing access through and around cities and regions and/or linking major activity centers within the city. Arterials are classified as primary or secondary according to the volume of traffic conveyed. See "Primary Arterial" and "Secondary Arterial."

Area Transportation Authority (ATA) - Metropolitan organization in the Kansas City area responsible for providing public transportation.

Blight - Portions of the city which the City Council determines that, by reason of age, obsolescence, inadequate or outmoded design or physical deterioration, have become economic and social liabilities and where the conditions are conducive to ill health, transmission of disease, crime or inability to pay reasonable taxes.

Boulevard - As defined by Kansas City's *Plan for Major Parks, Boulevards, Parkways, and Greenways*, "A boulevard is conceived as a wide formally designed street of distinguished character with a broad right-of-way, often with a substantial median, and with formal landscape effects. It is normally bordered by residences and makes connections with most intersecting streets."

Brownfields - A piece of property, usually industrial, that is unused or underused due to real or perceived environmental problems, such as soil or groundwater contamination.

Building Blocks - The FOCUS Building Blocks are Kansas City's twelve strategies to develop a successful model for a new American City by building a connected city. Connections are physica, social, economic, technical and people-oriented. lThese strategies provide the foundation for all the specific recommendations in the seven component plans that comprise FOCUS.

Capital Improvements - A permanent addition to the city's physical assets including structures, infrastructure (sewer and water lines, streets), and other facilities, e.g., parks and playgrounds. May include new construction, reconstruction or renovation that extends the useful life. The cost of land acquisition, design, construction, renovation, demolition, and equipment are all included when calculating capital expenditures.

Chapter 353 or **"353"** - Missouri State redevelopment law which allows cities to establish incentives to improve blighted areas. Incentives, which aim to stimulate private investment, may include tax abatement and granting of the power of eminent domain to a developer to acquire properties and carry out activities according to a development plan approved by the City.

Citizen Access and Communication Building Block – One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that will make information available and accessible to citizens, thus increasing communication between citizens, businesses and government.

City - The government of the City of Kansas City, Missouri. Includes any of the various boards, agencies, commissions, and official bodies.

City Life Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block recognizes the importance of culture and entertainment, which enrich the quality of life and make Kansas City a unique and urbane community.

City Plan Commission - An eight-member commission appointed by the Mayor to oversee the planning and development of the city. The Commission's role and function is to make recommendations to the City Council planning and zoning matters. On rezoning cases, subdivisions, area or neighborhood plans, and most

planning activities, the Commission must hold public hearings and submit a recommendation to the City Council on development cases.

Citywide Physical Framework Plan - One of the seven Focus component plans developed during Phase II. This plan addresses the character of future growth, development and redevelopment, along with capital and infrastructure needs for the city. It also provides strategic land use planning guidelines

Clean Sweep - Program for delivering City services in the priority and manner determined by the community. Clean Sweep is done in a partnership between Citizens, Businesses, Institutions, and the City.

Cluster Development - A residential development designed to preserve open space by clustering homes on a portion of the property, leaving the remainder as open space.

Collector Street - Roadway designed to carry moderate volumes of traffic and "collect" vehicles, funneling them to arterial streets. Collector streets provide connections between arterial streets.

Community Anchors - Important organizations within a neighborhood or the city which contribute significantly to the quality of life and economy in that area. They may be strong organizations, businesses or institutions that provide a strong presence in the community.

Community Anchors Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. The Building Block includes initiatives that enable businesses, institutions, organizations and neighborhoods to work in a cooperative manner to ensure their well-being and success and to implement FOCUS.

Community Development Block Grant (CDBG) - A Federal funding program that provides annual funding to eligible local governments for housing, community revitalization, development programs and social services, particularly in low- and moderate- income areas.

Community Development Corporations (CDCs) - Not-for-profit development organizations established to redevelop and revitalize housing and commerce and provide services in a particular area of the city.

Community Infrastructure Committee (CIC) - Citizen committee established by the Greater Kansas City Chamber of Commerce in 1995 and charged with the responsibility of assessing how Kansas City, Missouri can better address its infrastructure needs with particular attention given to developing strategies and mechanisms for resolving the City's deferred maintenance backlog. The committee developed a framework of policies, procedures, systems, and mechanisms aimed at improving the overall administration of the Capital Improvement Program including its planning, decision making, funding, and monitoring processes. The CIC worked closely with the Citywide Physical Framework Work Team and their recommendations are included in the FOCUS Citywide Physical Framework Plan and the Governance Plan.

Community Impact Statement - A process designed to evaluate major expenditures and investments by the City. This process is proposed in the FOCUS Governance Plan.

Community Improvement District (CID) - A district established to allow private parties, by vote of a majority of landowners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Community policing - Program linking police with neighborhoods and social service agencies in an effort to increase positive and preventive citizen-police contact and interaction, reduce crime and increase visibility and service.

Compact Development - Pattern of development in which structures and uses are located in close proximity to one another. In areas of the city that are developing, compact development refers to development that is contiguous or adjacent to existing development. See "Contiguous Development."

Competitive Economy Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines strategies for providing Kansas Citians with the opportunity to thrive and succeed in a rapidly evolving and highly competitive economic system. Employment training, education, transportation, incentives for businesses, business retention, and business assistance activities are some of the components of our economic strategy.

Connecting Corridors Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes recommendations to strengthen and create a variety of corridors in Kansas City. Cultural, entertainment, employment, transit and environmental corridors, among others, are addressed in this Building Block.

Conservation Areas or Neighborhoods - One of four neighborhood types developed in the FOCUS plan. This term describes neighborhoods that contain any age and type of development that is in good condition and of good quality with a strong market. The actions needed are to keep these areas stable, and to predict and address any emerging negative trends in order to avoid potential problems.

Contiguous Development - Development of tracts of land in areas immediately adjacent to existing development.

Cul-de-sac - A local street with only one outlet and having an enlarged area for the safe and convenient reversal of traffic movement.

Density - Term used to describe the amount or intensity of development on a tract of land. Density is generally measured in two ways: as the ratio of housing units to total land area (e.g., dwelling units per acre) or as the ratio of total building floor area to total land area or Floor Area Ratio (FAR) (e.g., a FAR of 2:1 means that the total square feet of building area is twice the total square feet of land area.)

Design Guidelines - A set of policy statements used to direct or guide the external features of a development, as well as the relationships within the development site and between the development and adjacent uses, in order to promote quality places.

Developing Areas or Neighborhoods - One of four neighborhood types developed in the FOCUS plan. This term describes areas located throughout the city where there are major expanses of land that have never developed, areas where development is imminent, and where some new development has occurred in recent years. The actions needed in these areas are related to planning considerations for new development and to the construction of new/adequate infrastructure.

Development Pattern - Configuration or organization of the built environment.

Diversity - Differences between groups in terms of age, gender, culture, race, ethnicity, income, religion or disability.

Down-Zoning - Rezoning of a property to a lower density or intensity, i.e. from a commercial to a residential, or from a multifamily to a single-family zoning district.

Downtown Loop - Area of the Urban Core that is defined and contained within the I-35/I-70 highways. Its distinguishable skyline and the agglomeration of commerce, civic and other activities make the Downtown Loop an essential component of Kansas City.

Environmental Stewardship - Responsible use and management of natural resources and energy.

FOCUS - "Forging Our Comprehensive Urban Strategy" or FOCUS, is the name of Kansas City, Missouri Strategic and Comprehensive Plan.

FOCUS Center - A neighborhood-based facility providing a range of services to local residents. See the FOCUS Centers Building Block.

FOCUS Centers Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block proposes the creation of neighborhood-based facilities to provide citizens with information and services. FOCUS Centers would be created through partnerships between the City, businesses, community anchors and community groups.

FOCUS, Phase I: The Policy Plan - Completed in 1994, Phase I of FOCUS provides a vision statement for Kansas City and fourteen supporting Principles for Policy. The vision statement emphasizes putting people first in all decisions.

FOCUS, Phase II: The Strategic and Comprehensive Plan - Phase II consists of the seven technical component plans of FOCUS. These are: Ccitywide Physical Framework Plan, Neighborhood Prototypes Plan, Preservation Plan, Urban Core Plan, Northland Plan, Human Investment Plan, and the Governance Plan. These seven plans are integrated with one another through the FOCUS Building Blocks.

Gateway - Major point of arrival into the city, or a particular part of the city, such as a neighborhood or business district. A gateway can either mark the physical entrance to the area, or it can mark the location where most people would feel they have entered an area, such as the first point along a major roadway where a person can see the downtown skyline of Kansas City.

Governance Plan - One of the seven FOCUS component plans developed during Phase II. The plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening citizenship and metropolitan cooperation. The plan also provides a framework to insure implementation of the FOCUS initiatives in the other FOCUS component plans.

Great Streets - A concept that promotes the concentration of new development and/or rehabilitation activity along specific corridors linking key activity centers across the community.

Greenspace - Land not available for construction and designated for conservation, preservation, recreation or landscaping.

Greenway - A continuous corridor of open (green) space that is preserved and not development. Greenways offer a variety of benefits, such as recreation, bicycle/pedestrian movement, and preservation of wildlife habitat along with other natural resources.

Healthy Community Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block incorporates "partnership" and "prevention" as strategies to help people achieve their full potential and addresses health issues, homelessness, racial intolerance, and other barriers.

Heart of the City - See "Urban Core."

High density housing - Generally includes apartment buildings over six stories in height, with more than 75 dwelling units on an acre of ground.

Housing Choice - Refers to the availability of a variety of types and locations of housing. Housing can vary according to size (e.g., number of rooms or stories),

style (e.g., bungalow, construction frame, two story, ranch), type (e.g., single family versus multi-family or duplex), location (e.g., urban versus suburban), price and other characteristics.

Human Investment Plan - One of the seven FOCUS component plans developed during Phase II. The plan outlines recommendations related to life-long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts, as well as, practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

Identity - The distinguishing character or elements of a place, neighborhood, commercial area or any other part of the city. See also "Sense of Place."

Impact fee - Fees charged to a developer to cover the costs that a development imposes on the community.

Incentive - Inducement provided by government to encourage development of a certain type or in a certain area. Examples include tax abatement, tax reduction, power to condemn and acquire property, density bonuses, etc. The term "highest incentive" is used in the FOCUS Plan to indicate the most significant incentives, to be offered businesses or developers who meet a specific list of criteria.

Infill development - Development of vacant or underutilized properties within predominantly built up neighborhoods and commercial areas.

Infrastructure - The basic facilities and equipment necessary for the effective functioning of a city, such as the means of providing water service, sewage disposal, telephone service, electric and gas connections, and the street network.

Intelligent Transportation System - A transportation system employing technology designed to increase the carrying capacity of existing roadways (e.g., actuated traffic signals based upon real time traffic flow).

Investing in Critical Resources Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines the city's fundamental responsibilities: to protect the lives and property of Kansas Citians, to be

responsible stewards of the public's capital assets, and to safeguard the natural environment. Commitment of resources and investments in these basic and essential services is one of the highest priorities for Kansas City.

Kansas City Register of Historic Places - The list of buildings, structures, sites and objects in Kansas City that have been recognized by the City Council for their architectural, historical, cultural or aesthetic significance. See "Landmarks Ordinance."

Land Use - A description and classification of how land is occupied or utilized, e.g., residential, office, parks, industrial, commercial, etc.

Land Use Regulations - Ordinances and resolutions which govern and direct development of land in a city. Examples include Zoning and Subdivision Regulations.

Landmark - Urban design feature serving as a visual focal point and source of community identity.

Landmarks Ordinance - The section of City Code that defines and establishes the Kansas City Register of Historic Places, the Landmarks Commission and the powers of the Landmarks Commission.

Leapfrogging - Development of a tract of land located well beyond previously developed areas, leaving undeveloped land in between. Utilities, infrastructure, police and fire protection and other public services must be provided to these "leapfrog" developments, making them costly to the City and to other taxpayers.

Life Long Learning Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block describes strategies providing people with learning opportunities throughout their lives. By focusing on people at all stages of their lives, life long learning ensures that Kansas City will become the capital of "Citizens Involved in Learning."

Light Rail - Transit technology which runs at grade or street level at approximately the same speed as adjacent vehicular traffic. The trains are typically two cars in length and run quietly. Light rail stations can be as close as a few blocks apart.

Low density housing - Generally one to three story single family and duplex housing, with no more than 14 dwelling units allowed on an acre of land.

Low-income housing - Housing which is affordable to households with incomes from 51% to 80% of the median income of a given area, as determined by the Department of Housing and Urban Development (HUD). Adjustments exist for smaller and larger families and for areas with unusually high or low incomes or where needed because of prevailing levels of construction costs or market rents. Two additional categories have been created by HUD: very low income housing - 31% to 50% of median income, and extremely low income - 0% to 30% of median income.

Major Street Plan - Official public document outlining the network of existing and proposed freeways, interstate highways, expressways, primary and secondary arterials, parkways and boulevards required to support the current and future development of Kansas City. The first Major Street Plan was adopted by the City Council in 1971. The current Plan was adopted by the City Council in 1996.

Medium density housing - Generally includes apartment buildings up to six stories in height, with generally no more than 75 dwelling units on an acre of land.

Metro Green - Study conducted by the Prairie Gateway Chapter of the American Society of Landscape Architects' Community Advisory Team (1992) that defines a concept for developing two concentric greenway corridors in the region. The Mid-America Regional Council is currently administering the concept's implementation, and many cities in the region have adopted it.

Metropolitan (Metro) Area - The five-county metropolitan area used by the City Planning and Development Department to define and describe greater Kansas City in FOCUS background reports. The counties included are: Jackson, Clay and Platte in Missouri and Johnson and Wyandotte in Kansas.

Metropolitan Statistical Area (MSA) - The eleven-county metropolitan statistical area defined by the U.S. Census Bureau to describe a broader metropolitan area for analyses and reporting. The Kansas City MSA includes Jackson, Clay, Platte, Cass, Ray, Clinton and Lafayette in Missouri and Johnson, Leavenworth, Wyandotte, and Miami in Kansas.

Mid-America Regional Council (MARC) - The Mid-America Regional Council (MARC) serves as the association of city and county governments and the Metropolitan Planning Organization (MPO) for the bistate Kansas City Region. MARC functions as an ongoing forum for area jurisdictions and diverse community interests to address mutual problems; conducts long-range planning and coordinates public policy to support the economic, social and environmental health of metro area; provides important services to the community and promotes the effectiveness of local governments through technical assistance, independent research and cooperative programs.

Mixed Income Housing - A multi-family housing development which includes a range of income groups. This mix is determined by the type of project financing. For example, a 100 unit development financed with low income housing tax credits, CDBG funds and private financing might have 60 units restricted for households with incomes below 60% of the median area income, 25 units for households below 80% of the median area income, and 15 units at market rate with no maximum income cap.

Mixed Use - A land use type which recognizes that many land uses and activities are compatible and should be co-mingled to promote physical development at a human scale. Mixed use allows the integration of commercial, office, medium to high density residential, and some light industrial land uses. These various land uses can be integrated either horizontally or vertically in a single building or structure, or in a small land area.

Mixed Use Center - A node of development and activity that provides a focal point for the surrounding area. This node incorporates mixed uses such as commercial, office, residential, and community serving facilities. The transportation/circulation system in a mixed use center is designed to accommodate a variety of modes, including pedestrian, transit, bicycle and the automobile. Mixed use centers are divided according to function and scale into regional, community and neighborhood centers.

Mixed Use Center - Community - A type of mixed use center designed to serve multiple neighborhoods which includes major retail, shopping, light industry, high density housing, and low to mid-rise office buildings.

Mixed Use Center - Neighborhood - A type of mixed use center designed to serve adjacent neighborhoods which provides services such as a grocery store, pharmacies, small to medium size office spaces, banks and other low-rise office buildings.

Mixed Use Center - Regional - A type of mixed use center designed to serve the entire metropolitan area, providing specialty shops, discount stores, major retail and entertainment venues, hotels, high density housing and mid to high-rise office buildings.

Mixed Use Center - Small Neighborhood - A type of mixed use center designed to serve a neighborhood and which provide small scale services, such as an ice cream parlor, coffee shop, small sit-down restaurant, a hair salon and other small businesses. These centers are located close to low density housing areas.

Mode - See Transportation Modes.

Moving About the City Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block represents our transportation strategy and addresses the need to move people and goods throughout the city. Our transportation strategy emphasizes reliability, efficiency and choice which are best achieved through a multi-modal transportation system.

Multi- modal center- Locations which support the coming together and linking of multiple transportation modes, such as air travel, automobile, pedestrian, rail, commuter rail, light rail and/or major bus routes.

Multi-modal Transportation - A transportation system using a variety of travel modes to transport people and goods. Components of this system include vehicular roadways, transit (bus, rail), bikeways, pedestrian paths (sidewalks), freight railways and airplanes.

Municipal Art Commission - A six member board appointed by the Mayor with two advisors charged with oversight of projects including: the One-Percent-For-Art program, an annual photography contest and bi-annual urban design awards.

National Register of Historic Places - The list of buildings, structures sites and objects that have been recognized by the National Park Service for their architectural, historical, cultural or aesthetic significance.

Neighborhood Assessment - A process for neighborhoods to identify priorities and improvement strategies according to their neighborhood type. The four neighborhood types, as defined in the Neighborhood Prototypes Plan, are conservation, stabilization, redevelopment, and developing.

Neighborhood Improvement District - A district established to allow private parties, by vote of a majority of landowners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Neighborhood Livability Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes strategies to make Kansas City's neighborhoods livable and enjoyable.

Neighborhood Prototypes Plan - One of the seven FOCUS component plans developed during Phase II. This plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of City services. A unique neighborhood assessment process helps citizens identify neighborhood improvement strategies.

Nodal Development - Pattern of development in which the most intense uses are located at the intersection of major streets, roadways and transit corridors and also in areas surrounding a transit station or transit stop. See also "Activity Centers."

Northland - Area within the limits of Kansas City, Missouri, located north of the Missouri River. This area, measuring 159 square miles, is mostly undeveloped and contains some of the region's major activity centers, such as KCI airport, Executive Hills, and Metro North Shopping Center.

Northland Plan - One of the seven FOCUS component plans developed during Phase II. This plan was developed specifically for the Northland. This plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already

exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle-friendly arterials.

Park-and-Ride Centers - Centers located in the outlying suburban areas along transit corridors which allow suburban residents to drive to the center, park their cars, and use the transit service to reach the city or major activity centers.

Parks and Boulevard Plan - Plan prepared by the Parks, Recreation and Boulevards Department addressing the city's needs and priorities for new parks, community centers, recreation areas, parkways and boulevards. The current plan was adopted in 1993.

Parkway - See "Boulevard."

Pedestrian-Oriented Development - Development which provides facilities for walking and encourages pedestrian use, designed to make movement on foot attractive and comfortable and to reduce the dependence on motorized vehicles for short trips.

Physical Environment Plans - This term describes the five (out of seven) component plans of FOCUS, Phase II, that are "physical" in nature. These "physical" plans are the Citywide Physical Framework Plan, the Neighborhood Prototypes Plan, the Preservation Plan, the Urban Core Plan, and the Northland plan.

Plans, Zoning and Economic Development Committee - One of four standing City Council committees. The Committee's responsibilities include holding public hearings to review all planning and development proposals and making recommendations for action to the full Council.

Policy Statements - Specific directives outlined in the FOCUS Policy Plan that indicate criteria for making decisions as well as priorities and issues of importance for the city.

Preservation Plan - One of seven FOCUS component plans developed during Phase II. This plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that

make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

Primary Arterial - Street designed to move through traffic. These streets can also accommodate major access points from abutting properties. Where traffic is heavy or movements may become congested, access to abutting land is often restricted to traffic moving in one direction.

Principles for Policy - The fourteen major themes and statements of philosophy developed during Phase I that are essential for the city to achieve Kansas City's vision. All City actions are measured against these fourteen principles.

Priority Development Areas - Concept developed in the FOCUS Citywide Physical Framework Plan which is designed to help in guiding land use and development policies. Each Development Priority Area represents an area which is currently developed, which is contiguous or adjacent to existing development, and where public facilities and infrastructure are already in place. Development outside of these areas should only be encouraged when it meets a larger FOCUS objective.

Property Maintenance Code - Part of the City's Code of General Ordinances that set standards for the maintenance and rehabilitation of properties to insure public health, safety and welfare and to upgrade neighborhoods.

Public housing - Housing for persons with incomes generally below 50% of the median income level which are owned by the local public housing authority.

Quality Places to Live and Work Building Block - One of the twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block provides guidelines to ensure that development in the city will establish a good relationship between people and the various physical elements of the city, including residential and commercial areas, focal points, activity centers, landmarks, corridors, waterways, and others.

Re-zoning - Process by which the authorized uses of a property are changed or modified. The City Council, upon recommendation from the City Plan Commission, is authorized to change the zoning of any property within the city as long as the action is justified by public necessity, convenience or general welfare.

Redeveloping Areas - A FOCUS concept describing areas in which severe problems exist -- the existing fabric of the area is generally gone and significant public and private investment is necessary. Redevelopment of these areas can meet market needs for residential and commercial development in older parts of the city. The actions needed are preserving structures that are sound or that may be historically significant, demolishing structures which are in poor condition, building new structures and creating a new fabric for the area.

Recycling - Process of separating, collecting, processing, marketing, and ultimately using material that would have been otherwise thrown away. For example, a newspaper can be "recycled" for other printed matter or other paper products. Cans and bottles can be crafted for other uses.

Red-lining - A practice among financial institutions and insurance companies of refusing to provide services to certain supposedly high-risk geographical areas, regardless of the merits of the individual applicants; derived from the red line that the institutions may draw around the area on a map.

Right of way - Property designated to be used for streets, highways, transit corridors, and other transportation related needs.

Secondary arterial - Street designed to provide access for one or more neighborhoods to various activity centers, community shopping centers, strip commercial areas, employment centers and community and regional recreation areas. Secondary arterials pick up traffic form collector streets and preserve the integrity of residential neighborhoods by keeping traffic out of them.

Sense of Place - The sum of attributes of a locality, neighborhood or property that give it a unique and distinctive character.

Septic system - An on-site system designed to treat and dispose of domestic sewage. A typical septic system consists of a tank (septic tank) that receives waste from a residence or business and a system of tile lines or a pit for disposal of the liquid effluent (sludge) that remains after decomposition of the solids by bacteria in the tank. A septic system must be pumped out periodically.

Signage - Display boards or surfaces used for directions, identification, instructions, or advertising; usually consists of lettering, pictures, diagrams, decoration, etc., often in combination, on a contrasting background surface.

Solid waste - Refers to garbage, refuse, sludges and other discarded materials. Even though the word "solid" appears in the name, solid waste can be a solid, liquid, semi- solid, or contained gaseous material.

Stabilization Areas or Neighborhoods - One of four neighborhood types developed in FOCUS. The term describes areas that contain any age and type of development that is having problems -- with building renovation, stagnant property values, increasing vacancies and/or a weakening market. These problems can range from relatively minor to severe. These areas contribute a variety of housing, commercial and industrial space at a variety of cost levels. The actions needed involve addressing the problems that exist -- stabilizing where feasible or significantly upgrading where necessary.

Streetscape - The environment along a street in an urbanized area. Streetscape elements include the roadway, including medians and associated landscaping, fountains, sculptures, sidewalks, on-street parking, street lighting, pedestrian lighting, traffic signals, signage, trees, benches, trash containers, newspaper and other vending machines, bus shelters and others features within the area of the right-of-way.

Strip Commercial Development - Development pattern that consists of long stretches of uninterrupted commercial development. This type of development pattern is generally oriented to shoppers in automobiles and is not friendly to pedestrian usage.

Subdivision - Land, vacant or improved, which is divided or proposed to be divided into two or more lots, parcels, sites, units, plots or interests for the purpose of offer, sale, lease or development.

Subdivision Regulations - Ordinance regulating the subdivision of land within the city.

Sustainability - An approach to design, development and management of community, which does not compromise the environment or the ability of future generations.

Tax Incentives - Tools and mechanisms that convey one or several financial advantages to a particular employer, developer, or homeowner for a specific period of time. Incentive programs include Tax Increment Financing and Tax Abatement, the forgiving of a portion or all taxes due.

Tax Increment Financing (TIF) – Astate legislated incentive mechanism whereby certain redevelopment project expenses are financed through Payments in Lieu of Taxes (PILOTS) and 50% of Economic Activity Taxes (EATS) resulting from a redevelopment project. PILOTS are equal to the increase in assessed property valuation as a result of the project. EATS are composed of taxes generated by economic activities within the project including sales taxes, utility taxes, earnings taxes, and others. The project must be located in a blighted area, a conservation area, or an economic development area, and it must be determined that without TIF assistance redevelopment would not occur. A TIF plan must comply with the general development plan of the municipality.

Transit - Term used in reference to public transportation, including buses, light rail, commuter rail, and others.

Transit Corridor - Corridor which is served by public transit and which supports the development pattern of the surrounding areas. Development along transit corridors is generally pedestrian friendly. Higher development densities are generally allowed at the intersection of transit corridors or at transit stops.

Transit Impact Zones - Areas surrounding transit stations where higher density development should be permitted to provide support for transit usage. The zones are divided as primary impact zones, which extend to a radius of 600 feet around the transit station, and secondary impact zones, which extend from 600 feet up to a quarter- mile radius around the transit station.

Transit-Oriented Development - Development and land uses which support and encourage public transportation. Buildings may provide minimum areas for parking; ancillary support uses for transit, such as a waiting area or ticket purchase station; pedestrian friendly streetscape and street furniture; and multiple uses within a building.

Transportation Demand Management(TDM) - Refers to developing policies plus public and private programs to manage the demand placed on transportation

supply. Actions may include increasing the use of public transit and carpools, staggered work hours, etc.

Transportation Modes - Term used in reference to the various mechanisms that move people or goods. Transportation modes include automobiles, bicycles, transit, rail, barges, airplanes, pedestrian and others.

Urban Core - Area of dense development and activity in Kansas City, Missouri. The area generally from the Missouri River on the north, 75th Street on the South, the Kansas-Missouri state line on the west and the Blue River on the east.

Urban Core Plan - One of seven FOCUS component plans developed during Phase II. The plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

Urban Form - The large-scale organization and design of the city, including the massing and organization of buildings and the space and relationship between them.

Urban Villages - Communities within the city with many locally available amenities and services and a pedestrian-friendly environment. An urban village is characterized typically by residential, commercial, educational, religious and recreational activities that recognize and reinforce the unique character of a specific neighborhood and include a village center which is within walking distance for neighborhood residents.

Zoning - Mechanism through which cities regulate the location, size and use of properties and buildings. These regulations are designed to promote the health, safety, morals or general welfare of the community; to lessen congestion in streets; to prevent the overcrowding of land; to avoid undue concentration of population; and to facilitate the adequate provision of transportation, water, sewage, schools, parks and other public requirements.

Zoning Ordinance – Chapter 80 of Kansas City's Code of Ordinances implementing zoning as a tool for regulating land use.

ACKNOWLEDGEMENTS

Mayor and City Council

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford
First District-at-Large

The Honorable Jim Glover
Second District-at-Large

The Honorable Ronald E. Finley
Third District-at-Large

The Honorable Evert Asjes III
Fourth District-at-Large

The Honorable Ken Bacchus
Fifth District-at-Large

The Honorable George D. Blackwood, Jr.
Sixth District-at-Large

The Honorable Teresa Loar
First District

The Honorable Paul Danaher
Second District

The Honorable Mary C. Williams-Neal
Third District

The Honorable Aggie Stackhaus
Fourth District

The Honorable Kelvin L. Simmons
Fifth District

The Honorable Judith Swope
Sixth District

City Plan Commission

Mr. Whitney E. Kerr Sr.
Chair

Mr. Phil Klawuhn
Vice-Chair

Members:

Ms. Eloise Allen
Mr. Al Caudle
Mr. Charles F. Myers
Mr. Cris Medina
Mr. Frank Zilm, FAIA

FOCUS Steering Committee

Father Thom J. Savage, S.J.
Co-Chair

Mr. Leonard J. Graham, P.E.
Co-Chair

Members:

Ms. A. Lee Alexander
Rev. Stan Archie
Ms. Edie Ballweg
Ms. Angela Bennett
Ms. Janet Blauvelt
Mr. Jim Bergfalk
Mr. Alvin Brooks
Mr. Ben Bryan
Mr. Arthur Diaz
Mr. Peter Dreyfuss
Mr. Alex Ellison
Mr. Richard L. Farnan, FAIA
Mr. David Fenley
Mrs. Frances Foerschler
Mr. Charles A. Garney
Mrs. Ellen Holmes
Dr. Brenda Kelly
Mr. Charles F. Myers
Mr. Kelley M. Martin
Mr. Clyde McQueen
Ms. Pauline Rios
Mr. Steve Roling
Mr. Thomas M. Rule
Mrs. Dorothy Stroud
Ms. Ana Valdez
Mr. Turner White

Ex-Officio Members:

Mr. Whitney E. Kerr Sr.
Mr. Frank Zilm, FAIA

Chair, City Plan Commission City Plan Commission

Neighborhood Prototypes Work Team

Co-Chairs:
Ms. Mamie Hughes
Mr. John Loss

Vice-Chairs
Ms. Rhonda Burnett
Mr. Joe Egan

Ms. Gail Andersen
Mr. William Beck
Ms. Patricia Beets, AIA
Mr. Larry Bowman
Mr. Patrick B. Brown
Ms. Cynthia Canady
Ms. Kim Carlos
Mr. Rick Chambers
Major Francy Chapman
Mrs. Icelean Clark
Ms. Velda Cook
Mr. Anderson F. Corder
Mr. Thomas Cosgrove
Mr. Randy Crawford
Mr. Thomas A. Davis
Mrs. Nancy DeLaurier
Mr. Jacques DeLaurier
Ms. Polly Whitman
Ms. Adrienne Williams
Ms. Beth Derrough
Mr. Jerry Dobson
Ms. Mary Jo Draper
Rev. Raymond C. Govan
Ms. Denise L. Graves
Ms. Meg Harding
Ms. Patricia Hebert
Mrs. Karen Jacks
Ms. Annmarie Jackson
Mr. Steve Johnson
Ms. Ellen King
Mr. Jim Koeneman
Mr. Michael McAfee
Ms. Susan McBeth
Mr. Jon Meulengracht
Mr. Jerry Nelson
Mr. James E. O'Shea
Ms. Holley Palmay
Mr. David Park
Ms. Adriana Pecina
Rev. C.L. Perkins
Mrs. Willie Porter
Ms. Nanci J. Regan
Mr. Paul G. Rojas
Mr. Al Santellan
Mr. Jim Scott
Mr. Gerald Shechter
Mr. John Sheets
Mr. Steve Sulzer
Ms. Patricia J. Thomas
Ms. Carolyn Vellar
Mr. Carl VonCannon
Ms. Kay Wallick
Ms. Mable L. Washington

Neighborhood Prototypes Community Advisory Team

Staff Leaders:
Ms. Heidi Bilardo
Ms. Jean Davis

Volunteer Project Leaders:
Mr. William E. Judy
Ms. Margaret Jo Smith, AIA
Ms. Thelma Williams

Members:
Mr. Jerry Bertram
Ms. Kay Miller Boehr
Mr. Jim Borchers
Mr. Howard Carson
Ms. Sharon Cheers
Ms. Suzane Cole
Ms. Barb Conover
Mr. Greg Crawford
Mr. Irwin Cushon
Ms. Lois Daniel
Ms. Rachel Dickey
Mr. Jamal Gamloy
Mr. John Gladeau
Ms. Evelyn Gorten
Ms. Mike Hancock
Ms. Barbara A. Jarrett
Ms. Kathleen Karnes
Mr. Marty Kraft
Ms. Harriett A. Kuehne-Fry
Mr. Vince LaTona
Mr. Skip Moon
Mr. Pat Murfey
Mrs. Willie Porter
Mr. Ronald Posey
Ms. Fran Raper
Ms. Jean H. Sinclair
Mr. Grant Stauffer
Ms. Maury Lee Thompson
Mr. Michael Toombs
Ms. Patricia J. Thomas
Mr. James Wagner
Mr. Kenneth Watt
Mr. Alan Dudley Warnock

Ms. Barbara K. Engler
Mr. Joe Falk
Ms. Dorothy Fauntleroy
Mr. Thomas W. Neff
Mr. Allen Norman
Mr. Monty Phillips
Ms. Judy Weber
Mr. Jerry Wendt
Ms. Marva Wotorson

Consultant Team

Gould Evans Goodman and Associates
Kansas City, Missouri
Mr. David Knopick

Balloffet & Associates
Fort Collins, Colorado
Mr. Ray Moe

LGC Associates
Kansas City, Missouri
Ms. Linda Cooper
Ms. Verneda Robinson
Ms. Suzetta Parks
Ms. Shirley Phenix

Management Team

Ms. Vicki L. Noteis, AIA, Director
City Planning & Development Department
FOCUS Kansas City

Mr. Robert L. Collins
City Manager

Ms. Therese Brekke
Assistant Director of FOCUS

Ms. Judy Swanson
Project Manager,
Neighborhood Prototypes Plan

Ms. Lynnis Jameson
Manager Physical Environment Plans

Additional Staff Support
Ms. Crescenthia Brown,
Ms. Judy Hansen
Mr. Mario Vasquez
Ms. Katherine Linder
Mr. Thad Biggerstaff

We sincerely regret any inadvertent spelling errors or omissions.

May 1998

To the Mayor, Members of the City Council and the Citizens of Kansas City,

As Co-chairs of the FOCUS Kansas City Urban Core Work Team, it is with great enthusiasm that we present the FOCUS Urban Core Plan. This is one of the seven components of the FOCUS Plan that was adopted by the City Council in October of 1997.

In this report we have created a framework to guide the people of Kansas City toward a common vision for the coming 25 years. With the help and advice of thousands of Kansas Citians, we have worked hard to synthesize ideas for the future of our city. This plan provides eight broad aspirations for the urban core which are the basis for detailed initiatives and action-steps. These initiatives and action steps are to be implemented in four geographical areas: Neighborhoods, Mixed-use Centers, Central Business Corridor and the Downtown Loop.

This plan allows flexibility to meet changing conditions in the next 25 years. While it is possible to foresee into the first few years with some clarity, we recognize that changes in the economy, technology and culture are impossible to predict in the long term. Nonetheless, our basic aspirations for revitalization of the Heart of the City will continue to be valid and useful as a guide for decision-makers—from individual citizens to future Mayors and City Councils—toward a healthy and vibrant central city.

Working on this plan has made us optimistic about this sustained revitalization of the Heart of the City. On behalf of the Work Team, Community Advisory Team, staff and consultants, we thank you for this opportunity to share the future of our great city.

Sincerely,

E. Frank Ellis

Thomas McDonnell

HEART OF THE CITY

Table of Contents

INTRODUCTION TO FOCUS i

SUMMARY OF THE PLAN FOR THE URBAN CORE vii

STRUCTURE OF THE PLAN 1

BUILDING ON OUR STRENGTHS 7

HEART OF THE CITY – EIGHT ASPIRATIONS 11

- Link activity centers with efficient, cost-effective transportation alternatives 13
- Reinforce, reaffirm and rebuild our great and varied neighborhoods 15
- Provide high-quality and accessible education for all residents of Kansas City 17
- Create great streets and revitalize boulevards 19
- Create a new generation of urban amenities 21
- Recognize culture as commerce 23
- Create and maintain America's cleanest city 25
- Retain and attract good business citizens and jobs 27

GEOGRAPHICAL APPLICATION OF EIGHT ASPIRATIONS 29

- Neighborhoods 31
- Mixed-use Centers 43
- Central Business Corridor 69
- Downtown Loop 101

APPENDICES 123

- A: Restructuring Zoning 123
- B: Mixed-use Design Guidelines 131
- C: Historic Preservation 139
- D: Multi-modal Transit 143
- E: Great Streets and Boulevards 149
- F: Clean City 153
- G: Targeting Incentives 157

CONCLUSION 159

List of Maps

GEOGRAPHICAL APPLICATION OF EIGHT ASPIRATIONS

Mixed-use Center Locations 45
Central Business Corridor 72
Land-use Concept Plan for the CBC 75
Riverfront District 78
West Bottoms District 81
East of Loop District 83
18th and Vine District 85
Crossroads District 86
Crown Center / Union Station District 89
Midtown District 93
West Bottoms District 81
Plaza / Westport District 96
Downtown Loop Districts 107
Downtown Loop Great Streets 111
Downtown Loop Transit Systems 113
West Bottoms District 81

APPENDICES

Urban Core Land-use Concept Plan 129
Urban Core Great Streets and Boulevards 154
Proposed Major Storm and Wastewater Projects 139
Urban Core Areas Targeted for Incentives 158

Introduction to FOCUS

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities to follow in the future.

Thousands of Kansas City citizens have created this blueprint for our city's future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS - Forging Our Comprehensive Urban Strategy - is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the City of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that people are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

> We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.
>
> We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, or neighborhoods, our schools, our businesses and our city.

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for the City to achieve its vision. These are the foundation of our City's character. All City actions are measured against these fourteen principles. They were derived from the wealth of citizen ideas generated in the Phase I Perspective Group process.

Reaffirm and Revitalize the Urban Core

Central to the city's vitality is the Urban Core, with its diverse population; historic neighborhoods; cultural, recreational, and sports attractions; central business corridor; and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development

The health of our city depends on recognizing the interdependency of the city's suburban areas and the Urban Core. Each must be healthy for the city to attract development and grow. Quality suburban development enables the city to compete for residents and jobs and is an important part of the city's ability to grow in the future.

Plan for a Well Designed City Framework

The design and maintenance of the city's transportation and infrastructure systems create a framework for sustainable development. Excellent planning systems create a framework for sustainable development and a unique city that is physically unified and beautiful.

Strengthen Neighborhoods

Well planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship

Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City

Personal comfort, safety, security and peace of mind are essential to residents and businesses in a livable city.

Respect Diversity
Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts
Learning is fundamental to citizenship, self enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city's economic base.

Develop Jobs for the Future
The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its competitive role and provide employment opportunities for its citizens.

Create Opportunity
Community and individual self esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People
Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow's world.

Target Financial Investments Strategically
The City must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city's vision.

Build Government through a Strong Partnership with Citizens
Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional cooperation
The City of Kansas City is at the center of a metropolitan community where the challenges of building on the region's strengths and addressing its problems demand a collective response.

FOCUS Phase II - The Strategic and Comprehensive Plan
Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded Steering Committee, with the help of seven Work Teams made up of over 350 people and additional Community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

The Citywide Physical Framework Plan provides strategic land use planning guidelines, addresses the future character of growth, development and redevelopment as well as capital needs of the City.

The Neighborhood Prototypes Plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies to their distinct requirements.

The Preservation Plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

The Urban Core Plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

The Northland Plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle friendly throughways.

The Human Investment Plan outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

The Governance Plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven Work Teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues enabling all parts of the city to work in concert toward the same goals.

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks". With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a new American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relate to these Building Blocks. A

more detailed description of the Building Blocks can be found in the document entitled FOCUS Kansas City - An Overview.

Building The New American City

Making Connections For The 21st Century

The qualities in our heritage that have made us a great city will help us move into the 21st Century as the New American City. Kansas City has always had the willingness to take the bold step--from the construction of the Hannibal Bridge in 1869, that guaranteed us pre-eminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face our future challenges.

Current trends tell us that the American city of the 21st Century will be an eclectic place with a diverse population, a diverse economic base, and an array of lifestyle and job choices. Kansas City can uniquely position itself to become a model for this new kind of city because we do not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one connected city with a clear agenda for the future.

FOCUS emphasizes connections - connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Kansas City has the natural, physical, and human resources necessary for success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandates investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the New American City is a new way of thinking and acting. The following pages represent Kansas Citians' commitment to our city, our children and our aspirations for the future.

Summary of the Plan

The real and symbolic Heart of Our City

We, the people of Kansas City's urban core, must work together with the City to provide the stewardship to guide the continued revitalization of the Heart of the City. Together, we will build on its strengths to make it the most exciting place to live, work and play in the region, creating a viable and charismatic alternative to the suburbs. Home to our most venerable neighborhoods, active commercial centers, significant cultural institutions and the majority of our historical assets, the urban core is the real and symbolic heart of our city. Enhancing its health and vibrancy is critical to the long-term success of our entire Metropolitan Area.

The *Plan for the Heart of the City* is developed as a flexible framework to guide participants at all levels of the process of urban revitalization - from residents to corporations to governments - towards a vision for the year 2025. It was developed with the ideas and advice of thousands of Kansas Citians, weaving together existing and new ideas to offer a framework with which the City and the community should make decisions about investing in our future.

Urban living: providing choices for the people of Kansas City

Made possible by renewed interest in the advantages of urban living, the opportunity to achieve our aspirations for the Heart of the City is better now than ever before. In our densest areas - the Downtown Loop, the River Market and the Plaza - there are

waiting lists for nearly every converted-loft and new or rehabilitated apartment building. Ongoing shifts in our demographic patterns, led by the fastest growing segments of our population - empty nesters and young single people - ensure that this market will continue to grow as more people are enticed by the excitement and conveniences of higher density, urban living. A similar shift is occurring as interest increases in traditional urban neighborhoods; this trend is made evident by steadily rising property values in core neighborhoods where families are realizing the value of our quality housing stock, historic development patterns and proximity to our cultural and business centers. Responding to this new market demand and building on our extraordinary building stock and urban fabric, we will expand the range of choices for the people of Kansas City, making a better place for current urban residents and a desirable alternative to a suburban lifestyle.

People as Customers and the Stewardship Ethic

To guide our thinking on the development of the *Plan for the Heart of the City*, the work team developed a general concept that structures the entire plan. We used the desires and needs of people to guide our decisions. In doing so, we chose to think of our People as Customers – and our City as a Product.

Complementing the concept, the work team developed a supporting and corresponding ethic. As a place of huge investment in buildings, infrastructure, institutions, businesses, parks and other public spaces, the urban core has places and structures of great character and value as well as our most cherished landmarks, community symbols, historic buildings and great civic enterprises. It makes sense therefore to adopt a "Stewardship Ethic" that conserves and preserves this historic investment while utilizing and expanding these great resources.

Eight Aspirations

Beginning with our belief that we must build on the extensive assets of our central city and supported by our guiding concept and ethic, we developed eight major aspirations to achieve our goals.

Link activity centers with efficient, cost-effective transportation

Create a new generation of urban amenities

Reinforce, reaffirm and rebuild our great and varied neighborhoods

Recognize culture as commerce

Provide high-quality and accessible education for all residents of Kansas City

Create and maintain America's cleanest city

Create great streets and revitalize boulevards

Retain and attract good business citizens and jobs

Plan for the Heart of the City

Across the urban core, we advocate focusing energy in two primary ways. In the Central Business Corridor (CBC), the higher density, mixed-use area from the Missouri River to the Plaza, we advocate implementing strategies to increase the density of development and activity. We advocate completing the transformation of this area into a vibrant, urban center where the people of Kansas City can find options for homes, jobs and entertainment in an exciting and beautiful city environment. Outside of the CBC, to the Blue River on the east and 75th Street on the south, the urban core is home to over 100 neighborhoods. Each deserves protection from the encroachment of increasing commercial development, reinvestment based on a self-assessment process to determine critical needs and a new, supporting commercial development pattern occurring in mixed-use activity centers instead of traditional, commercial strip development. To connect these activity centers together and to the CBC, we have designated a network of Great Streets to complement the Boulevard system, focus reinvestment in the rehabilitation of infrastructure and promote redevelopment activity.

FOCUS on the Central Business Corridor

Within the CBC, we envision a series of 24-hour districts, each with its own character and a wide range of activities that are mixed by district, block and even building. In these areas, people can walk from their homes to their jobs; transportation alternatives are accessible and easy to use; and entertainment options are varied and appealing. This plan designates a series of "Great Streets" and Transit Impact Zones where the City will focus its resources and encourage investment by targeting its use of incentives in these critical corridors and transportation nodes. To support this revitalization, we have recommended commitment of capital investment by the City based on pre-determined percentages of the overall budget. To complement this pubic investment, we recommend the formation of Special Benefit Districts to bring the resources of the private sector to bear in a unified and beneficial manner.

The Downtown Loop: 24-hour living, working and playing

In particular, we have identified the Downtown Loop as the most important area of the CBC for reinvestment; it is critical to reinforce its primacy as the business center and to enhance the Loop with more residential opportunities and new entertainment venues. We have dedicated a section of the report to the Loop, offering to it our most detailed recommendations and analysis.

Aerial view from the east of the Downtown Loop in 25 years.

Kansas City style houses

Mixed-use Center at Independence and Benton

Clustering Investment

In other areas within the CBC, we have recommended clustering new and revitalized public amenities to further the investment made in individual projects. These include the restoration of Liberty Memorial, a new transit "Gateway" center, the new Performing Arts Center, the Town of Kansas and new Riverfront development.

FOCUS on Neighborhoods and new Mixed-use Centers

Outside of the CBC, the more than 100 neighborhoods of the urban core are characterized by quality, historic homes and traditional development patterns. They are inhabited by people of all ethnicities and backgrounds. Through a strategy of reinvestment and targeted resource allocation, the neighborhoods will be revitalized by taking advantage of existing strengths and a new nodal pattern of supporting commercial and mixed-use development. We recommend that the traditional focus on the major commercial corridors such as Prospect, Independence and Troost Avenues be shifted to a new emphasis that values the development and redevelopment of activity centers at the intersections of important streets. We call these areas Mixed-use Centers and have identified the best candidates for this type of focused revitalization effort, recommending targeting reinvestment and incentives to these designated areas.

Within the neighborhoods, we support the plan developed in the Neighborhoods component of FOCUS to engage the neighborhoods in a self-assessment process, designed to determine their specific needs for effective targeting of capital improvement investment where it is most needed. Through this process, the City will facilitate the rezoning of many of the urban neighborhoods to protect them from unwanted development. For neighborhoods on the edges of the CBC and the Mixed-use Centers, special attention has been focused in this plan to protect neighborhoods from commercial and other encroachment with the development of special design guidelines. In addition to these physical measures we recommend the complete implementation of community policing in all neighborhoods and other initiatives planned by the Human Investment component of the FOCUS plan.

Urban Core Strategies

Throughout the *Plan for the Heart of the City*, we have emphasized several strategies to achieve our goals within the neighborhoods, the Mixed-use Centers and the districts of the CBC. First, we recommend restructuring

zoning to embrace our goals for mixed-use development and protected neighborhoods. Critical concepts of this portion of the plan include the addition of "build-to" requirements that would require new mixed-use development to reinforce the historic streetwall as well as new rules creating "consistency requirements." Consistency requirements will ensure that rezoning efforts comply with this land-use plan. To complement the rezoning, we have created new design guidelines to help achieve the goals of FOCUS, especially the enhancement of the pedestrian environment throughout the urban core. We have also developed detailed plans for creating a transportation system that includes the use of the automobile but also offers improved and interconnected transit options. We recommended sustained investment into basic infrastructure upgrade and maintenance. Finally, we have collaborated with the Historic Preservation Work Team to develop strategies for reuse and adaptation of historic buildings and districts, including inventories and rankings of historic properties and the adoption of a rehabilitation building code to facilitate adaptive reuse of existing buildings.

The future of the Heart of the City

Priority Initiatives for Implementation by 2000

The *Plan for the Heart of the City* is a plan for the next 25 years; accordingly, it describes a long-term vision for the urban core. To facilitate implementation of the plan, however, the Work Team considered the complete list of initiatives described in this report and determined the initiatives that are the most critical for initiation within the first two years of the plan and those that will be started within the first seven. In the list of initiatives for implementation by the year 2000, we focused primarily on initiatives that change policy within the City to stimulate private investment.

Target the use of incentives to specific areas including Great Streets, Transit Impact Zones, Mixed-use Centers

While our aspirations for the revitalization of the urban core are expansive, the resources of the City are finite. To ensure that we best utilize the available incentive programs for private development, the Urban Core Work Team recommends prioritizing and limiting their use to the critical areas designated by this plan. The Great Streets, Transit Impact Zones and Mixed-use Centers have been created to provide a framework for revitalization efforts, including the targeting of City investment and incentives. Outside of this network, incentives will be used to encourage residential development, especially higher-density residential in the areas identified by our land-use and zoning plan as mixed-use or higher density residential.

Establish and commit set percentages of City Capital Improvement funding to the Downtown Loop, the Central Business Corridor, the Mixed-use Centers and the Neighborhoods.

To guarantee continued investment into the critical areas identified by the *Plan for the Heart of the City* and demonstrate the City's commitment to

leadership in the plan's implementation, the City will commit set percentages of capital improvement funding to the Downtown Loop, the Central Business Corridor, the Mixed-use Centers and the Neighborhoods. This commitment will be based on the fact that over half of the developed land and population of Kansas City is within the urban core and on the history of deferred maintenance and reinvestment into these areas. In conjunction with the recommendations of the Community Infrastructure Committee, this committed investment will be made in the following areas:

- Streetscape improvements including sidewalks, street furnishings and enhanced lighting
- Bridge and other infrastructure upgrades
- Transportation improvements
- Parks and open spaces
- Major projects and urban amenities

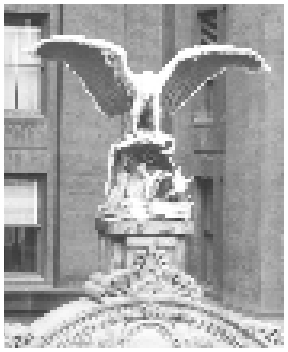
The commitment will be in the following approximate percentages:

For the first seven years of the FOCUS plan:

Downtown Loop	10 - 15%
Central Business Corridor (not including the Downtown Loop)	5 - 10%
Mixed-use Centers	3 - 5%
Core Neighborhoods	20 - 25%

After the first seven years of the FOCUS plan:

Downtown Loop	3 - 5%
Central Business Corridor (not including the Downtown Loop)	10 - 15%
Mixed-use Centers	3 - 5%
Core Neighborhoods	20 - 25%



Recently rehabilitated New Yok Life Building

Adopt a Rehabilitation Building Code to facilitate adaptive re-use of historic and existing buildings.

To facilitate the rehabilitation and adaptive re-use of valuable existing buildings the City will adopt a Rehabilitation Building Code that is designed to provide health and safety while responding to the realities of older buildings.

Create a Special Benefit District for the Downtown Loop

The *Plan for the Heart of the City* identifies the Downtown Loop as the most critical area in the Central Business Corridor for revitalization efforts. To complement the City's committed investment to the Loop, business and property owners of the Loop must unite to create a Special Benefit District, preferably in the form of a Community Improvement District. Through tax assessment of its members, this organization will generate significant funding and conduct the following potential activities:

- Marketing the Downtown
- Enhancing security measures including the support of "Downtown Ambassadors"

- Improving streetscape and green space
- Investing in public art
- Assisting developers and business owners with information and technical support
- Funding sidewalk snow removal, cleaning and other maintenance

Festival at Penn Valley Park

Implement neighborhood assessment process with City policy to encourage downzoning of neighborhoods

As recommended by the Neighborhoods Work Team, the Urban Core Work Team supports the implementation of the Neighborhood Self-assessment process as a tool for identifying critical needs and targeting investment. Within the core neighborhoods, this process will be used to encourage neighborhoods to change their zoning classifications to protect themselves from commercial and other encroachment while encouraging positive residential and other development.

Adopt Design Guidelines

The *Plan for the Heart of the City* prescribes a new set of design guidelines to be adopted by the City for use in reviewing proposed projects and for guiding developers in the design of new projects. The new guidelines are designed to support the goals of this plan.

Designate Great Streets, Transit Impact Zones and Mixed-use Centers

To prioritize public investment and lead private development efforts to the critical areas described in this plan, the City will officially designate the recommended Great Streets, Transit Impact Zones and Mixed-use Centers.

Restructure zoning ordinance to embrace mixed-use concept

To support and encourage higher density mixed-use development as described in this plan, the City will restructure the existing Zoning Ordinance that is cumbersome and lacks critical requirements for the development of a quality urban environment. The ordinance will be simplified by combining existing categories into a series of "Mixed-use" categories that would be applicable throughout the Central Business Corridor and the Mixed-use Centers. Critical additions to the ordinance include the requirement of a "build-to" line that would require a certain percentage of new construction to be built adjacent to the street, reinforcing the historic streetwall that characterizes Kansas City.

Improve City enforcement of codes

Critical to all areas of the core and especially the neighborhoods, the City's enforcement of codes will be upgraded to ensure that negligent property owners maintain their properties at minimum standards.

Create and adopt a pedestrian masterplan to support multi-modal transit system

Central to the *Plan for the Heart of the City* is the enhancement of the

Linwood and Paseo Boulevards

pedestrian environment, particularly in the mixed-use areas and along the Great Streets. To support this goal of the plan, the City will sponsor the development of a Pedestrian Masterplan to codify guidelines for safety and aesthetic enhancements.

Complete restoration of Liberty Memorial
Liberty Memorial is not only a symbol memorializing the First World War, it is also a symbol of our City's history of perseverance and community activism. Its restoration is a critical component to the revitalization of the urban core.

Implement Town of Kansas Urban Archaeological Park
The proposed Town of Kansas Archaeological Park will celebrate our heritage by allowing visitors to participate in ongoing archaeological field study, creating an interpretive center and establishing a Kansas City History and Visitors Center. To support the surging heritage tourism industry with a center for heritage activities, the City will support the implementation of this critical project

Complete construction of Midtown Marketplace
To provide urban core residents access to high volume, discount shopping and to complete a symbol of urban reinvestment, the Midtown Marketplace project will be completed. Efforts to create new buildings that adhere to the design guidelines proposed herein will be made.

Priority Initiatives for Implementation by 2005

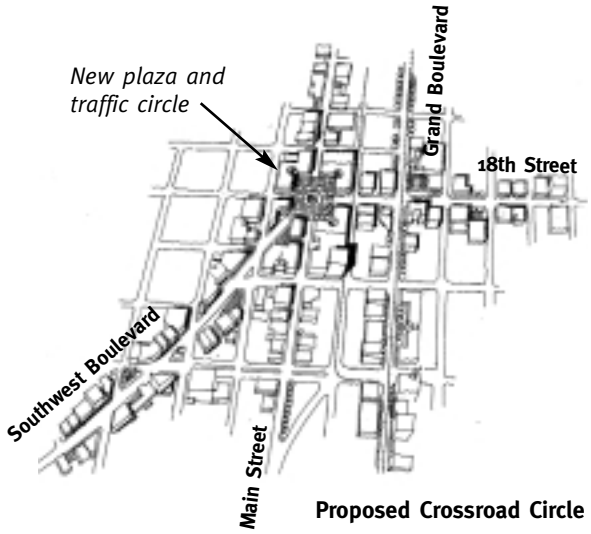
In our list of initiatives for implementation by the year 2005, we shifted our emphasis to capital improvement projects funded by both the City and the private sector. Our intent, again, is to focus initially on policy revision to facilitate the longer-term development of major capital improvements and enhancement of operational functions.

Create Special Benefit Districts in other areas of the Heart of the City
As in the Downtown Loop, Special Benefit Districts will assist the property and business owners within the special assessment area by concentrating efforts to market and improve them. In areas throughout the Central Business Corridor and the Mixed-use Centers, Special Benefit Districts should be formed to complement City investment.

Complete implementation of Community Policing
Demonstrated to be successful in current pilot programs throughout the city, the Police Department will complete the implementation of its Community Policing program.

Complete first phase of light rail plan in conjunction with other multi-modal system improvements
As a critical component of an enhanced multi-modal transit system, the first phase of the proposed light rail plan will be implemented between the River

Market and the Plaza. This investment will not be made without complementary policy changes and investment to encourage higher density, mixed-use development along its route and throughout the Central Business Corridor.



Proposed Crossroad Circle

Construct festival and general upgrades to Penn Valley Park to support the Jazz and other festivals.
To better utilize the Central Business Corridor's most important park, the City through the Parks and Recreation Department will upgrade Penn Valley Park with amenities to support festival activities, especially the Jazz Festival that should be augmented to become a world renown celebration of the music of our heritage.

Construct new residential district in northeast corner of the Downtown Loop
Increasing residential activity within the Downtown Loop is critical to its success as a 24-hour center for living, working and playing. The northeast corner of the Loop is characterized by significant tracts of parking lots and a handful of apartment buildings. Buoyed by the current Ilus Davis Civic Mall project, this area will be targeted for incentives and encouragement for residential development of the nature and scale of the successful redevelopment of Quality Hill.

Complete proposed entertainment district provided that it adheres to guidelines established in this plan
The Urban Core Work Team supports the reasonable use of incentives to complete the proposed Entertainment District within the Loop provided that the design of the project adheres to the guidelines established in this plan.

Construct mixed-use development including residential south of Riverfront Park
Enhanced by the new Riverfront Park, the vacant tract of land along Kansas City's riverfront is a unique opportunity to enhance Kansas City's connection to the Missouri River and to create a high-quality, mixed-use neighborhood. The City, through the Port Authority, will solicit proposals from developers for the use of this critical property in accordance with the goals of this plan.

Construct the Crossroads Circle to connect 18th Street and Southwest Boulevard
To support the revitalization of the Crossroads District and enhance the connection between two of our cultural centers, the City will connect 18th Street with Southwest Boulevard at Main Street with a traffic circle, small urban park and encouragement for commercial revitalization around its perimeter.

Complete at least three new Mixed-Use Centers
The *Plan for the Heart of the City* recommends a fundamental shift from the historic development of commercial corridors or spines along the major arterial streets to a focus on mixed-use development centers that occur in a regular

pattern at significant intersections. To demonstrate the effectiveness of this strategy, the City will support the rehabilitation of at least three of these centers within the first seven years of the plan.

Geographical Application of the Aspirations

The initiatives recommended in the *Plan for the Heart of the City* are divided into four geographical areas: Neighborhoods, Mixed-use Centers, the Central Business Corridor and the Downtown Loop. The following is a listing of all the initiatives; detailed information about each can be found in the corresponding sections.

Heart of the City Neighborhood Initiatives

- Commit 20 - 25% of capital improvements funding to Heart of the City Neighborhoods
- Adopt a general policy of supporting neighborhood down-zoning.
- Preserve and upgrade historic Kansas City style apartments
- Adopt a rehabilitation building code
- Adopt new neighborhood zoning classifications
- Create a pool of low interest or no interest loans for basic upkeep and maintenance of residential property
- Create high density residential options based on historic Kansas City apartment models
- Continue the expansion of community policing
- Encourage neighborhoods to pursue aggressively the self-assessment program
- Reinforce and embrace mixed-use neighborhoods
- Decentralize, modernize and aggressively manage Public Housing
- Create Resurrection, Inc.
- Create policies and guidelines protecting neighborhoods from development encroachment
- Create policies and guidelines to protect neighborhoods from unwanted land uses
- Create a classification of Heritage Neighborhoods
- Implement and expand Clean Sweep Program

Mixed-use Center Initiatives

- Commit at least 3 - 5% of capital improvement funding to the Mixed-use Centers
- Target development incentives to Mixed-use Centers
- Develop a series of prototypical Mixed-use Centers in the first seven years of the implementation of FOCUS
- Designate three Mixed-use Center types: Small Neighborhood, Neighborhood and Community[1]
- Implement Urban Design Guidelines
- Create Special Benefit Districts
- Encourage the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities
- Enhance security in the Mixed-use Centers

Central Business Corridor Initiatives

- Commit at least 5 - 10% of capital improvement funding to the CBC
- Implement multimodal transportation in the CBC
  - Implement Light rail Transit along the CBC in its first phase of development
  - Create an intermodal transportation hub at a strategic location in the central city as a gateway to the city
  - Create and implement pedestrian and bicycle master plans
- Invest in Great Streets in the CBC
  - Create new street standards
  - Prioritize investment into streetscape
- Restructure zoning laws to reflect existing conditions and encourage new development within the CBC
- Adopt new Design Guidelines
  - Protect adjacent neighborhoods
- Concentrate investment in new urban amenities

District Plans

- Riverfront / River Market District
  - Implement the Town of Kansas Urban Archaeological Park
  - Create a Kansas City History and Visitors Center at the Town of Kansas to support heritage tourism and education
  - Encourage the Two Rivers Aquarium and Wharf Building Reconstruction
  - Develop Riverfront with New Mixed-Use Development
  - Continue to support and enhance the River Market
  - Encourage live-work loft development
  - Invest in the revitalization of Columbus Park
- West Bottoms (Central Industrial District)
  - Implement mixed-use zoning
  - Develop new business in the Stockyards Area
  - Encourage mixed-use development north of 13th in the Agricultural District
  - Create a connection to the River Market and Riverfront
  - Create shuttle service to the Loop

- East of the Loop District
  - Encourage new business development in Paseo West
  - Encourage infill and rehabilitation residential development in Parkview/Downtown East

- 18th and Vine District
  - Encourage the efforts of the 18th and Vine Redevelopment Corporation
  - Utilize Municipal Stadium site
  - Encourage mixed-use development on the 18th Street Corridor

- Crossroads District
  - Create Crossroads Circle

[1] The FOCUS plan discusses four types of Mixed-use Centers: small neighborhood, neighbor hood, community and regional. Differences is historic development patterns allow for different types of centers from one area of the city to another.

– Encourage development of Central Square
– Encourage further development of the Gallery District
– Encourage live-work development
– Encourage further redevelopment of the Southwest Boulevard Corridor
– Invest in Great Streets

• Crown Center / Union Station District
– Create a Multi-modal Hub and Visitors Center
– Create a festival area in Penn Valley Park
– Restore Liberty Memorial
– Encourage the construction of a new building on the north side of Washington Square Park
– Encourage continued growth of Crown Center
– Encourage continued growth of Hospital Hill
– Re-evaluate 23rd Street Connector

• Midtown District
– Implement Midtown Marketplace
– Locate light rail stops to promote higher density development
– Encourage redevelopment along Armour Boulevard
– Improve Linwood Boulevard Streetscape
– Invest in Great Streets
– Implement mixed-use zoning in Midtown
– Encourage sensitive large scale redevelopment

• Plaza/Westport District
– Reinforce the Plaza Plan and create a new Westport Plan
– Continue upgrade of Main Street and enhance the Brookside Connector
– Develop light rail stations with accessible connections to the Plaza and Westport
– Invest in Great Streets
– Encourage high density residential development between Westport and the Plaza

• Brush Creek Corridor
– Develop light rail stations with accessible connections
– Invest in Great Streets
– Support activities of the corridor's institutions and not-for-profits

Downtown Loop Initiatives

- Commit 10 - 15% of capital improvement funding to Downtown Loop
- Create a Special Benefit District for the Downtown Loop
- Restructure zoning laws to reflect existing conditions and encourage new development within the Downtown Loop
- Create and implement an Urban Design Guidelines
- Implement multi-modal transit system within the Loop and connect to transit systems of the Metropolitan Area
- Augment existing residential alternatives and create a new residential district in the northeast quadrant

- Create an entertainment-based nightlife Downtown by clustering new entertainment facilities inside the Loop and near the Convention District
- Support the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities
- Create a series of gateways to the Loop at entrances and bridges including the development of commercial structures spanning the highways at two critical points
- Enhance security within the Loop
- Create America's cleanest downtown.
- Create a Downtown Festival
- Create a new Performing Arts Center within or adjacent to the Loop
- Reserve space for expansion of the Convention Center
- Reserve space for a new arena adjacent to the Loop in case demand warrants its construction
- Add new skywalks and tunnels to complete existing network in highest density areas and convention district

Initiatives appearing in topical appendices

- Restructuring Zoning
  - Restructure zoning laws to reflect existing conditions and encourage new development
- Design Guidelines
  - Implement an Urban Design Guideline with related Street Standards
- Historic Preservation
  - Encourage the preservation and adaptive re-use of historically desirable buildings and amenities
  - Continue the prioritization of historic structures to ensure the preservation of the most significant
  - Strengthen and update ordinances and policies that impact historic preservation.
  - Support efforts for preservation and adaptive reuse using the Downtown Special Benefit District
  - Establish a Kansas City History and Visitors Center at the Town of Kansas to support heritage tourism and education
  - Use incentive programs to support preservation and reuse efforts
- Multi-modal transit system
  - Provide urban customers better mobility through alternative transportation modes
  - Recognize walking as a mode of transportation.
  - Target incentives and use light rail as a development catalyst
  - Implement light rail transit (LRT) incrementally
  - Create an Interim Shuttle Bus System on the LRT alignment
  - Extend the dedicated transit system across the Missouri River.
  - Integrate MARC's "Bicycle Transportation Plan"
  - Integrate critical services into Multi-Modal Transit Facilities

- Great Streets and Boulevards
  – Adopt Great Streets classifications as designated in the Urban Core Plan
  – Target investment and incentives on the Great Streets
  – Reinforce and extend the Kessler Boulevard System
  – Landscape existing highways within the core to emulate boulevards
  – Create a Great Streets Festival Series
- Clean City Initiatives
  – Plan, fund and implement maintenance and upgrade of water utilities
  – Implement and expand Clean Sweep Program
  – Target "brownfield" sites for clean-up and redevelopment
  – Implement curbside recycling
  – Encourage the development of eco-industrial parks
  – Create graffiti control programs
  – Create a program to control private signage
  – Implement multi-modal transit system
- Incentive Targeting
  – Prioritize use of incentives to the critical areas designated by this plan

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions		Policy	Project	Legislative	2000	2005
Initiative 1: Heart of the City Neighborhoods									
A. Commit 25% of the City's capital improvement funding to Heart of the City Neighborhoods		■			■			■	
B. Adopt a general policy of supporting neighborhood down-zoning		■			■			■	
C. Adopt a rehabilitation building code		■			■			■	
D. Create a pool of low interest or no interest loans for basic upkeep and maintenance of residential property	■					■			■
E. Continue the expansion of community policing		■	■		■	■		■	
F. Encourage neighborhoods to pursue aggressively the self-assessment program		■		■	■	■		■	
G. Reinforce and embrace mixed-use neighborhoods	■	■			■			■	
H. Decentralize, modernize and aggressively manage Public Housing		■	■		■	■		■	
I. Create Resurrection, Inc. to effectively deal with abandoned insitutional buildings	■	■		■		■		■	
J. Create policies and guidelines protecting neighborhoods from unwanted development encroachment		■			■	■		■	
K. Create stringent policies and guidelines to protect neighborhoods from unwanted land uses		■			■	■		■	
L. Create a classification of Heritage Neighborhoods to help protect the character of existing neighborhoods		■			■	■			
M. Adopt a new zoning classification related to neighborhoods		■							
N. Create higher density residential options based on historic Kansas city apartment models	■	■				■		■	
O. Implement and expand Clean Sweep Program		■						■	
Initiative 2: Mixed Use Centers									
A. Commit at least 3-5% of the City's capital improvement funding to the Mixed Use Centers		■			■			■	
B. Target incentives to Mixed-Use Centers		■	■		■			■	
C. Develop a series of prototypical Mixed-Use Centers in the first seven years of implementation of FOCUS	■	■		■		■			■

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions		Policy	Project	Legislative	2000	2005
D. Create three Mixed-Use Center types: Small Neighborhood, Neighborhood and Multi-neighborhood	■	■		■	■				■
E. Adopt Urban Design Guidelines for Mixed Use Centers		■			■			■	
F. Initiate Special Benefit Districts within the Mixed Use Centers	■					■			■
G. Support the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities	■	■		■	■			■	
H. Enhance security in Mixed-Use Centers	■	■		■		■			■
I. Concentrate investment in new urban amenities	■	■		■	■			■	
Initiative 3: Central Business Corridor									
A. Commit at least 5-10% of the City's capital improvement funding to the Central Business Corridor (CBC)		■			■			■	
B. Implement multi-modal transportation in the CBC		■	■			■		■	
- Implement light rail transit along the CBC in its first phase of development		■	■			■		■	
- Create an intermodal transportation hub at a strategic location in the central city as a gateway to the city.	■	■	■	■		■		■	
- Create and implement pedestrian and bicycle master plans.		■	■		■	■		■	
C. Invest in Great Streets in the CBC					■	■			
- Create new street standards to encourage pedestrian and bicycle use.		■			■	■			■
- Prioritize investment into streetscape in the CBC	■	■		■	■	■		■	
D. Restructure zoning laws to reflect existing conditions and encourage new development within the CBC.		■			■	■		■	
E. Adopt new Design Guidelines in the CBC		■			■			■	
F. Riverfront/River Market District									
- Implement the Town of Kansas Urban Archaeological Park	■	■		■		■		■	
- Establish a Kansas City History and Visitors Center to support tourism and education	■	■		■		■		■	
- Encourage the development of Two Rivers Aquarium and Redevelopment of the Wharf Building	■	■		■	■	■			■

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions		Policy	Project	Legislative	2000	2005
- Develop the Riverfront with mixed-use development	■	■		■	■	■			■
- Continue to support and enhance the River Market	■	■		■	■	■		■	
- Encourage live-work loft development in the CBC	■	■		■	■	■		■	
- Invest in the revitalization of Columbus Park		■		■	■	■		■	
G. West Bottoms									
- Implement mixed-use zoning in the west bottoms		■			■				■
- Develop new business in the Stockyards area	■	■		■	■	■			■
- Encourage mixed-use development north of 13th Street in the Agricultural District	■	■		■	■	■		■	
- Create a physical connection to the River Market and Riverfront	■	■		■		■		■	
- Create a shuttle service connecting Downtown with the West Bottoms	■		■			■			■
H. East of the Loop District									
- Encourage new business development in Paseo West	■	■		■	■	■		■	
- Encourage infill and rehabilitation residential development in Parkview/Downtown East	■	■		■	■	■		■	
I. 18th and Vine District									
- Encourage mixed-use development on the 18th Street Corridor	■	■		■	■	■		■	
- Utilize Municipal Baseball Stadium Site	■	■		■		■		■	
- Encourage mixed-use development on the 18th Street Corridor									
J. Crossroads District									
- Create Crossroads Circle to connect the Westside with 18th & Vine	■	■		■		■		■	
- Encourage development of Central Square	■	■		■		■			
- Encourage further development of the Gallery District	■	■		■	■			■	
- Encourage live-work development	■	■		■	■	■		■	
- Encourage further redevelopment of the Southwest Boulevard Corridor	■	■		■	■	■		■	
K. Crown Center/Union Station District									

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions		Policy	Project	Legislative	2000	2005
- Create a festival area in Penn Valley Park		■				■			■
- Restore Liberty Memorial and expand its museum	■	■		■		■		■	
- Encourage the development on the north side of Washington Square Park	■	■		■	■	■			
- Encourage continued growth of Crown Center	■	■		■	■				
- Encourage the continued growth of Hospital Hill	■	■		■	■				
- Re-evaluate the need for the 23rd Street Connector relative to multi-modal transit initiatives		■	■			■			
- Create a multi-modal transportation hub and visitors center	■	■		■		■			■
L. Midtown District									
- Implement the Midtown Marketplace	■	■		■		■		■	
- Encourage redevelopment along Armour Blvd	■	■		■	■	■			
- Improve Linwood Boulevard Streetscape	■	■				■			
- Implement mixed-use zoning in the midtown district	■	■		■	■			■	
- Encourage large scale development in midtown	■	■		■	■			■	
- Locate light rail stops to promote higher density development		■				■			■
M. Plaza/Westport District									
- Reinforce the Plaza Plan and create a new Westport Plan		■			■	■		■	
- Continue upgrade of Main Street and enhance the Brookside Connector		■			■	■		■	
- Develop light rail stations with accessible connections to the Plaza and Westport		■	■					■	
- Encourage high density residential development between Westport and the Plaza	■	■		■	■	■		■	
- Encourage Development of the St. Luke's Hospital Campus	■	■		■	■			■	
N. Brush Creek Corridor									
- Complete Brush Creek improvement east of Troost		■	■			■		■	
- Develop light rail stations with accessible connections		■	■			■		■	
- Support activities of the corridor's institutions & not-for-profits	■	■		■	■				

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions		Policy	Project	Legislative	2000	2005
- Create higher density residential development based upon historic Kansas City Models	■	■		■	■			■	
Initiative 4: Downtown Loop									
A. Commit 10-15% of the City's capital improvement funding to the Downtown Loop		■			■			■	
B. Initiate a Special Benefits District or Community Improvement District for the Downtown Loop	■				■	■		■	
C. Restructure zoning laws to reflect existing conditions and encourage new development within the Downtown Loop		■			■			■	
D. Adopt Downtown Urban Design Guidelines		■			■			■	
E. Implement multi-modal transit system within the Loop and connect to transit systems of the metropolitan area	■	■	■	■	■	■		■	
F. Augment existing residential alternatives and create a new residential district in the northeast quadrant	■	■		■	■	■		■	
G. Create an entertainment-based nightlife Downtown by clustering new entertainment facilities inside the Loop and near the Convention District	■	■		■	■	■		■	
H. Create a series of gateways to the Loop at the entrances and bridges including the development of commercial structures spanning the highways at two critical points	■	■		■	■	■			■
I. Enhance security within the Loop	■	■		■	■	■		■	
J. Create a Downtown Festival	■	■		■	■	■			■
K. Create a new Performing Arts Center within or adjacent to the Loop	■	■		■	■	■		■	
L. Reserve space for future expansion of the Convention Center	■	■		■	■			■	
M. Reserve space for a new arena adjacent to the Loop in case demand warrants its construction	■	■		■	■			■	
N. Add new skywalks and tunnels to complete existing network in highest density areas and convention district	■	■		■	■	■			■
O. Support the initiatives of the preservation plan for preservation and adptive re-use of historically desirable buildings and amenities	■	■		■	■			■	

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions		Policy	Project	Legislative	2000	2005
P. Create America's cleanest downtown	■	■		■	■			■	
Appendix A- Restructuring Zoning									
Restructure zoning laws to reflect existing conditions and encourage new development		■				■		■	
Appendix B - Design Guidelines									
Adopt Urban Design Guidelines for the Downtown Loop, CBC, Mixed use Centers		■			■			■	
Appendix C-Historic Preservation									
Strengthen and update ordinances and policies that impact historic preservation		■			■	■		■	
Use incentive programs to support preservation and reuse efforts		■	■		■				■
Encourage the preservation and adpative re-use of historically desirable buildings and amenities	■	■		■	■			■	
Continue the prioritization of historic structures to ensure preservation of the most significant		■			■			■	
Support efforts for preservation and adaptive re-use using the downtown Special Benefit District	■	■		■	■			■	
Establish a Kansas City History and Visitors Center to support heritage tourism and education	■	■		■		■			■
Appendix D-Multi-Modal Transit System									
Create a 'Safe Streets' Plan to reduce the opportunity for crimes against pedestrians	■	■		■	■	■		■	
Implement pedestrian safety features such as dedicated pedestrian signal cycle refuge areas, ADA compliant curb ramps, tighter turning radii and good signage	■			■		■		■	
Adopt an ordinance which gives the pedestrian right-of-way over the automobile in appropriate districts		■			■			■	
Establish pedestrian level service standards and pedestrian traffic analysis guidelines that require public and private improvements to meet minimum standards		■			■			■	

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions		Policy	Project	Legislative	2000	2005
Develop hike/bike trails in conjunction with the MARC Bicycle Master Plan	■	■		■		■			■
Create a transit related mortgage to provide better home loan rates to households with one or no car	■	■	■		■	■			■
Create cooperative ownership of cars by residential organizations to provide access at reduced cost for trips outside the transit system	■	■	■	■		■			■
Create tax incentives for households with one car or no car		■	■		■				■
Create Transit Impact Zones		■			■			■	
Target incentives along light rail corridor and use light rail as a development catalyst		■	■		■			■	
Create Special Business Districts to support the common needs of businesses in and around transit impact zones	■					■			■
Use SBD's to create a security network of unarmed Community Service Representatives along the Corridor	■					■			■
Target incentives programs to develop affordable housing along light rail corridor		■	■		■			■	
Provide public parking along transit corridors as well as at terminal stations to allow for Park-n-Ride users		■	■			■			■
Develop an integrated feeder bus, bicycle and pedestrian system that feeds into a central transit service such as light rail transit		■	■			■		■	
Create an Interim Shuttle Bus System on the LRT alignment		■	■			■		■	
Implement light rail transit incrementally		■	■			■			■
Extend the dedicated transit system across the Missouri River		■	■	■		■			■
Integrate MARC's Bicycle Transportation Plan	■	■	■	■		■		■	
Integrate critical human services into Multi-Modal Transit Facilities	■	■	■		■	■		■	
Appendix E- Great Streets and Boulevards									
Adopt Great Streets Classifications set forth in the Urban Core Plan		■			■			■	
Target investments and incentives along Great Streets		■			■			■	
Reinforce and extend the Boulevard system		■	■		■	■		■	
Landscape existing highways within the Core to emulate boulevards		■	■			■			■

Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action			Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions		Policy	Project	Legislative	2000	2005
Create a Great Streets Festival Series to increase awareness of particular districts and cultural awareness	■	■		■		■			■
Appendix F- Clean City Initiatives									
Plan, fund and implement maintenance and upgrade of water utilities		■			■	■		■	
Implement Clean Sweep Program			■			■		■	
Create graffiti control program	■	■		■		■			■
Create a program to control private signage		■	■		■	■	■		■
Implement a multi-modal transit system		■	■		■	■		■	
Appendix G- Incentive Targeting									
Prioritize use of incentives to the critical areas designated by this plan		■			■			■	

Structure of the Plan

THE DEATH OF THE URBAN CORE HAS BEEN GREATLY EXAGGERATED.
As a work team, it was our expectation and our perception that Kansas City's center, its urban core, had fallen on hard times. Although the description of the core in the FOCUS Phase I Policy Plan describes a bleak landscape of disinvestment and failure to compete with newer development in outlying areas, we found that the deterioration of the city's core had indeed been exaggerated in our collective perception. We discovered in our analysis a desirable urban landscape that is supported by a variety of large and viable anchors of commerce and community, an involved and committed citizenry, and a rich building stock that is among the best in the country. Although Kansas City's urban core is plagued with many of the same symptoms shared by contemporary large cities, the extent of the deterioration is relatively limited and the value of what remains is extensive. In fact, we argue, most of the elements necessary to make our city a model for other cities in the 21st Century and reaffirm the central city as the rightful and vibrant heart of the city are already present or within our grasp. We attempt to describe in this plan an aspiration to create the infrastructure, programs and policies to link these valuable assets, better utilizing and appreciating what Kansas City has to offer.

Heart of the City – Definition

The Heart of the City is the dense, urban center of Kansas City. In general, it is defined by its centrality and connection to the entire Metropolitan Area based on its location, function, symbolic role and history. Its limits are defined in terms of the concentration and diversity of activity centers and the dense, adjacent neighborhoods that surround and support them. Because the Heart of the City is constantly evolving, developing and redeveloping, it does not lend itself to definition by precise limits. In

fact, it should not be defined by inelastic and exclusive boundaries. Nor should it be defined by age or condition, in particular, the condition of deterioration. For the purpose of the FOCUS planning process, the limits of the core are defined by the density and diversity of activity that occurs within it.

We have worked to develop a plan that will remain applicable during its 25 year life by making it capable of evolving across these changing boundaries. For the purposes of our study, we have considered the area of Kansas City that is bounded by the Missouri River, the State Line, the Blue River and 75th Street.

Plan Concept: People as Customers

To guide our thinking on the development of the *Plan for the Heart of the City*, the work team developed a general concept that serves to structure the entire plan. When we considered the role of the urban core in Kansas City and what it offers the people of the Metropolitan Area, we realized that the urban core provides a range of environments and services unique to all the areas of the city. In developing a plan to support and enhance these unique characteristics, we used the desires and needs of people to guide our decisions. In doing so, we chose to think of our People as Customers – and our City as a Product.

We stepped back to look at the metropolitan area as a whole to determine what the central city should offer as an alternative to the suburbs. In thinking of the urban core as a product, we determined that there are two primary attributes that it should provide. First, it should be home to the primary activity centers in the Metropolitan Area including commercial, governmental, institutional and cultural activities. Second it should offer a traditional, urban residential environment sufficient in scale and quality to provide the characteristics desired by the large pool of potential urban residents.

The urban core does and should contain:

- the largest office centers,
- significant retail facilities,
- the center of government,
- the most important cultural institutions,
- the primary center for entertainment, convention and tourism activity.

Today, the primary activity centers are located in the urban core. Although it is unreasonable to advocate that the core be the exclusive location for such primary activity, it is crucial that we maintain, strengthen, connect and expand the diversity and density of these centers to reinforce the core as the real and symbolic Heart of the City.

Traditional Urban Living Environment

As a traditional urban living environment, the urban core should provide a strong and extensive alternative choice to the excellent suburban development that is currently prevalent in the Metropolitan Area. This type of environment includes not only housing, but also the elements that influence the way we live: employment, transportation, recreation, education, shopping and entertainment. The Heart of the City should continue to expand the range of options available

in the Metropolitan Area in these varied categories, creating a wide range of choice for our "customer" citizens and visitors.

A traditional urban living environment is characterized by several traits that Kansas City will strive for in its central city. They include:

- Higher density
- Cultural diversity
- A variety of housing types
- An extensive, convenient, dependable public transit system
- Availability of employment within proximity to housing
- Daily shopping opportunities in close proximity to housing
- A higher proportion of local, smaller shops
- A balance between parking needs and accommodation and regard for pedestrians
- Regard for an active street with both cars and pedestrians
- More opportunity for social interaction
- Adaptive reuse and conservation of existing facilities
- Architectural variety

In addition to these characteristics, urban dwellers need and want many amenities and conveniences commonly available in suburban areas; these include discount shopping facilities with a wide variety of goods as well as convenient parking and traffic movement. All of these types of characteristics are, by their physical requirements, naturally at odds with traditional urban characteristics. Streets designed to move traffic most efficiently almost always inhibit pedestrian comfort and convenience – and sometimes safety. This, however, does not mean that these amenities should be excluded from the urban core. It means we must find ways to accommodate them – within reason – without destroying the urban fabric and the very qualities that make the urban core attractive. To achieve a desirable balance, we must be willing to make functional compromises.

Thinking of our city as a product, we developed a series of "Eight Aspirations" for achieving the best urban product for our customer citizens. We do not aspire, however, to create a central city that provides all things to all people. Rather, we advocate the creation of a vibrant and viable alternative to suburban living for a significant and increasing portion of our population that desires the amenities and excitement of urban living.

Stewardship Ethic

Complementing the concept, the work team developed a supporting and corresponding ethic: a set of values that helps evaluate choices and guides decisions.

The urban core is a place of huge investment in buildings, infrastructure, institutions, businesses, parks and other public spaces. It has places and structures of great character and value and is the location of our most cherished landmarks, community symbols, historic buildings and great civic enterprises. It is complete with great and varied neighborhoods that are the home to a diverse array of cultures and it provides a series of activity centers in which

those cultures intermingle, working together and enjoying common civic assets. It makes sense therefore to adopt a "Stewardship Ethic" that conserves and preserves while utilizing and expanding these great resources.

A Stewardship Ethic is characterized by the following features:

- Support and celebration of cultural diversity and the interaction of varied cultures
- Full utilization and maintenance of existing infrastructure and resources
- Implementation of a logical, rational system of infrastructure improvement and expansion
- Protection and enhancement of civic assets
- Maintenance of a balance between new development and conservation/renewal of existing development
- Implementation of an effective program of architectural preservation and adaptive re-use
- Creation and maintenance of a balanced, efficient transportation system
- Creation and maintenance of an effective system of public and private waste management and resource recovery
- Maintenance of cleanliness
- Creation of a safe and secure environment
- Efficient and environmentally sound utilities

A Stewardship Ethic dictates the full utilization of existing, serviceable facilities in a reasonable balance with building new facilities. It dictates the return to productive use of vacant or underutilized land in the urban core. It requires that Kansas City make an assessment of places, buildings, landmarks, vistas, connections that give the city beauty, vitality and character - and that these elements be protected and enhanced. The product of a Stewardship Ethic is change with steady improvement and continued added value.

Criteria for Adding Value to the Heart of the City

The forces that shape urban form are many and complex. They include: market forces, public preferences, private investment, politics, geography, demographics, individual biases and cultural trends. Although the massive complexity of cities makes their evolution difficult to control or even predict, the determination of urban form is best guided by a coherent master plan, such as FOCUS. Planning - thinking out in advance how things should be - remains critical. To augment the decision making process in the future for projects seen and unforeseen by the FOCUS plan, the Work Team developed a set of criteria by which potential projects can be evaluated. This list of criteria is based on the general concept and ethic that guide this plan for the Heart of the City.

No single set of criteria will serve every kind of planning issue. Different kinds of developments or facilities or public improvements will require some very specific criteria. Nevertheless, a general set of criteria against which any investment that affects city form can be measured is appropriate. Investment

or development exhibiting most or all of the following characteristics will add lasting value to the urban core. The following is the Urban Core Work Team's "Criteria for Adding Lasting Value."

A desirable project:

- Responds to a critical or important need
- Possesses some or all of the characteristics of a traditional Urban Living Environment
- Respects the tenets of a Stewardship Ethic
- Responds to the need in a location appropriate to that activity
- Is cost effective
- Enhances cultural diversity
- Utilizes existing infrastructure and requires minor additional facilities.
- Creates minimal disruption to its neighbors
- Generates other productive activity
- Adds value to existing urban elements and investment
- Conserves existing assets and investments, tangible and intangible
- Removes blight or undesirable activity
- Adds vitality by preserving and/or enhancing urban values and character
- Attracts people and is a civic asset that is beautiful when appropriate
- Is accessible to all people
- Fulfills the intent of initiatives described in this report

Building On Our Strengths

Strengths of the Central City

The strengths of the urban core are numerous and pervasive. Kansas City continues to benefit from the visions of its earliest leaders, planners and developers who established a pattern of rational and attractive design of the city and its neighborhoods. These patterns reflect a sensitivity to topography and climate and to the city's history and culture. The urban core's greatest asset is this heritage of a great city. We, its current residents, have inherited these extensive assets with which we can revitalize our civic and regional center; in doing so, we will improve the lives of the people who currently live and work in the core and attract new residents and businesses that might otherwise have sought other venues. These strengths include the following:

Parks and Boulevard System

George Kessler, Kansas City's foremost early planner, created a design for the city based on a structure of parks and Boulevards. Kessler's plan converted low- lying and flood-prone areas into lushly vegetated transportation corridors that provided the locations for many of Kansas City's most elegant neighborhoods and linked together significant activity centers, including the extensive park system that pervades the heart of the city. These boulevards and parks provide Kansas City the framework around which the city develops and redevelops.

Strong Anchor District

The central city contains a series of strong centers of commercial, retail, institutional and cultural activity that support proximate residential neighborhoods. The larger centers define a strong Central Business Corridor that provides a corridor of high density development that attracts users from all parts of the metropolitan region. Beyond the Central Business Corridor, a series of activity centers, ranging in scale from corner markets to

regional shopping and office centers are scattered across the core in a regular pattern.

Strong Central Business Corridor

Many of Kansas City's primary activity centers are found in a discernible corridor that begins at the River Market and runs south to the Country Club Plaza and beyond. This corridor includes the predominant business, retail and entertainment districts which are all physically connected by Grand Avenue, Main Street and Broadway. The relative proximity between these centers and the ready connections along existing transit corridors, provides Kansas City the opportunity to enhance both the existing centers and the areas between by strengthening the links visually and with improved transportation systems.

Viable Downtown

At the literal and symbolic center of the city is the downtown Loop as it is defined by a ring of highways at its perimeter and the highest density development in Kansas City at its center. The Downtown Loop has remained the city's premier business center throughout its history. Today the Loop is home to the Government Center, the major financial institutions, the Convention District, the largest office buildings and many of the primary cultural venues. Although the Loop suffered some deterioration after World War II, significant investment has been made there in the past 15 years.

Good Corporate Citizens

Kansas City is home to a variety of corporations, large and small, who have individually and collectively provided extensive support to the city in their investments into the urban core, their support of civic and cultural programs and other forms of investment that benefit the health of both the city and the corporations themselves. The business community's enthusiasm for the city is a major asset that will support many of the goals of the FOCUS plan.

Great neighborhoods with a tremendous stock of high quality housing.

Kansas City has many desirable neighborhoods of exceeding beauty and relative affordability. Many have remained strong from their inception and property value throughout the core has maintained pace with inflation throughout the century. Several neighborhoods, including the Valentine, Santa Fe Place and Hyde Park have enjoyed significant restoration efforts in the past two decades. Housing in the urban core includes a wide range of types, much of which was built between 100 and 50 years ago. Built with high construction standards, many have maintained their structural integrity making them ripe for rehabilitation.

Arts and Culture

Kansas City enjoys the presence of an active and established arts community. Major museums, theaters and auditoria offer established venues for artistic and cultural activities; these include the Nelson-Atkins Museum, the Kemper Museum, the Music Hall, the Folly Theater, the Lyric, the Missouri Repertory Theater and many other existing facilities and those soon to come to fruition such as the Jazz Hall of Fame. Also significant are a host of fledgling and established small, private galleries, theaters and clubs that provide the infrastructure for exhibition and performance to an active local culture of artists and performers.

Vibrant History

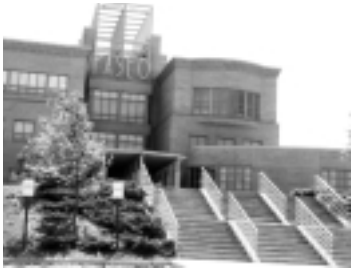
Kansas City's location at the juncture of two major rivers and a series of major trade routes, provides the basis for a compelling and vibrant history. Among many attributes, Kansas City's legacy in the world of jazz provides myriad opportunities for celebrating our past and future and for the utilization of a powerful symbol of our city's heritage. Other traits of major influence are the city's early relationships to the cattle markets and the development of railroad in the United States.

Great School Facilities

Recent court orders created a new infrastructure of first-class facilities for the Kansas City Missouri School District which serves the entire urban core. The existence of these new facilities provides a major asset to the district on which it can reap future gains.

Current and Ongoing Reinvestment

Historically, Kansas City is not an economic "boom town;" rather it enjoys a stable economy. This trait may not allow for explosive growth but has protected the city from significant destruction from periodic downturns in the economy. Currently the central city is enjoying a sustained period of reinvestment; one billion dollars is currently being invested into a series of projects that are now taking shape in the core.



Additional strengths not specific to the central city but important to its health:

Major League Sports Franchises

Kansas City is the home to five major league sport franchises, the football Chiefs, the baseball Royals, the soccer Attack and Wizards and the hockey Blades. The presence of these organizations generates enthusiasm for the city as well as significant economic activity. Their continued participation in the community will be of critical importance as powerful civic symbols that are coveted by all major cities.

Transportation Hub

Because of its location in the center of the country, Kansas City is an ideal location for commerce to develop around transportation that is regional, national and international. Kansas City is the 2nd most active railroad hub in the country and home to the largest railroad yard. Furthermore, its position at the intersection of major interstates offers opportunity for trucking and the relationship of trucking to the railroads.

Affordability

The cost of living in Kansas City is among the lowest in the nation for major cities. This characteristic is especially true in the urban core because of the availability of older valuable housing at very low cost. Affordable property, goods and services in the area make it an attractive place to work and live.

HEART OF THE CITY ASPIRATION:

Eight Aspirations

Beginning with our belief that we must build on the extensive assets of our central city and supported by our guiding concept and ethic, we have developed eight major aspirations to achieve our goal to become a model for other cities in the 21st Century. Each aspiration is supported by a series of recommended initiatives designed to take advantage of our existing assets.

Link activity centers with efficient, cost-effective transportation

Reinforce, reaffirm and rebuild our great and varied neighborhoods

Provide high-quality and accessible education for all residents of Kansas City

Create great streets and revitalize boulevards

Create a new generation of urban amenities

Recognize culture as commerce

Create and maintain America's cleanest city

Retain and attract good business citizens and jobs

HEART OF THE CITY ASPIRATION:

Link Activity Centers with Efficient and Cost-Effective Transportation Alternatives

Residents of the central city walk, bicycle and take feeder busses to the new light rail transit line. Signage is clear and stations are inviting, sheltering riders from the elements. Commuters from outlying areas park in park-and-ride lots at the ends-of-the-line and avoid rush-hour traffic in the comfort of air conditioned, modern rail coaches. The route passes by the important retail and commercial centers - riders can shop or visit a cafe before boarding the train bound for work or home. Office workers in the Downtown Loop make lunchtime trips to Crown Center, 18th and Vine, the River Market or the Plaza.

One of the critical strengths of Kansas City's urban core is its collection of major activity centers that attract visitors and businesses and support adjacent residential neighborhoods. As part of the New Connected City and to enhance their viability and the areas that lie between them, Kansas City needs to develop a bold plan to link these areas together to move people from their homes to these centers and between the centers themselves. This transit plan will utilize multiple modes of transportation including automobiles, bicycles, busses, and light rail transit which is all managed by intelligent traffic systems. This plan must be designed to reinforce existing centers by designing these transportation systems to intersect at the centers and to create new opportunities at intersections in under-utilized areas.

Providing urban customers better mobility through alternative transportation modes.

Although the automobile will remain a critical transportation mode in the future, the objective of a multi-modal transportation solution is to:

- Reduce reliance on the automobile
- Provide an alternative for those people who cannot or do not want to operate a car
- Minimize congestion and polluting air emissions
- Reduce vehicle miles travelled per capita
- Reduce the need for further highway improvements

For these reasons, the creation of a world-class integrated, intermodal transit system is a necessary service for our urban core customers.

Our historical practice of adding highway lanes to mitigate congestion problems must be reevaluated. Space limitations, pollution problems and massive expenditures are all detractors from continued sole reliance on this strategy. Furthermore, the urban core customer is increasingly demanding a transit system to support an urban lifestyle. Aspiring to enjoy the diversity, entertainment and excitement of city life, potential residents will be attracted to areas that offer superior transit service. Commuters require improved access to the urban core and visitors to Kansas City require transportation alternatives to expensive rental cars.

Reduced dependence on automobiles will also provide direct economic benefit to urban core residents. According to AAA, the average annual cost of operating an automobile is $6,255, representing approximately 23% of the median household income in Kansas City, Missouri. The potential for a household to convert from two-car ownership to one, or even to none, would result in real savings that could be used for other investments.

HEART OF THE CITY ASPIRATION:

Reinforce, Reaffirm and Rebuild Our Great and Varied Neighborhoods

An older couple buys an affordable home in a rehabilitated neighborhood in the city's center. Their 75 year-old home requires repair work and modernization but they are assisted by a city program that does not penalize their investment with higher taxes on the improvements they make to their home and neighborhood. They feel good about walking to visit their friends and to make small shopping trips to the corner store because they know their streets are safe. Community-based police officers patrol the area regularly and know the couple. On weekends, they enjoy the use of the local school facility which is also used as a community center.

Urban Living

The urban core possesses a tremendous bank of valuable housing in neighborhoods spread across the city as well as significant opportunity for new and infill development. Many current and potential residents of Kansas City want an alternative to the suburban model that is now prevalent in the Metropolitan Area. The attributes people desire in an urban neighborhood include:

- Higher density
- Cultural diversity
- A variety of housing types
- An extensive, convenient, dependable public transit system
- Availability of employment within proximity to housing
- Daily shopping opportunities in close proximity to housing
- A higher proportion of local, smaller shops

Jansen Place Gate in Hyde Park

Santa Fe Place Gate

- A balance between traffic needs and accommodation and regard for pedestrians
- Emphasis on street life
- More opportunity for social interaction.
- Adaptive reuse and conservation of existing buildings
- Architectural variety

Many existing neighborhoods offer good examples of the different models of urban living that should be provided in greater quantities in the central city; these include the most urban areas such as Quality Hill, the Plaza and Crown Center that are composed of multi-family dwellings highly integrated with retail, office and entertainment uses. Other neighborhoods such as Hyde Park, Santa Fe Place and Valentine offer examples of lower density urban alternatives that provide discreet single and multi-family residential areas in proximity to supporting activity centers. Kansas City neighborhoods offer a full variety of types within this range. New developments all over the country are selling themselves as examples of a planning movement known as New Urbanism; while other cities are attempting to replicate the desirable qualities of urban living in new development, Kansas City has the luxurious opportunity of implementing true urbanism through the rehabilitation of its existing neighborhoods and the construction of new housing within the existing urban fabric.

Demonstrating the viability of rehabilitation of older neighborhoods, several neighborhoods have undergone major reinvestment and rehabilitation in recent decades. These include Hyde Park, Valentine, Scarrit Renaissance and Santa Fe Place. Other neighborhoods are in a variety of conditions that range from exemplary to highly deteriorated. Even in the highly deteriorated neighborhoods, the housing stock, built to last by real craftsmen, provides the opportunity for rehabilitation of existing, intact structures and infill development around them to support these valuable older neighborhoods.

HEART OF THE CITY ASPIRATION:

Provide High-Quality and Accessible Education For All Residents of Kansas City

Young Kansas Citians enjoy access to cutting-edge education. They are supported at home and inspired by their teachers in a nationally-lauded curriculum. The school buildings are modern, clean and safe - offering extensive facilities in the classrooms, libraries and gymnasia. Their parents are concurrently able to learn new skills in high-tech training programs that are supported by local employers; students of all ages also take advantage of access to the internet at their local FOCUS Center.

The health of the central city is inextricably linked to the ability of its residents to receive quality education. A strong local school district provides the ultimate attraction to new families considering the advantages of urban living. A strong college and technical school system draws businesses that need employees trained to high technical skill levels. Every resident of the urban core will have the opportunity and the encouragement to seek and achieve a college-level degree and the education required to earn a desirable job. Opportunities for learning outside the boundaries of the classroom will also be abundant through access to electronic information services and other forms of life-long learning.

The Urban Core Work Team recognizes that the subject of education is addressed in the Human Investment component of the FOCUS Plan. We, however, believe that

Penn Valley Community College

Paseo High School

access to high quality education is critical to the success of the central city and therefore elevate the issue to the level of our primary aspirations. This section is not intended to be a complete look at the subject; rather it exists to demonstrate our fervor for its importance.

HEART OF THE CITY ASPIRATION:

Create Great Streets and Revitalize the Boulevards

It is a warm summer evening and Grand Boulevard is humming with activity. Office workers ready for the weekend hop off the sleek transit coaches to meet friends at an art gallery opening near the new Crossroads Circle that connects 18th Street with Southwest Boulevard. After the opening, they will walk to a favorite restaurant on the Boulevard for dinner or catch a shuttle over to a club in the 18th and Vine District. The streets are safe for them to wander back to the transit stop, stopping to peer into shop windows as they go; the cooling night breeze rustles the leaves of the new street trees that help keep the sidewalks and storefronts cool during the day.

Kansas City has a legacy of great streets. George Kessler's boulevards are grand promenades and traffic corridors defined by rolling topography and characterized by some of Kansas City's grandest homes, apartments and commercial centers. Augmenting the boulevards, J.C. Nichols' streets in his Plaza and Brookside offer an environment in which automobiles and pedestrians flourish together - creating connections between people in a vibrant streetscape of small scale shops - where restaurants, offices and retail stores intermingle to create a viable streetlife during both day and night. The *Plan for the Heart of the City* calls for the revitalization of the boulevards and the designation of a network of Great Streets where the City will focus investment and target incentives to upgrade infrastructure, enhance the streetscape and encourage activity that is attractive to pedestrians.

The Country Club Plaza

Mixed-use Streets

While safety and accessibility by the automobile will continue to be a critical element in the design of the transit system, the aspiration for a vibrant central city requires the creation and maintenance of qualities for specific types of streets found only in the urban core. The types include urban neighborhood streets, boulevards, commercial streets and highways. Although the others are important and are discussed within this plan, the mixed-use street offers the most potential added value to the urban core customer. Kansas City has several good examples of such streets: 47th Street through the Plaza, 39th Street just east of the state line and Westport Road on either side of Broadway. The qualities that make these streets desirable and viable are distinctly urban and are easily replicable; they include:

- Diversity of activity
- Safety for pedestrians
- Attractive streetscape amenities such as lighting, benches, signage, trees, etc.
- Access to desirable goods and services
- Density of activity to encourage walking
- Smaller scale elements and storefronts at the street level to encourage diversity and density of activity

Benton Boulevard

One of the principal attributes that the Heart of the City offers the people of Kansas City is the opportunity to interact with other people and cultures from the entire Metropolitan Area. Priorities for developing and redeveloping targeted streets will be made with cultural variety in mind, offering users of the urban core a wide variety of choices for their retail, office, restaurant and entertainment activity. Although we must make accommodation for the types of services available through large scale retail common to suburban development, we must encourage the development of a format for the large scale facility that maintains the integrity of the urban environment. Furthermore, we must encourage complementary small scale development. In many cases, small scale retail facilities already exist and are underutilized or the opportunity to convert existing buildings or in-fill lots into small-scale retail is available.

Concern for the Pedestrian

In the development of all types of streets within the urban core, concern for the pedestrian will be raised to the highest priority. Safety, comfort and quality of experience will all be considered in the design and redesign of streets. In contrast to the Kessler boulevards or the Nichols' commercial centers, the streetscape development at the new Brookside/Main Street connector over Brush Creek will not be emulated. Designed entirely for high-volume, high-speed traffic, this multi-lane intersection provides the pedestrian only the liabilities of suburban development.

HEART OF THE CITY ASPIRATION:

Create A New Generation of Urban Amenities

Penn Valley Park is packed with jazz fans who have come to Kansas City from all over the world to enjoy the annual Jazz Festival. Newly constructed natural amphitheaters provide venues for simultaneous performances and new concession stands sell cold drinks to mitigate the summer heat. The music and applause can be heard at the front door of Science City in the old Union Station. Families visiting the acclaimed science museum are not hampered by the crowds of the jazz festival because they had the option to ride the new dedicated shuttle-bus system that is providing service before the light rail system is completed ...

Kansas City continues to enjoy the fruits of grand civic gestures rendered in the form of major public amenities made possible by generous corporations, our own government and the people of Kansas City acting collectively. At Pershing and Main we have examples of all three types of civic project; they are Union Station and Crown Center, Penn Valley Park and the Liberty Memorial. To revitalize the Heart of the City, a new generation of public amenities will revitalize critical areas of the city, connect people and provide desired services and uses for the urban core customer and create immense pride in the people of Kansas City for their central city.

Existing amenities.

The central city has a variety of opportunities in existing public amenities within the urban core. These include Penn Valley Park, Liberty Memorial and the Riverfront. These and many others will be improved and enhanced through both public and private initiatives to more fully utilize these significant resources. Relatively inexpensive

Liberty Memorial

improvements will make Penn Valley Park ready to support major music and theater events without hampering the park's daily usage as open space and park. The restoration of Liberty Memorial, a symbol of our city's history, is critical. Similarly, the Riverfront provides major opportunity for development of the proposed Riverfront Park and the Town of Kansas Archaeological Park as a hub for heritage tourism.

New Amenities

Under special circumstances the development of major new public amenities such as a new arena, an aquarium or a performing arts center becomes desirable. The commitment to such major capital investment will be based on its fulfillment of the Criteria for Adding Lasting Value prescribed by this plan, especially in the case of the investment's relationship and impact upon adjacent facilities and districts. Additionally, economic analysis of the project must be based not only on its internal economic performance but also on its projected external impact to the immediate district and to the city as a whole. In the majority of these cases, the appropriate location for such an investment would be in or adjacent to the Downtown Loop. As other cities such as Cleveland, Baltimore, Denver and Chattanooga have so effectively demonstrated, a well-placed major amenity can produce multiple desirable effects that enhance and support surrounding urban areas. Similarly, the renovation and redevelopment of existing assets must be designed to enhance their value to their neighbors and neighborhoods. In both new and old, the issues of supporting transit infrastructure are critical; development of proximate transit service or locating new faclities near existing service is imperative.

HEART OF THE CITY ASPIRATION:

Recognize Culture as Commerce

Every night of the American Royal is sold-out and all the streets of the West Bottoms are shut down once a year to accommodate the annual Barbecue Competition. Jazz aficionados from all over the world make pilgrimages to the Jazz Hall of Fame and the Kansas City Jazz Festival. Visitors to these events are impressed with Kansas City's unique culture, clean and vibrant streets, hospitality and affordability; they leave believing what Kansas Citians already know - that this is a great place to live.

Kansas City has a rich and varied culture - a product of its unique position at the juncture of major routes of trade and travel and its position as the physical center of the country. Its assets in art, music, food and entertainment are significant and unique. We aspire to learn from other cities that endorse their unique heritage as a primary, locally manufactured good. These are the elements that make people love their city and visitors want to come back; supporting such an endeavor delivers a major amenity to the people of Kansas City and helps market our city to visitors. In the process, money comes to the city and jobs are created to support resulting new industries. Such heritage-based industries do not pollute or require competition with other cities in attracting existing corporations.

A variety of support initiatives for new and small businesses already exists; the City will enhance, expand and redirect its own support programs as well as encourage private support organizations to direct their efforts towards new efforts to market local culture and heritage tourism. Significant headway is already being made in this direc-

tion with the burgeoning initiatives at 18th and Vine, the Southwest Boulevard, the Town of Kansas and the River Market. Critical to the realization of this aspiration is the establishment of a heritage corridor and the implementation of Special Benefit Districts to coordinate investment and marketing of historic districts.

HEART OF THE CITY ASPIRATION:

Create and Maintain America's Cleanest City

Visitors to Kansas City arrive at the airport and are impressed by the remarkably clean air; during their trip into the city's convention district they notice that the streets are clean and there is no graffiti. Private companies compete for the rights to the curbside recycling program that is city-wide. Clean-water standards are maintained in the city's waterways that are safe for swimming and fishing.

As the heart of the heartland, Kansas City has a long history of enjoying plentiful, clean air and water. Its industrious population has also maintained exceptionally tidy neighborhoods, exhibited pride in their homes and tenacity in dealing with the great range of weather. As we aspire to be a model for cities in the 21st Century and ascend into a new era of industries, technologies and revitalized interest in urban living, we have the opportunity to make Kansas City the cleanest large city in the United States.

Our air and water are precious assets that will be protected and enhanced in quality using readily available technologies to reduce emissions and cleanse tainted resources for reuse. We must provide quality transit as an alternative to automobile trips and attract and develop clean industries. Through public-private efforts, we will increase our pride in our city by cleaning our streets, mitigating graffiti and upgrading infrastructure. Through organized neighborhood efforts and Special Benefit Districts, we will make our neighborhoods more inviting, more beautiful places to be and create pride in the care of our homes.

Critical to protection of our environment, to our health and safety and to our potential for economic development, the maintenance and operation of our basic water ser-

Fisherman in Penn Valley Park

vices - from drinking water to sewers - must be planned, funded and implemented efficiently. In the urban core, these issues are of particular importance because of the age and condition of many of our water and wastewater systems. As we reinvest in our central city, it is imperative that we create the necessary funding to upgrade our infrastructure, particularly our water utilities. See Appendix F for further detail.

HEART OF THE CITY ASPIRATION:

Retain and Attract Good Business Citizens and Jobs

The Mayor of Kansas City is busy - traveling from a ceremony in which the City recognized a central city company for its employee educational programs to a ground-breaking for the regional headquarters of a company new to Kansas City. Both companies find Kansas City attractive for its low crime rate, affordable and excellent housing stock, pool of skilled labor and its easy access to major highways. They also each enjoy the benefits of incentives that encourage them to locate or remain in areas the city has targeted for business development opportunities.

The central city is home to an exciting, involved and committed business citizenry. These prized organizations are not taken for granted; the city will focus first on the retention of existing businesses to ensure that support of them is in balance with efforts to attract new businesses. It will then work to attract new businesses, encouraging their location in central city areas targeted for development and redevelopment initiatives. These areas will be designed to cluster businesses into activity centers to create the opportunities inherent to dense urban environments. These efforts will be driven by the primary goals of maintaining and creating good jobs for the people of Kansas City. The *Human Investment Component* of the FOCUS Plan outlines a strategy in detail for retaining and creating jobs of all types. The need for job creation is particularly critical for central city residents who are currently unemployed or lack critical skills to attain higher paying employment.

The central city competes with suburban areas outside the city limits of Kansas City, Missouri for business development. The City will work to enhance the opportunities

of the central city's urban environment and to mitigate potential disadvantages such as lack of parking.

Although the targeting of incentive programs to attract businesses and encourage desired behavior is critical for the City's development, recent findings by experts in recruitment incentives point to the importance of other factors in the site selection process of corporations. Many of the factors that often rank higher than incentive programs among executives' concerns are enhanced by many of the initiatives described in this plan in other sections. Graham Toft and James Laughlin, authors of "The New Art of War," a treatise on recruitment incentives, ranked site selection factors in order of importance between 1991 and 1995 as follows:

- Labor cost
- Highway access
- Availability of skilled labor
- Availability of financing
- Crime rate / quality of life
- Housing costs and availability
- School quality
- State and local incentives

Kansas City is aided by its geographical and economic conditions in labor cost, highway access and housing cost. It can further enhance the desirability of the central city by focusing efforts to pursue aggressively issues of skilled labor, school quality, crime, quality of life and housing availability.

In addition to its efforts to retain and attract large corporations, Kansas City will continue to enhance its excellent environment for beginning new businesses. Already acknowledged as one of the most conducive areas to initiate business activities, Kansas City will improve its own support programs and encourage private organizations providing services to small businesses. The city will also endeavor to understand and implement new technologies and infrastructure, especially in the area of digital communication and information transfer.

HEART OF THE CITY ASPIRATIONS:

Geographical Application of the Eight Aspirations

In order to demonstrate the application of the Eight Aspirations, the *Plan for the Heart of the City* describes their impact on four geographical areas: the Neighborhoods, the Mixed-use Centers, Central Business Corridor and the Downtown Loop.

Link activity centers with efficient, cost-effective transportation alternatives

Reinforce, reaffirm and rebuild our great and varied neighborhoods

Provide high-quality and accessible education for all residents of Kansas City

Create great streets and revitalize boulevards

Create a new generation of urban amenities

Recognize culture as commerce

Create and maintain America's cleanest city

Retain and attract good business citizens and jobs

GEOGRAPHICAL APPLICATION
OF THE ASPIRATIONS

Heart of the City Neighborhoods

We recognize Kansas City as a city of neighborhoods. More importantly, when we describe an area as a neighborhood we include in our definition not only its physical form but also its people and character. Prosperity and a high quality of life for those who choose to live and work in the Heart of the City is one of the highest priorities of this plan. The primacy of neighborhoods is reinforced in FOCUS by the dedication of an entire component plan to neighborhoods. Similarly, the aspirations for the future quality of life of its people will be described in the Human Investment Plan; a recognition that planning for the investment in human capital is equal to or more important than investment in our physical infrastructure. The recommendations of those FOCUS component plans are directly related to the future, continued revitalization of the Heart of the City.

We believe, however, that there are issues related to Heart of the City Neighborhoods that are rightfully asserted in this plan. Over one hundred neighborhoods are located in an area from the Missouri River to 75th Street and from State Line to the Blue River. Largely developed between 1865 and 1939,they have a variety of characters and densities in close proximity to employment centers, cultural institutions, and entertainment venues.

The continued viability of these neighborhoods and the will of their people have been demonstrated in the major reinvestment and rehabilitation of such areas as Hyde Park, Valentine, Scarrit Renaissance and Santa Fe Place, to name only a few.

The Heart of the City has an opportunity to continue the trend to conserve, stabilize and redevelop the neighborhoods which make our city great. Among the key issues which must be addressed are:

- Reinvestment in public infrastructure
- Momentum for continual improvement and private reinvestment
- Reinforcement of mixed use neighborhoods
- Protection from development encroachment and unwanted land uses
- Proactive strategy for dealing with vacant buildings and property upkeep
- Implementation of aggressive marketing strategies

HEART OF THE CITY NEIGHBORHOOD INITIATIVES

Commit 20 - 25% of the City's capital improvements funding to Heart of the City Neighborhoods

Adopt a general policy of supporting neighborhood down-zoning

Preserve and upgrade historic Kansas City-style apartments

Adopt a rehabilitation building code

Adopt new zoning neighborhood classifications

Create a pool of low interest or no interest loans for basic upkeep and maintenance of residential property

Create high density residential options based on historic Kansas City apartment models

Continue the expansion of community policing.

Encourage neighborhoods to pursue aggressively the neighborhoods self-assessment program

Reinforce and embrace mixed-use neighborhoods

Decentralize, modernize and aggressively manage Public Housing

Create Resurrection, Inc.

Create policies and guidelines protecting neighborhoods from unwanted development encroachment

Create policies and guidelines to protect neighborhoods from unwanted land uses

Create a classification of Heritage Neighborhoods

Implement and expand Clean Sweep Program

Commit 20 – 25% of the City's capital improvements funding to Heart of the City Neighborhoods

The revitalization of Heart of the City neighborhoods is critical to the long-term success of the city as a whole; the rehabilitation of existing housing stock and the reinforcement of desirable historical development patterns must be made before significant further deterioration occurs. The City will commit to investing capital improvement funds into central city neighborhoods in recognition of this critical need as well as the concentration of residents in these neighborhoods. The urban core is approximately one-half of the city's currently developed land and is home to approximately half of its people. Recognizing this fact, the City will commit between 20% and 25% of its capital improvement funding annually to reinvestment in public infrastructure in

Heart of the City Neighborhoods. In conjunction with dedicated investment to the Central Business Corridor, the Downtown Loop and the Mixed-use Centers, this investment into Heart of the City neighborhoods results in a total dedication of approximately half of the capital improvements funding to the urban core. This proportion is supported by the FOCUS-wide assertion that infill and contiguous development be given preference over fringe development. The funding will be dedicated in accordance with the recommendations of the Community Infrastructure Committee for the upkeep, repair or replacement of the following:

- Streets, boulevards and associated bridges
- Sidewalks
- Streetlights
- Parks
- New urban amenities

More specific targeting of the appropriations of funding will be based in part on the preliminary criteria offered by the Community Infrastructure Committee:

- Is an urgent need related to health and safety
- Continues or completes an existing project
- Coordinates with another project to reduce delays or save costs
- Is a community priority
- Leverages funds or in-kind contributions
- Reduces annual operating and maintenance costs
- Positively impacts economy through job creation and residential and community retention or attraction
- Preserves past investments
- Positively impacts quality of life

Adopt a general policy of supporting neighborhood down-zoning.

A visit to many neighborhoods, especially adjacent to the Central Business Corridor, reveals older, beautifully constructed single family homes and duplexes built by craftsmen to last. In may cases, these predominately single family residential neighborhoods have a zoning classification which allows for higher density multi-family housing. This designation occurred originally because the neighborhoods were developed in a pattern of mixed single family residences and apartments. The apartments generally were constructed along boulevards and arterial streets that bordered or passed through neighborhoods. These handsome apartments shared the same fine craftsmanship of their surrounding neighborhoods and were generally three stories in height and constructed of brick. Built primarily between 1900 and 1939, they are characterized by a front colonnade and stacked porches that open to the street.

When the zoning ordinance was adopted, the presence of these apartments moved the neighborhoods into a higher density residential classification. This unintentionally helped to create a cycle in which property values gradually dropped and many large houses were subdivided into apartments. Beginning in the 1960's this disinvestment led to the abandonment and demolition of older houses and the ability of developers to inexpensively assemble several adjacent lots for the construction of higher density apartments allowed by the zoning. The relatively inexpensive nature of the apartment construction and, in some cases, less than adequate upkeep and management, has perpetuated the cycle of neighborhood decline. In many cases, this newer apartment construction also disrupted the original pattern of the neighborhoods by constructing the apartments throughout the neighborhoods rather than at their periphery or along arterial streets and boulevards.

Recently, however, there has been a slow but steady trend of reinvestment in the single family residences. In light of increasing interest in home ownership and reinvestment in single family housing, the City will adopt a general policy of supporting neighborhood down-zoning. By down-zoning, the apartments will become 'non-conforming land uses' – or land-uses not allowed by ordinance within a certain area. The down-zoning would require a potential apartment developer to rezone thereby placing the burden on the developer to demonstrate to the City and the neighborhood that the proposed apartment would positively impact the surrounding neighborhood.

Preserve and upgrade historic Kansas City-style apartments

In conjunction with goals of the FOCUS Preservation Plan, special provisions and incentives will be made to preserve and upgrade the older Kansas City Style apartments that typically line such boulevards and arterial streets as the The Paseo, Linwood Boulevard, Benton Boulevard, Gillham Boulevard and portions of Troost Avenue, Prospect Avenue, 31st Street, and 43rd Street. Although they will technically be non-conforming land uses in the new zoning structure, the City will look favorably upon any future upgrade or renovation.

In addition, new multi-family residential infill will be encouraged along the Great Streets defined in this plan. The infill development will be of a compatible character with the older apartments and contain the positive characteristics described in the FOCUS Building Block, Quality Places to Live and Work.

Adopt a rehabilitation building code

The City will adopt a rehabilitation building code to protect health safety and welfare while allowing cost effective renovation and rehabilitation of existing older buildings. The adoption of a building code that is tailored to the renovation and rehabilitation of existing buildings would remove the burden of holding older buildings to current building construction standards. The adoption of such a code would bring the cost of renovating older homes into the grasp of more individuals and promote reinvestment in older neighborhoods.

Adopt new neighborhood zoning classifications

The City will adopt new neighborhood zoning classifications to take the place of residential classifications. The new classifications will take into consideration the surrounding character of a given parcel. See Appendix A, Restructuring Zoning, for more detail.

Typical Kansas City Apartments

Create a pool of low-interest or no-interest loans for basic upkeep and maintenance of residential property

Either through an existing not-for-profit or through the creation of a new group, create a body which oversees a pool of low-interest or no-interest loans for basic upkeep and maintenance of residential property. This group would specialize in micro-loans for individuals who wish to stay in their homes but who have circumstances which inhibit their ability to maintain their property such as fixed income senior citizens, single heads of family households, or physically challenged individuals. Loans would not be made for major renovations but would rather be for basic upkeep and repair of such items as:

- Windows
- Roofing
- Painting
- Gutters
- Lawn equipment or service
- Heating, ventilating or cooling systems
- Electrical
- Plumbing

Kansas City houses.

Create high density residential development based on historic Kansas City apartment models

On Troost Avenue between 49th and 51st Streets , the Troostwood Townhomes offer an excellent example of high density residential construction that uses contemporary construction techniques but emulates the density, scale and relationship to the street of historical development patterns. Future development should emulate the townhome form that is successfully oriented to this important street as well as other historical examples of apartment and

condominium buildings found throughout the urban core.

Continue the expansion of community policing

Based on the promising beginning of the community policing program, the Police Department should continue to expand the program. The proactive presence of police officers in neighborhoods deals with crime in the most effective way.

Encourage neighborhoods to pursue aggressively the self-assessment process

A *Plan for The Heart of the City* endorses the supposition that neighborhoods are the best informed and in the best position to determine their own future. This position is central to the neighborhood self-assessment process which is currently detailed in the FOCUS Neighborhood Prototypes Plan.

Neighborhoods should willingly and aggressively pursue the self-assessment process as it will be a factor in the future allocation of resources from both the public and private sectors. Nearby Community Anchors will be available to assist neighborhoods and provide support project or program funding subsequent to the process. Participation in the process does not assure an equal distribution of all services and infrastructure, but it does assist in identifying critical needs and pathways to get the resources necessary to resolve specific neighborhood issues.

Adjacent neighborhoods should conduct their assessments simultaneously in order to deal with issues or needs which cross over neighborhood boundaries.

Reinforce and embrace mixed-use neighborhoods

A major component of A *Plan for the Heart of the City* is a reworking of the City's zoning ordinance to create a higher density and mixed land-use character in the Central Business Corridor. Many current and potential residents of Kansas City want and embrace an urban alternative to the suburban lifestyle. Current market trends show that there is a demand for urban living.

Many existing neighborhoods offer good examples of the different models of urban living that should be provided in greater quantities in the central city. These include the River Market, Quality Hill, the Plaza, and Crown Center, all of which are composed of multi-family dwellings highly integrated with other land uses such as retail, office, and entertainment.

Other neighborhoods which are within the boundaries of the Central Business Corridor in their current condition and context confirm that they, for all intents and purposes, already are a mixed land use area. There is also an increasing market for the character which neighborhoods

such as those provide. They should receive highest priority for neighborhood assessment process which is being developed within the FOCUS Neighborhood Prototypes Plan and the FOCUS Building Block entitled Neighborhood Livability. Their emphasis on defining parameters for coexistence within the mixed use area is critical in providing livable neighborhoods within the Corridor. Among those within the proposed boundaries are:

Vineyard Gardens Neighborhood

18th and Vine
Downtown East
Broadway Gillham
Crossroads
Columbus Park Industrial
Forgotten Homes
Hanover Place
Old Hyde Park
Old Westport
Parkview
Paseo West
Plaza Westport
Union Hill

Various entities recognize different names and boundaries for neighborhoods. For the purpose of this study, a map provided by the Kansas City, Missouri Planning and Development Department was used.

Opportunities exist for the creation of new mixed use neighborhoods utilizing the guidelines as noted in the FOCUS Building Block, Quality Places to Live and Work. Examples of these areas include:

Parkview/Downtown East/18th and Vine
The demolition of the Wayne Minor Public Housing in the mid 1980's cleared the way for redevelopment and revitalization of this critical area. Its key location between Downtown and the revitalized 18th and Vine District provides an opportunity to link these vital centers. Anchored by ongoing redevelopment along 12th Street, the City will continue to support these efforts.

Northeast Downtown
The area north and east of the Civic Mall is a great opportunity for the creation of a mixed use neighborhood providing housing for those who choose to live and work Downtown. The City will team with the Economic Development Corporation to issue requests for development proposals to private developers to create a new mixed use neighborhood in this area.

Development in both of these areas should exhibit the following characteristics:

- High density development
- Cultural, economic, and racial diversity
- A variety of housing types
- Access to extensive, convenient, and dependable public transit
- Daily shopping opportunities in close proximity to housing
- Employment opportunities in close proximity to housing
- A high proportion of small, local shops
- A balance between traffic needs and accommodation and regard for pedestrians
- Active pedestrian street life
- Extensive opportunity for social interaction
- Adaptive reuse and conservation of significant buildings
- Architectural variety

Decentralize, modernize and aggressively manage Public Housing

Public housing will remain an important option for some residents in the Heart of the City. The areas north and east of the Downtown Loop contain the largest concentration of public housing in the metropolitan area. The future success of the area is at least partly dependent on:

- Decentralization of public housing
- Modernization of the remaining units
- Promotion of mixed-income occupancy in public housing areas through occupancy policies and marketing efforts to attract working households
- Targeting of areas in the urban core for new public housing where significant redevelopment activity is occurring and seeking waivers from HUD requirements if necessary

Much of this is already underway within the Housing Authority of Kansas City and will be augmented with private partnerships. The creation of scattered site public housing may be the most difficult to achieve because of the stigma that public housing has carried in the past. The City will assist the HAKC in identifying neighborhoods which might accept scattered site housing. If a neighborhood agrees to site a proportional number public housing units, then it will receive incentives from the City in the form of priority public improvements to their neighborhood. Major repairs, replacements, or additions of sidewalks, streets, streetlights, sewers, and water service will occur concurrently with the construction or purchase of properties to be used for public housing.

Create Resurrection, Inc.

Among the challenges of Heart of the City Neighborhoods is to deal successfully with the proliferation of vacant or near vacant institutional buildings such as schools, churches, and hospitals. Consistent with the era in which they were developed, many of these neighborhoods were built around these institutions. Their abandonment is particularly disturbing because the institu-

tions were meant to act as the neighborhood anchor. The institutions are easily the largest buildings in the neighborhoods and their deterioration makes them even more obvious. Also disturbing is the decay of that which these institutions stood for in terms of community, education, health, spirituality and sometimes jobs. In cases where the deterioration of the buildings is extreme, the task of rehabilitating or even demolishing the structure can be daunting. Often action is bogged down in debate between government officials, neighborhood groups eager to preserve their property values and the character of their area, and preservationists seeking to preserve important vestiges of our built environment.

Currently vacant Holy Name Church

The opportunity exists to create Resurrection, Inc. as part of an existing not-for-profit or a new organization with the primary goal of creating value in these buildings or sites which will spill over into the neighborhoods in terms of property values, jobs, or social services and return them to their role as anchors in the neighborhoods. Among the organization's functions are:

- Act as an intermediary for all interested parties
- Proactively survey the city for these buildings
- Assess their economic viability
- Assess their historic significance
- Assess their current impacts on the neighborhoods
- Proactively seek new tenants or owners
- Assist in the demolition of unmarketable or unsafe buildings
- Assist in the financing of the determined outcome

Advisors and participants in this group should include the Kansas City, Missouri School District, various religious groups, preservationists, real estate developers, economic development specialists, neighborhood groups, and various City Departments.

Create policies and guidelines protecting neighborhoods from unwanted development encroachment

While the Central Business Corridor will be allowed to develop and thrive as a higher density mixed land use area, the boundaries of this area will be contained. The boundary serves two equally important purposes:

- Defintion of the concentration of mixed use which will receive targeted incentives
- Provision of the protection of adjacent neighborhoods from development encroachment.

The CBC is flanked by neighborhoods of rich history and architectural character and which benefit from their proximity to the CBC. As reinvestment is focused on higher density development within the CBC, the issues of transition and appropriate relationships become increasingly important. New devel-

Santa Fe Place Neighborhood

opment and improvements along these edges of the CBC should be characterized by mixed land use zones that step down in height to the neighborhoods and benefit, or do not have a negative effect on, local adjacent neighborhoods. Among the opportunities for appropriate transition from the neighborhoods to the Corridor include:

- Storefront offices that do not require the same locational criteria as retail could be utilized on the first floor.
- Residential uses could be located on the floors above.
- Buildings sensitive to the neighborhood architecture and character
- The perimeter should be heavily landscaped with shrubs, trees, and earth berms
- Traffic calming strategies should be applied at neighborhood entries
- Parking for businesses could be provided as a buffering use. Parking designed as a buffer should have the following characteristics:
  – Parking lots will not be allowed on corners of blocks
  – Parking lot sizes should be a maximum of 150 feet in width.
  – Lots should be open when the businesses they support are open and either have fences and gates to keep undesirable activity out of the lots after hours or flex the lot with local residents for parking after hours.

Neighborhoods which abut the Central Business Corridor with its mixed use and higher density character will be prioritized highly for self-assessment. Among those neighborhoods which abut the new mixed use corridor are:

Beacon Hills
Coleman Highlands
Columbus Park
Central Hyde Park
East Community Team North
Independence Plaza
Longfellow/Dutch Hill
Lykins
North Hyde Park
Northeast Industrial District
Park Central
Pendleton Heights
Plaza West
Roanoke
South Plaza
Southmoreland
Sunset Hill
Volker
Washington Wheatley
Wendall Phillips
Westside North
Westside South

Various entities recognize different names and boundaries for various neighborhoods. For the purpose of this study, a map provided by the Kansas City, Missouri Planning and Development Department was used.

Create stringent policies and guidelines to protect neighborhoods from unwanted land uses

The City will create stringent policies and guidelines to protect neighborhoods

from unwanted land uses. Guidelines that deal with the location of land uses which may have real or perceived effects on a neighborhood will be based in part on the following criteria:

- Stringent minimum distances between the unwanted land use and public or quasi-public facilities, religious facilities, or schools
- Minimum distances between similar unwanted uses as well as dissimilar unwanted uses to keep concentrations of multiple unwanted uses from occurring in one neighborhood
- Further definition of that which constitutes an unwanted land use
- Appropriate locations for uses to be defined within the new zoning ordinance

The intent is to create the guidelines and policies proactively instead of dealing with issues on a case by case basis.

Create a classification of Heritage Neighborhoods

There exists an opportunity to create a designation of Heritage Neighborhood for those founding urban neighborhoods which, while not necessarily historic, have high integrity. The designation of a Heritage Neighborhood will not carry a regulatory burden for the property owner as the designation of Historic Neighborhood has meant in the past; rather it will help direct the actions of the City towards that neighborhood. Not all neighborhoods will qualify for this designation and its designation, conferred by the City Council, will result in the protection of the existing character, improvements to the physical and social fabric, and the allocation of funding toward these ends. To be designated as a Heritage Neighborhood, a neighborhood must:

- Have been primarily developed between 1865 and 1939
- Have approximately 75% of its original buildings intact
- Have over 80% of its buildings occupied
- Provide stability to their residents

Create aggressive marketing strategies

Neighborhood leaders should form a coalition with realtors and public relations groups to create aggressive marketing strategies for Heart of the City Neighborhoods, keying on the variety of neighborhood characters and densities in close proximity to employment centers, cultural institutions, and entertainment and shopping venues. These strategies could include:

- Programs for retention of residents
- Programs for recruitment of residents outside of the area
- Programs for positive media portrayal
- Tax incentives for those moving back into the Heart of the City

Implement and expand Clean Sweep Program

The City will continue and expand its Clean Sweep Program for neighborhood clean-up. The successful program organizes and supports neighborhoods in extensive clean-up efforts. The program will be implemented throughout the urban core neighborhoods to provide continued garbage removal, brush and weed removal and other measures.

GEOGRAPHICAL APPLICATION
OF THE ASPIRATIONS

Mixed-use Centers

In our recent history, commercial development outside of the Central Business Corridor has been encouraged along a series of development "corridors" or "spines." Supported by the *Major Street Plan* and a pattern of typically one-half block deep commercial zoning, strip development has occurred along many of the major thoroughfares of the urban core. These include Troost, Prospect, Independence and other avenues and boulevards. Although this pattern was initiated along Troost and Prospect during the street car era, most of the major streets were characterized in their original formation by regularly occurring "nodes" of commercial development at major intersections. These nodes included a variety of businesses from shops and restaurants to offices and professional services; in between these clusters of commercial development, the avenues and boulevards were typically inhabited by some of the city's largest homes as well as the two to four story apartment buildings historically typical in Kansas City.

Land-use patterns throughout the urban core should shift away from the strip commercial development to nodal development, or mixed-use centers, in which commercial development is allowed to occur at the full depth of the block at significant intersections. The proposed nodal development pattern, in conjunction with the Great Streets network designated in this report, has evolved from a previous FOCUS proposal for the reinforcement of "Development Spines;" this network of Great Streets is indicated on a map in Appendix E. Examples of this new development type demonstrate an economically successful model for redevelopment that replaces the old strip land-use concept with a nodal land-use pattern, similar to the historical fabric demonstrated at Brookside and 63rd Street and at Benton Boulevard and Independence Avenue. Changes in transportation usage and dominant economic forces encourage

MIXED-USE CENTER INITIATIVES

Commit at least 3 - 5% of the City's capital improvement funding to the Mixed-use Centers

Target incentives to Mixed-use Centers

Develop a series of prototypical Mixed-use Centers in the first seven years of the implementation of FOCUS

Create three Mixed-use Center Types: Community, Neighborhood and Small Neighborhood

Implement Urban Design Guidelines

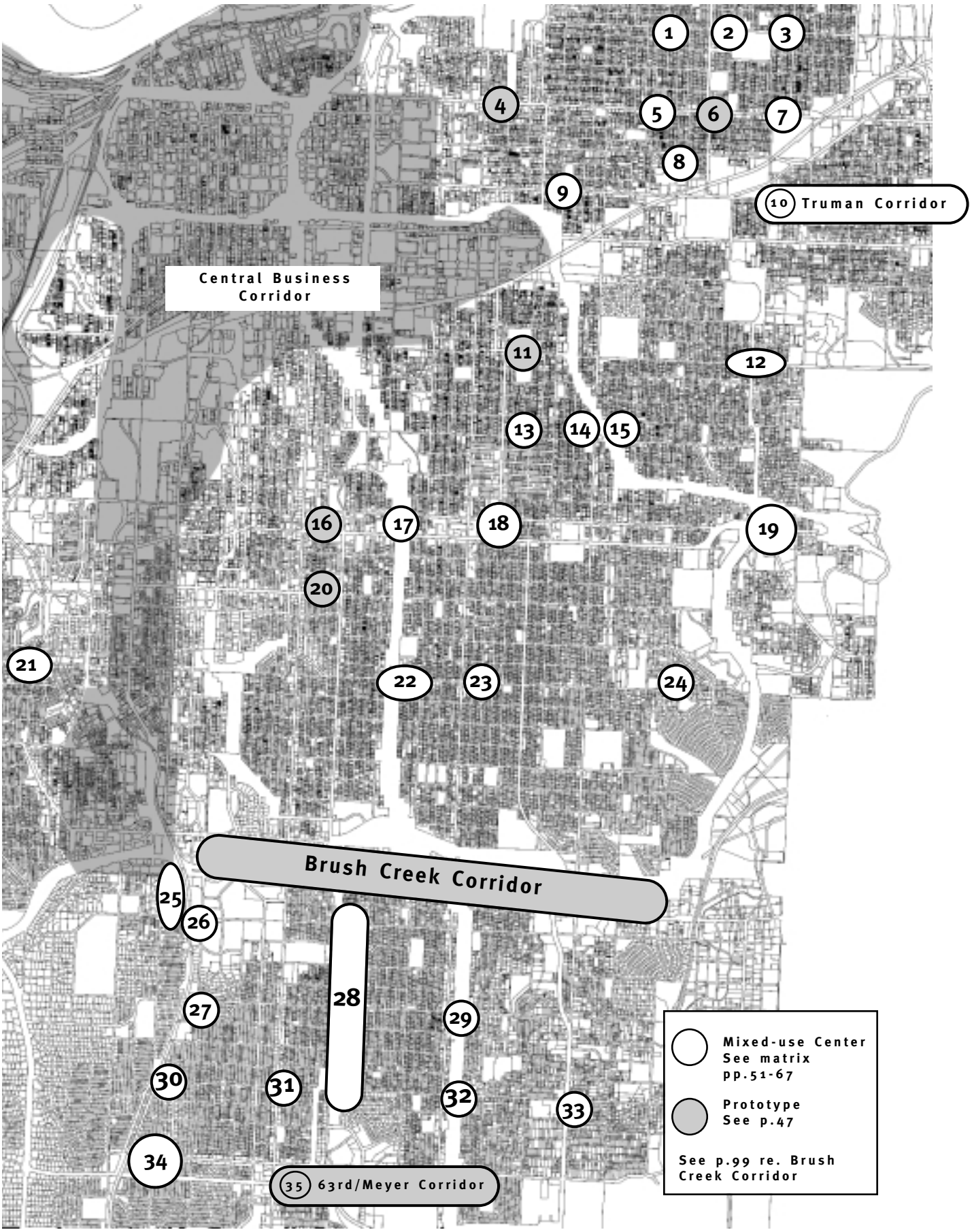
Create Special Benefit Districts

Encourage the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities

Enhance security in the Mixed-use Centers

the development of these development clusters in which adequate scale of facilities and parking availability come together to generate an economically viable result. This pattern is effectively demonstrated by the recent and successful redevelopment at Linwood and Prospect. Key characteristics of this pattern include full-block commercial or mixed-use zoning, sufficient parking and critical density of businesses. The Linwood and Prospect example demonstrates the economic viability of this model; future versions should make simple changes to enhance their urban qualities and better serve transit users. Through changes in the zoning ordinance, the City will encourage the successful economic model while requiring new buildings to reinforce or re-create the street wall, place inviting entrances on the sidewalk and shift parking lots to the side and rear areas. In particular, intersections should be reinforced with building mass prohibiting the placement of a parking lot at the corner. Unlike suburban development models, the urban mixed-use center must serve both the driver, the transit-user and the pedestrian. To further reinforce this pattern, the areas between the Mixed-use Centers, currently strip-zoned commercial, will be returned to residential use through down zoning and transfer of development rights, to allow both single family homes and apartments where appropriate. While the historical apartment development patterns offer an excellent model, the development, "Troostwood" at Troost and 49th, offers an excellent contemporary model of a desirable pattern of higher density residential redevelopment.

To help create this pattern, the City will target incentives towards such development. Strip commercial property owners in areas between the nodes will be offered incentives to move their businesses to a node. If they accept, the incentives will be given



Heart of the City Mixed-use Centers and Corridors

only upon their agreement to allow down-zoning of their current properties to appropriate residential classifications. Development of high density residential will also be encouraged in the Mixed-use Center.

There are several exceptions to the pattern of focusing on revitalizing intersections instead of corridors. In these areas (see map, p.45), existing conditions suggest that continued development of mixed-use activity along major corridors is appropriate. The principles and guidelines applied to neighborhood centers apply to these corridors, including full-block mixed-use zoning and guidelines to manage transit along with pedestrian and vehicular needs.

These centers are intended to serve primarily the adjacent neighborhoods; therefore, the future development of the Mixed-use Centers will be influenced by the neighborhood assessment process. Owners and tenants of the Mixed-use Centers should work with adjacent neighborhoods to support both the neighborhoods and to develop businesses needed by their residents.

Commit at least 3 – 5% of the City's capital improvement funding to the Mixed-use Centers

As it makes similar commitments to investment in other urban core areas, the City will commit 3 – 5% of its capital improvement budget annually to investments within the Mixed-use Centers. The funding will be used for the following:

- Transportation improvements such as light rail
- Streetscape
- Bridge upgrades
- Upgraded lighting
- Parks and open spaces
- Other major projects

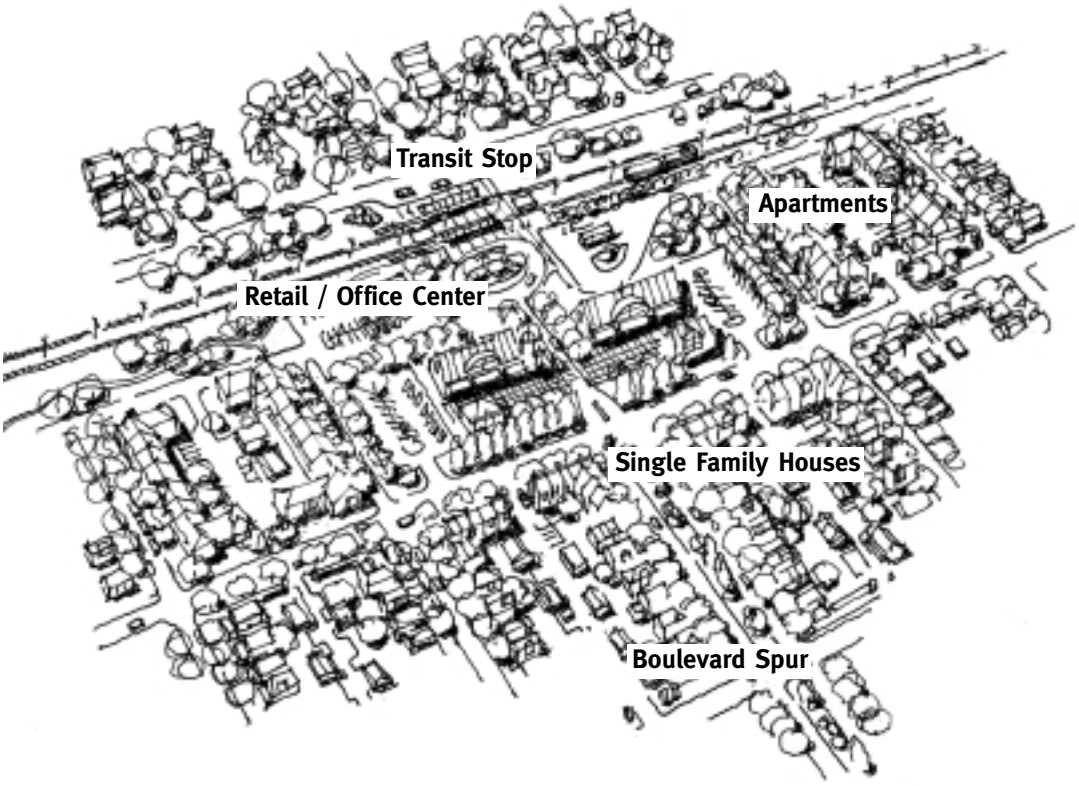
Target incentives to Mixed-use Centers

Outside of the CBC, incentive programs for commercial and industrial development, such as TIF and 353, will be targeted to areas within designated Mixed-use Centers. Inside of the centers, they will be used aggressively to promote the goals of this plan.

Develop a series of prototypical Mixed-use Centers in the first seven years of the implementation of FOCUS

To initiate the revitalization of the Mixed-use Centers, the City will use capital improvements funds and targeted incentives to redevelop three to five of the centers within the first seven years of the FOCUS plan. Candidates for this effort will be geographically diverse, have good private support, have a good chance of succeeding economically and draw from each of the three types of centers (Small Neighborhood, Neighborhood and Community) as described subsequently in this section. Candidates for this early investment include:

- Independence and Prospect
- Independence and Benton



Example of Neighborhood Center

- 23rd and Benton
- Linwood/31st and Troost
- Armour and Troost
- 47th Street from Troost to Paseo
- 63rd/Meyer Corridor

These candidate sites are further described in the "Mixed-use Center Matrix" later in this section; the matrix lists cursory observations and opportunities for each node. Their development will require coordinated planning with surrounding neighborhoods, further design studies and market feasibility studies.

These initial efforts will strive to create centers where people can live, work and play, where they can safely walk from their homes to places to shop or work and to convenient transit options to travel to other parts of the city. Plans for their redevelopment will integrate expansion of existing programs, recent investments, targeted future investment and partnerships with the private sector.

Elements of the Mixed-use Centers will include:

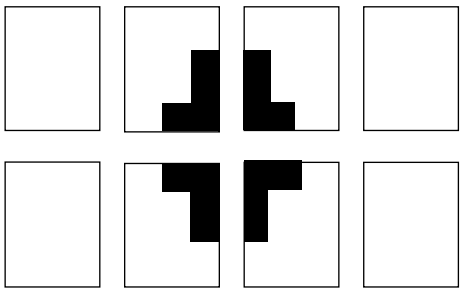
- Preservation and re-use of sound and historically valuable buildings
- Infill commercial buildings for both retail and office uses; retail facilities can include grocery, pharmacy, cleaners, restaurants and others serving the surounding neighborhoods
- Low to mid-rise apartment buildings on the perimeter of the center
- A multi-modal transit hub that integrates day-care facilities
- Community policing including police walking the beat and the bicycle patrol
- A "FOCUS Center" for community gatherings and efficient delivery of City, social and other services

Create three Mixed-use Center Types: Small Neighborhood, Neighborhood and Community

This report identifies 35 opportunities for the reinforcement or creation of Mixed-use Centers. (See matrix, pages 53 - 69) Other areas within the urban core may be appropriate for designation and support as a Mixed-use Center if brought forward by private interests. Within the identified opportunities, there will be variety in the size and structure to provide different scales of service, access to goods and employment opportunities. While some will serve their surrounding neighborhoods, some will serve multiple neighborhoods and others will serve larger areas within the urban core.

Small Neighborhood Centers

Small Neighborhood Centers are the smallest of the nodal types and most reflective of the historic patterns. They offer nearby residents places to shop, have a meal or get a haircut. Their potential services are wide ranging but tend to be small scale operations. Many of the Small Neighborhood Center candidates have high quality, existing buildings, many built in the early part of the century, that require only minimal rehabilitation for contemporary use.

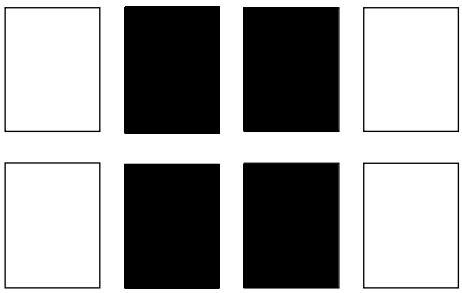


Small Neighborhood Center diagram

Size: Quarter blocks, cruciform shape
Zoning: MU1
Parking: on-street and to the side or behind
Example: 59th and Holmes

Neighborhood Centers

Neighborhood Centers serve several nearby neighborhoods and offer greater vehicular and transit access. They similarly offer an expanded range of services that might include larger scale operations such as mid-sized grocery stores and pharmacies as well as professional services, banks, doctor's offices and low-rise office buildings. They can also include a small range of light industrial applications that are not noxious to the surrounding neighborhoods but provide job opportunities for residents.



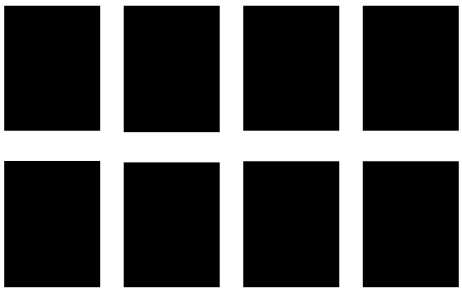
Neighborhood Center diagram

Size: 4 half blocks to full blocks
Zoning: MU2 to MU1
Parking: on sides and in rear
Example: Independence and Prospect

Community Centers

There is only opportunity for a few Mixed-use Centers of this type within the urban core. Community Centers are large-scale Mixed-use Centers that can include both large retail stores to provide discount shopping opportunities, and high density commercial and light industrial development. Community Centers require excellent vehicular access, sufficient parking and superior transit service.

Size: 4 to 6 full blocks
Zoning: MU3 to MU1
Example: Linwood and Prospect, The Landing at 63rd



Neighborhood Center diagram

The preceding map and matrix identify Mixed-use Center candidates in the urban core. The matrix lists opportunities for redevelopment, which can serve as a guide for targeted City incentives. The urban core also has three regional Mixed-use Centers: Downtown, the Plaza, and Crown Center. See sections of this Plan on the Downtown Loop and the Central Business Corridor for policies and actions for those areas.

Implement Urban Design Guidelines within the Centers

The Mixed-use Centers will be subject to the Design Guidelines developed for this report and adopted by the City Plan Commission. (See Appendix B.) Special care will be taken to protect surrounding neighborhoods from encroachment of mixed-use development and potential resulting nuisances. As reinvestment is focused on higher density development, this issue becomes increasingly important. New development and improvements along the edges of Mixed-use Centers will be characterized by mixed land-use zones that step down in height to the neighborhoods and benefit, or do not have a negative effect on, adjacent neighborhoods. Among the opportunities for appropriate transition from the neighborhoods to the Mixed-use Centers include:

- Buildings of one to four stories
- Storefront offices that do not require the same locational criteria as retail could be utilized on the first floor
- Residential uses could be located on the floors above
- Buildings sensitive to the neighborhood architecture and character
- Parking for those businesses that face an arterial and do not face the neighborhood could be provided as a buffering use. Parking designed as a buffer should include the following characteristics:
  - No parking allowed on corners of blocks
  - Parking lot sizes will be a maximum of two parcel widths of the original plat of the block on which the lot sits.
  - Lots should be open when the businesses they support are open and have compatible fences and gates to keep undesirable activity out of the lots after hours
  - Heavy landscaping with shrubs, trees and low earth berms
- Traffic calming strategies should be applied at entry points to neighborhoods

Create Special Benefit Districts

The Mixed-use Centers lend themselves to the creation of Special Benefit Districts (SBD) or Community Improvement Districts to enhance each center with better marketing, security, maintenance and other services. See Downtown Loop section of a more thorough discussion on SBD's.

55th and Brookside

Encourage the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities

The Mixed-use Centers contain and are adjacent to some of our city's most significant historic buildings and districts. The City, Special Benefit Districts, Resurrection Inc. and other organizations will use available tools to assist in preservation and adaptive re-use of existing buildings. See Appendix C for further detail.

Enhance security in the Mixed-use Centers

Many of the initiatives described in this section will enhance security in the Mixed-use Centers by increasing activity and the level of amenities within the area. SBD's will also augment security by providing district-responsible security personnel. To add to these improvements, the City will implement strategies to increase security including:

- Expand and enhance community policing programs, providing services directly to the neighborhoods with support from other departments and neighborhood groups, allowing police to focus on crime, security, and preventative problem solving
- Increase and enforce penalties for false alarms to reduce high percentage (97%) of false alarms in private security systems
- Encourage private security patrols or Community Service Representative Organizations supported by neighborhood and business associations
- Encourage and expand neighborhood watch programs

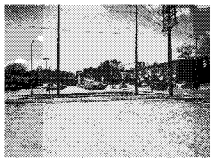
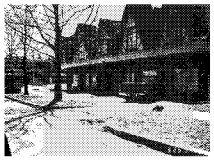
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
1 **St. Johns and Askew**		Liquor, variety retail, thrift store, upholstery, barber, construction office	1900-1920 NA	Stable neighborhood with some 4-plex apartments immediately adjacent; existing commercial facilities are readily adaptable or ready to use for mixed-uses.	Neighborhood retail support. Live/work conversions.	Small Neighborhood Center	C2 with some full block depth application MU-1	
2 **St. Johns and Elmwood**		Newspaper, temple, barber, beauty school, coin shop, dentist, meeting hall, liquor store, computer retail, other religious facilities.	1900-1920 Historic Firehouse, Gladstone Hall	Stable commercial fabric with landmark buildings and stable surrounding neighborhood. A model candidate for rehabilitation.	Neighborhood retail support. Live/work conversions.	Small Neighborhood Center	C2 1/2-block deep MU-1	
3 **St.Johns and Hardesty/Chelsea**		Apartments, realty, religious facilities, auto repair, nightclubs, remodeling company.	1900-1920 Holy Cross Church and Auditorium, Budd Park	Historic fabric with church buildings and a significant park.	Neighborhood retail support. Live/work conversions.	Small Neighborhood Center	C2 1/2-block deep MU-1	
4 **Independence Ave and Prospect Ave**		Wide variety of retail goods, professional services, bank, apartments.	1900-1970 Central Bank & Professional Building, Sons of Columbus	Wide variety of business buildings. Significant apartments to the west at Olive Street.	Opportunity for a full-block cruciform or larger; application of nodal development as advocated in Independence Avenue Corridor Plan.	Multi-neighhborhood Center	C2 1/2-block deep MU-1 with full block depth cruciform	Yes

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

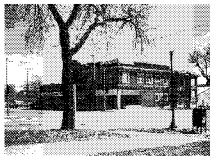
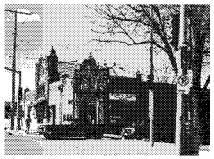
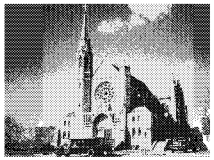
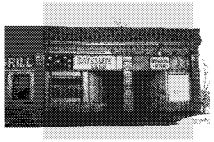
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
5 **Independence and Cleveland**		Tavern, pharmacy, restaurants, auto parts, rent-to-own, convenience stores, beauty supplies, laundro-mat, adult video rental	Mixed Apple Market Grocery	Older commercial buildings with apartments in upper floors, viable grocery store	Viable grocery store provides anchor for existing businesses and revitalization opportunities, future development should provide better street frontage to balance large existing parking lots; application of nodal development as advocated in Independence Avenue Corridor Plan.	Neighborhood Center	C2 strip MU-1 with full block depth cruciform	
6 **Independence and Benton**		Florist, rent-to-own, religious centers, salon/barber, fast food, gas station	Predominantly 1900-1920 with recent infill Old theater with curved front facade and cold storage building	Existing apartments on Benton provide quality building stock for higher density residential.	Benton Boulevard's historic, higher density residential makes this an ideal candidate for a revitalized mixed-use center. Form of mixed-use zoning should be determined according to location of existing apartment buildings; application of nodal development as advocated in Independence Avenue Corridor Plan.	Small Neighborhood Center	C2 strip with full block depth commercial zoning on the south side. MU-1	Yes
7 **Independence from Van Brunt to Elmwood**		Extensive strip development including fast food, auto retail, pawn shops, etc.	Majority is post WWII suburban style Northeast High School, Northeast Middle School and Elementary	Adjacency to stable neighborhood and heavy traffic volumes. Stable older commercial buildings between Cypress and Elmwood are ready for revitalization with better vehicular access.	Unlike most other areas, strip development patterns have completely replaced residential buildings; proximity to the industrial districts to the east suggest future potential for concentrated strip development within this elongated node. Failed recent development should be replaced with new businesses that take advantage of full block zoning at intersections to allow good vehicular access.	Neighborhood Center	C2 strip MU-1 with full block depth cruciforms at intersections.	
8 **9th Street and Jackson**		Small-scale grocery, liquor, light manufacturing, automotive repair, construction company	1900-1930 Curved street with unusual three sided building at the center of the node.	Older buildings and an unusual form created by the deviation from the city's grid system.	The physical fabric has potential because older buildings maintain their street frontage that could invite pedestrian activity.	Small Neighborhood Center	C3 MU-1 with full block depth at center	

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

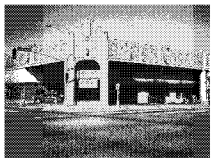
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
9 **12th Street from Benton to Indiana**		Restaurant, upholstery, apartments, tavern, consignment retail, auto repair, dry cleaner, tattoo parlor	Mixed Whittier School, Bales Baptist Church	Older commercial buildings with apartments in upper floors, adjacent apartment buildings on Benton, new Old Northeast infill housing units nearby.	Benton Boulevard historic apartment buildings an new infill housing by Old Northeast group enhances opportunity to revitalize this as a neighborhood node using existing older commercial building as well as infill projects that enhance vehicular access.	Small Neighborhood Center	C2 strip MU-1 with full block depth cruciforms at intersection without conflicting with existing apartments.	
10 **Truman Corridor**		Extensive and various uses along corridor	Mixed Centropolis Church	Proximity to Renaissance Place Housing, St. Paul School of Theology,	Unlike most other areas, strip development patterns have completely replaced residential buildings; proximity to the industrial districts to the east suggest future potential for concentrated strip development within this elongated node.	Neighborhood Center	C2 strip MU-1 and MU-2 with full block depth cruciform at intersections	
11 **23rd Street and Benton**		Health clinic, senior care facility	Mixed Holy Name Church	Proximity to new infill housing on Benton, active health clinic, active Washington Wheatley Neighborhood Association	Holy Name Church is a vacant institution and should be addressed or considered by "Resurrection, Inc." See page 38. Additional commercial buildings should be revitalized but remain relatively compact in this residentially dominated node.	Small Neighborhood Center	C1 strip MU-1	Yes
12 **24th Street from Van Brunt to Jackson**		Religious centers, laundro-mat, cleaners, tavern, automotive repair	1920-1940 Ashland School	Proximity to police station, Ashland Square Park and vacant Ashland school building	Needs significant rehabilitation. Empty Ashland School should be considered for re-use by "Resurrection, Inc." See page 38..	Small Neighborhood Center	C1 strip MU-1	

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

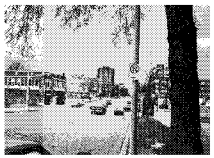
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
13 **27th Street and Prospect**		Church, tavern, liquor store, fast food restaurant.	1900-1930 None	Some older buildings are rehabilitation candidates, Baptist Church	Total redevelopment opportunity. Location on Prospect Avenue makes it a good location for a node.	Small Neighborhood Center	C3 strip MU1 with full block cruciform	
14 **27th Street and Indiana**		Salon, dry cleaner, convenience store, tavern.	1910 - 1930 None	Proximity to Santa Fe Place Neighborhood	Proximity to Santa Fe Place makes it a good location for Mixed-use Center with some opportunity for revitalization of existing commercial buildings.	Small Neighborhood Center	C2 strip MU-1 with full block depth cruciform	
15 **27th from Cleveland to Monroe**		Bakery, convenience store	1910 - 1930 Greenwood School	Greenwood School, commercial building stock in good shape	Proximity to school makes this node a good spot for a revitalization effort for a smaller scale node. Existing buildings in relatively good condition.	Small Neighborhood Center	C-3a2 at intersection, C-2 strip MU-1 with full block depth cruciform	
16 **31st / Linwood and Troost**		Various retail including used furniture, music, discount shopping, storage, professional services, day care, etc. and Wonder bread and Nazarene Publishing Company	1910 - 1930 Wonder Bread, Firestone Bldg, Nazarene Publishing	Stable building stock, corporate anchors, new police station, vital history	Troost's significance as the racial dividing line makes this node an important place in the city for redevelopment efforts. Redevelopment should be made in concert with more extensive plans to replace strip development to the south with higher density residential to support retail node and symbolic gestures such as fountains or parks.	Neighborhood Center	C-3a2 MU-2 with full block depth cruciform	Yes

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
17 **31st/Linwood and Woodland**		Restaurant, religious center	Mixed / Presbyterian Church, Linwood School	Bruce R. Watkins Drive access	Opportunity for large redevelopment utilizing connection to Bruce R. Watkins and traffic flows on Linwood and 31st.	Neighborhood or Community Center	C1 strip / MU-1 to MU-2	
18 **31st/Linwood and Prospect**		Extensive retail types.	1980 – present / Linwood Square Shopping Center and Bluford Library	Recent redevelopment made larger node economically successful; an economic model for future redevelopment efforts; model of impact of recommended full block depth zoning.	Maintenance of this new center with improvements of pedestrian and transit connections.	Community Center	C2P / MU-1	
19 **31st/Linwood and Van Brunt**		Fast food, gas stations, dry cleaners, hotels, large scale pharmacy, etc.	1970 - / VA Hospital, MO Department of Transportation	Access to I-70, intersection of major arterials	Current development based on suburban style; vehicular access is particularly important here because of the highway connection but pedestrian and transit environment needs improvement; removal or revitalization of deteriorating hotels critical to long-term improvement.	Neighborhood Center	C2 large node / MU-1 with full block depth	
20 **Armour and Troost**		Storage, gas station, apartments	1900-1930 / None	Proximity to Hyde Park; stable historic apartment buildings, significant vacant land	Relationship to the Troost redevelopment project is critical, see 31st/Linwood and Troost node. This node should be a Neighborhood Node that supports higher density residential both north and south of Armour on Troost.	Small Neighborhood Center	C2 strip / MU-1	Yes

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

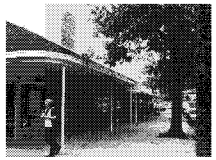
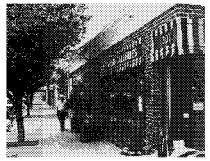
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
21 **39th Street from State Line to Wyoming**		Variety of ethnic restaurants, laundromat, hardware, pet supplies, art supplies, furniture, convenience stores, tattoo parlor, etc.	Mixed Loretto Academy	Recent grass roots revitalization effort has made this area a model for pedestrian oriented urban revitalization	Maintain activity level, facade improvement, improved transit.	Small Neighborhood Center	C2 strip MU-1	
22 **39th Street from Woodland to Brooklyn**		Contractor supply, small-scale grocery, gas station, religious center	1910 - 1930 Horace Mann School	Connection across Bruce R. Watkins Drive, existing mixed-use fabric	Opportunity for a node that crosses Bruce R. Watkins on new bridge as anchor for neighborhoods damaged by Watkins Drive construction. Horace Mann school should be considered for re-use by "Resurrection, Inc." See page 38.	Small Neighborhood Center	C2 strip MU-1 with full block depth cruciform on each side of highway	
23 **39th Street and Prospect**		Check cashing, liquor, automotive repair, telephone switching station, church, convenience store, barber.	1900-1920 None	Proximity to activity at 31st and Prospect.	Potential connection to previous node at Woodland/Brooklyn with higher density residential in between. Location on Prospect increases it importance as a node.	Small Neighborhood Center	C2 strip MU-1 with full block depth cruciform	
24 **39th Street and Elmwood**		Large scale grocery, laundry, apartments, liquor.	1970 – Piggly Wiggly	Seven Oaks Park, Seven Oaks School, Seven Oaks Shopping Center	Maintenance of grocery store and revitalization of apartments. Utilization of grocery as anchor for expansion of node.	Small Neighborhood Center	C1 MU-1	

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

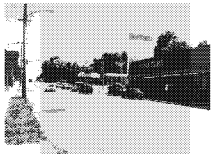
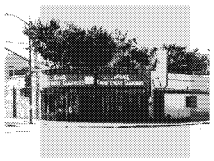
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
25 **Main Street from 49th to 51st**		Restaurants, office, taverns, grocery, pharmacy, beauty, library, apartments, bakery, veternerian, etc.	Mixed Board of Trade, Plaza Library	Proximity to Country CLub District, Countryside Neighborhood and the Plaza.	Opportunity for infill development along Main Street in vacant lots and a few lower quality buildings. Current level of activity supports further development; recent disconnection of Main Street over Brush Creek to the north reduces traffic, making this section of Main a more appealing pedestrian, neighborhood node.	Neighborhood Center	Majority is C2 strip MU-1 to MU3 at the north end, adjacent to Plaza.	
26 **51st Street and Brookside**		Laundry, cafe, restaurants, etc.	1950-1960 UMKC Campus on eastern edge, Oak Towers	Current neighborhood node	This neighborhood center has recently enjoyed revitalization with the influx of new businesses. It should be maintained in its current form.	Small Neighborhood Center	Majority is C2 strip MU-1 to MU-2 in accord with area plan.	
27 **55th Street and Brookside**		Mixed retail including antiques, cafe, etc.	1920-30 Second Presbyterian Church	Current neighborhood node	This neighborhood center has recently enjoyed revitalization with the influx of new businesses. It should be maintained in its current form.	Small Neighborhood Center	C1 MU1	
28 **Troost from 49th to 62nd**		Variety of retail, restaurant, school, religious and office.	Mixed Rockhurst College	Brush Creek Development, UMKC, Rockhurst College	Revitalization along entire corridor with University and other institutional anchors as basis for local market. Effort should include reintegration of higher density residential with commercial and other non-residential activtiy concentrated at major intersections, including 55th and 59th.	Neighborhood Center	C2 Strip MU1 and MU2 at nodes and N3 to N5 along strip.	

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

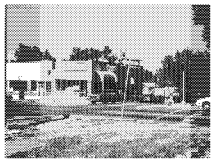
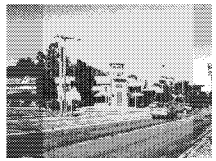
Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
29 55th Street and Prospect		Grocery, restaurant, automotive repair, religious center, fast food, dry cleaners	1960-	Access to Bruce R. Watkins Drive	Access point to Bruce R. Watkins and potential light rail stop make this node a potential transit hub with supporting and complementary development such as a park and ride lot and higher density housing with neighborhood supporting retail and services.	Small Neighborhood Center	C2 Strip / MU1	Yes when light rail plan implemented.
30 59th Street and Brookside		Small scale neighborhood retail	1920-30		The eventual implementation of light rail along this corridor will encourage further development.	Small Neighborhood Center	C1 / MU1	
31 59th Street and Holmes		Restaurant, bakery, salon.	1920-30	Small but viable node in neighborhood undergoing significant increases in property value and improvements.	Model neighborhood node supported in stable neighborhood.	Small Neighborhood Center	C1 / MU1	
32 59th Street and Prospect		Grocery, restaurant, automotive repair, religious center, fast food, dry cleaners	1960-	Access to Bruce R. Watkins Drive	Access point to Bruce R. Watkins and potential light rail stop make this node a potential transit hub with supporting and complementary development such as a park and ride lot and higher density housing with neighborhood supporting retail and services.	Small Neighborhood Center	C2 Strip / MU1	Yes when light rail plan implemented.

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

Mixed-use Center Matrix[1] - see map, p.45

Mixed-use Center Candidate Sites	Photo	Current Uses	Vintage / Landmarks	Advantages	Opportunities	Potential Development Model	Curr. Zoning / Pot. New Zoning	Prototype[2] Opportunity
33 **59th Street and Swope Parkway**		Cleaners, gas station, chruch, senior care facility.	1950-	Swope Parkway and proximity to Swope Park including Zoo, Starlight Theater, etc.	Additional infill business development to support ongoing improvement efforts in adjacent neighborhoods including infill housing.	Small Neighborhood Center	C1 MU1	
34 **63rd Street and Brookside**		Extensive retail, restaurant and services with some higher density residential and a school.	1920-30 J.C. Nichols shopping district	Successful and improving Mixed-use Center.	A model for future Mixed-use Center redevelopment, particularly for its successful integration of parking needs with a desirable streetfront pedestrian environment.	Neighborhood Center	C2 with some R5 MU1	
35 **63rd Street/Meyer Corridor**		Extensive retail, restaurant and professional services.	1920-30 Landing Shopping Center, Nazarene Headquarter, Research Medical	Density of existing activity and infrastructure.	As described by the *Southtown 2000 Policy Plan*, additional uses such as grocery, department store, hotel and new restaurant and retail are desired for this area. In support of this goal, the Landing and adjacent areas should be improved to include better pedestrian and transit access and more attractive facilities. The addition of more office space would provide more potential pedestrian customers.	Neighborhood Center	C3a2, C3a1, CP2, R5 MU1 - MU2	Yes

[1]The listed sites are not presented in preferential order and are offered as candidate sites; other candidate sites may exist and should be considered. These sites were identified as broad opportunities that require further design, planning and economic feasibility studies prior to redevelopment. The candidate sites are intended to complement, not to supplant, previous and ongoing study and development efforts.

[2]See description of prototype opportunities, p.47

GEOGRAPHICAL APPLICATION
OF THE ASPIRATIONS

Central Business Corridor

The majority of Kansas City's primary activity centers are found in a discernible north-south corridor that begins at the River Market and runs south to the Country Club Plaza and beyond. This Central Business Corridor (CBC) is the area in Kansas City of the highest density development, creating the best opportunity to embrace and implement development patterns of higher density, mixed-use activity that is transit and pedestrian friendly.

The CBC is divisible into nine districts, each with its own character, strengths and opportunities. They include:

- Downtown Loop
- Riverfront/River Market
- West Bottoms
- East of the Loop
- Crossroads
- 18th and Vine
- Crown Center / Union Station
- Midtown
- Westport / Plaza

Due to its central importance in the region, the Downtown Loop is addressed in a separate and subsequent section. In addition to the districts of the CBC, the Brush Creek Corridor is unique and of particular importance. At the conclusion of this section, we have included information about Brush Creek Corridor.

THE CBC

CBC INITIATIVES

Commit 5 – 10% of the City's capital improvement funding to the CBC

Implement multimodal transportation in the CBC
- *Implement Light rail Transit along the CBC in its first phase of development*
- *Create an intermodal transportation hub at a strategic location in the central city as a gateway to the city*
- *Create and implement pedestrian and bicycle master plans*

Invest in Great Streets in the CBC
- *Create new street standards*
- *Prioritize investment into streetscape*

Restructure zoning laws to reflect existing conditions and encourage new development within the CBC

Adopt new Design Guidelines
- *Protect adjacent neighborhoods*

Concentrate investment in new urban amenities

DISTRICT PLANS

Riverfront / River Market District
- *Implement the Town of Kansas Urban Archaeological Park*
- *Create a Kansas City History and Visitors Center at the Town of Kansas to support heritage tourism and education*
- *Encourage the Two Rivers Aquarium and Wharf Building reconstruction*
- *Develop Riverfront with new mixed-use development*
- *Continue to support and enhance the River Market*
- *Encourage live-work loft development*
- *Invest in the revitalization of Columbus Park*

West Bottoms (Central Industrial District)
- *Implement mixed-use zoning*
- *Develop new business in the Stockyards area*
- *Encourage the reuse of "Brownfield" sites*
- *Encourage mixed-use development north of 13th in the Agricultural District*
- *Create a connection to the River Market and Riverfront*
- *Create shuttle service to the Loop*

East of the Loop District
- *Encourage new business development in Paseo West*
- *Encourage infill and rehabilitation residential development in Parkview / Downtown East*

18th and Vine District
- *Utilize the Municipal Stadium site*
- *Encourage mixed-use development on the 18th Street Corridor*

Crossroads District
- *Create Crossroads Circle*
- *Encourage development of Central Square*
- *Encourage further development of the Gallery District*
- *Encourage live-work development*
- *Enhance the Southwest Boulevard Corridor*
- *Invest in Great Streets*

Crown Center / Union Station District
- *Create a multi-modal hub and Visitors Center*
- *Create a festival area in Penn Valley Park*
- *Restore Liberty Memorial*
- *Encourage construction of a building on the north side of Washington Square Park*
- *Encourage continued growth of Crown Center*
- *Encourage continued growth of Hospital Hill*
- *Re-evaluate 23rd Street Connector*

Midtown District
- *Implement Midtown Marketplace*
- *Locate light rail stops to promote higher density development*
- *Encourage redevelopment of Armour Boulevard*
- *Improve Linwood Boulevard streetscape*
- *Invest in Great Streets*
- *Implement mixed-use zoning in Midtown*
- *Encourage large scale development*

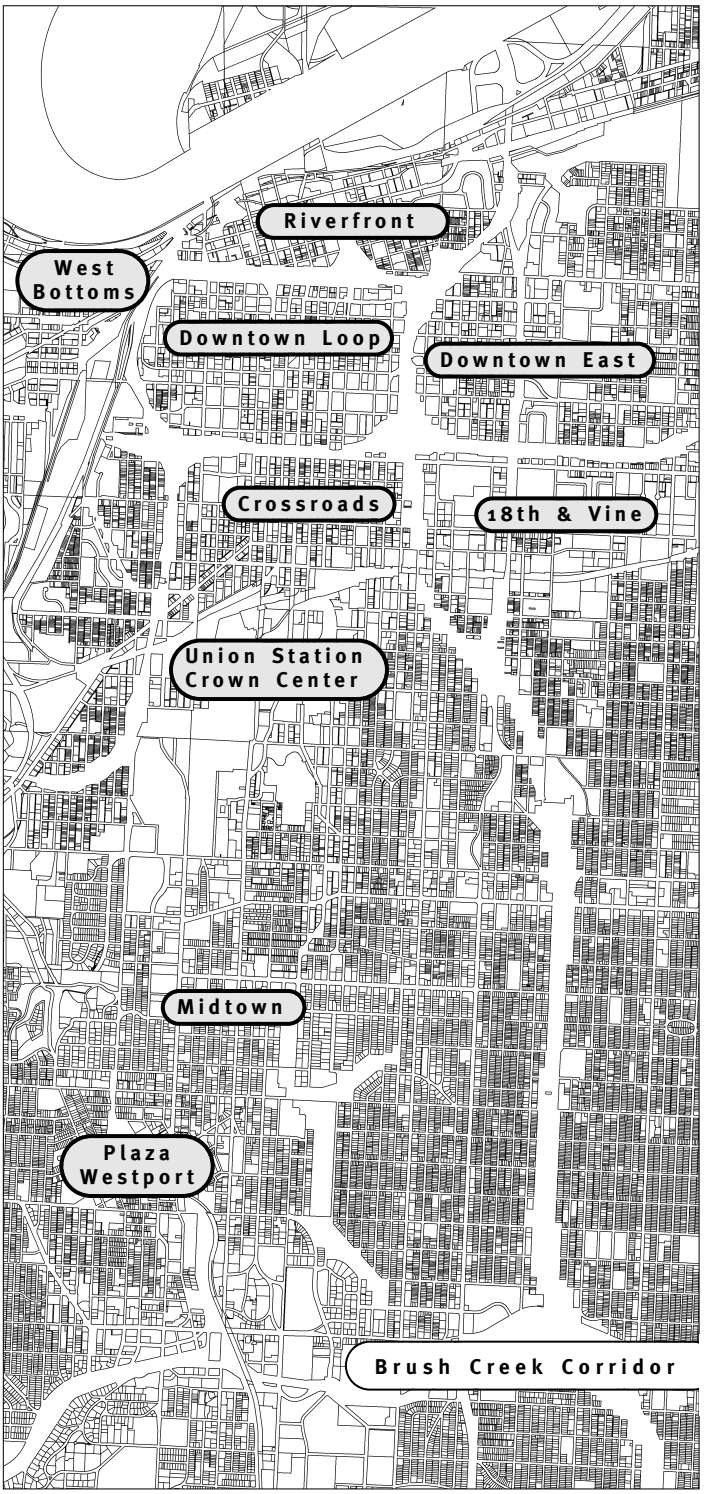
Plaza / Westport District
- *Reinforce the Plaza Plan and create a new Westport Plan*
- *Continue upgrade of Main Street Corridor*
- *Enhance the Brookside Connector*
- *Develop light rail stations with accessible connections to the Plaza and Westport*
- *Invest in Great Streets*
- *Encourage high density residential development between Westport and the Plaza*
- *Encourage development of St. Luke's Hospital Campus*

Encourage the further revitalization of the Brush Creek Corridor
- *Develop light rail stations with accessible connections*
- *Invest in Great Streets*
- *Support activities of the corridor's institutions and not-for-profits*

Commit 5 – 10% of the City's capital improvement funding to the Central Business Corridor.

The City will commit 5 – 10% of its capital improvement budget annually to investments within the Central Business Corridor (CBC), not including the Downtown Loop, for the first seven years of the implementation of the FOCUS plan. After 2005, investment will be increased to approximately 15% of the annual capital improvements budget. The increase in seven years reflects the decrease recommended for the Downtown Loop at the same time; this strategy reflects the Urban Core Work Team's desire to focus initial energy and investment into the Downtown Loop. Although work will continue in earnest within the CBC, additional energy and capital will be invested after the first seven years when significant improvement has been made within the Loop. The funding will be used for the following:

- Transportation improvements such as light rail
- Streetscape
- Bridge upgrades
- Upgraded lighting
- Parks and open spaces
- Major projects and urban amenities such as Liberty Memorial, upgrades to Penn Valley Park, Town of Kansas and other projects



Map of the Central Business Corridor

Target incentives to Great Streets and Transit Impact Zones

Using the Great Streets and the light rail transit system as a framework for development, incentive programs such as TIF and 353 for commercial and industrial development will be targeted to areas within the designated framework. Inside of the designated areas, they will be used aggressively to promote the goals of this plan.

Implement multimodal transportation in the CBC

The City with ATA will develop the primary transit routes along the Central Business Corridor as the backbone for intermodal transit throughout the city. The implementation of an integrated intermodal transit system is critical to the future of the CBC. The following initiatives support its development and success.

Implement light rail transit along the CBC in its first phase of development.

The initial phase of the Light Rail Transit Plan follows a route through the center of the CBC, from the River Market to the Plaza. This line will be implemented and will serve as the primary spine of the multimodal system; other forms of transportation as well as later stages of light rail will be connected along this spine to move people efficiently to their destinations in the CBC and to reinforce efforts to create higher density development throughout the corridor. Land-use policy in this plan is developed accordingly by recommending higher density, mixed-use development at key transportation nodes. Design of all other transportation systems will be made in deference to this primary spine in order to maximize pedestrian, bicycle, bus, park and ride, and other access.

Create an intermodal transportation hub at a strategic location in the central city as a gateway to the city

In conjunction with the proposed Science City project at Union Station, a multimodal transportation hub will be developed in or adjacent to Union Station. The hub will be developed as a gateway to the city offering supporting amenities for both residents and visitors. See "Crown Center / Union Station" section.

Create and implement pedestrian and bicycle master plans

The *Plan for the Heart of the City* calls for the development of a pedestrian master plan and the implementation of the MARC bicycle plan. In each endeavor, special consideration will be made to create facilities and amenities to provide the pedestrian and cyclist an inviting walking and bicycling environment in the CBC. Dedicated bicycle lanes along designated routes are important to encourage safe and comfortable bicycle commuting. Primary investment in the improvement of the pedestrian environment will be prioritized according to the plans for development of a "Great Streets Network."

Great Streets in the CBC

While safety and accessibility by the automobile will continue to be a critical element in the design of the transportation system, the aspiration for a vibrant central city requires the creation and maintenance of the type of commercial street only found in the core. The qualities that make these streets desirable and viable are distinctly urban and are easily replicable; they include:

- Diversity of activity
- Safety for pedestrians
- Attractive streetscape amenities such as lighting, benches, signage, trees, etc.
- Access to desirable goods and services
- Density of activity to encourage walking
- Smaller scale elements and storefronts at the street level to encourage diversity and density of activity

The Great Streets Network will be used to target and restrict the use of incentive such as TIF and 353. The City will also aggressively pursue redevelopment efforts along the Great Streets using these programs, committing capital investment and soliciting proposals on publicly held property.

Create new street standards

While current street design standards maximize the flow and speed of vehicular traffic, they detract from the safety and appeal of walking or bicycling. To enhance the pedestrian experience, new standards will require streets to be constructed at minimum widths, with reduced turning radii at intersections to slow traffic around turns and improve the relationship between sidewalk, curb and street to maximize pedestrian safety and comfort. Other modifications will be made to require pedestrian refuge islands in major intersections, parkways or similar buffers between sidewalk and street and enhanced lighting standards to put an emphasis on providing light at the sidewalk in addition to the street. Although the new Main Street - Brookside Connector on the Plaza is acknowledged to be a desirable connection, its design significantly detracts from the

Plaza environment because of its significant width, high speed traffic, long signal cycles and lack of refuge islands.

Prioritize investment into streetscape

The Great Streets Network is created to offer the City a system by which to prioritize investment into infrastructure and streetscape improvements. Primary investment will be made along these corridors, especially when they coincide with multi-modal transit systems.

Restructure zoning laws to reflect existing conditions and encourage new development within the CBC

One of the best tools for demonstrating land-use planning and regulating land use is zoning. The current Zoning Ordinance of Kansas City, Missouri is cumbersome and overly complex, a product of a long history of revision and additions to meet evolving needs. Its application in the Central City creates a mosaic of over 20 separately prescribed and described zoning district types, often specific to single blocks or even single properties. In some areas, current zoning does not reflect actual land-use patterns or lend itself to efficient development. The revisions described here and in the proposed zoning map reflect the FOCUS Urban Core component's intentions for land-use, building heights and density. Zoning is seen as a potential tool to achieve these goals. The following is intended as a concept for restructuring the zoning ordinance as it applies to the Downtown Loop. Although other areas will have more zoning categories, the Loop will be subject to only 4 Mixed Use Categories.

Mixed Use

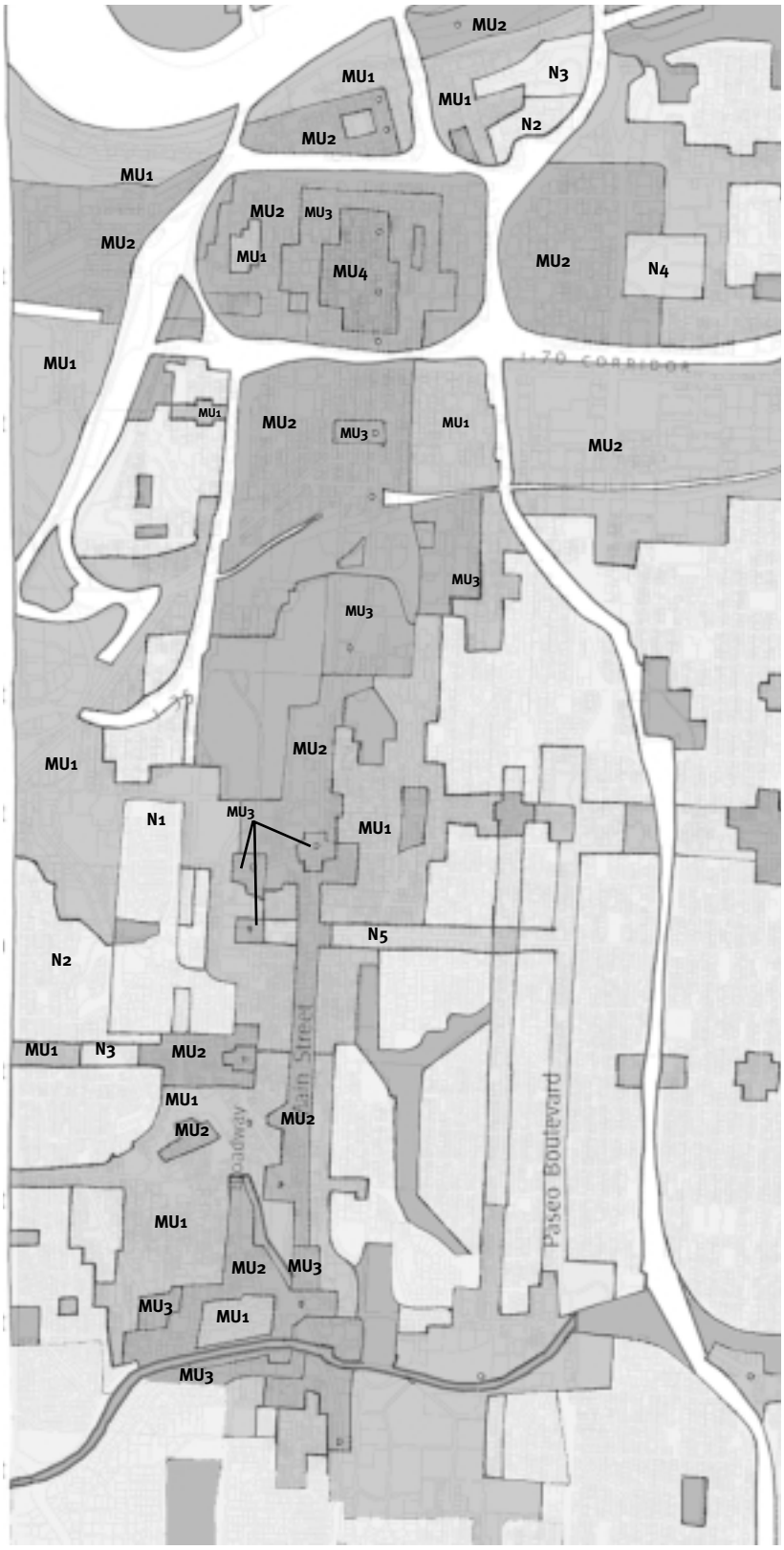
Mixed Use recognizes that many land uses are compatible and should be comingled so as to provide a truly urban form. It would allow the mixing of commercial, office, higher density residential and some light industrial uses. These uses would be allowed within the zoning district as stand alone uses or mixed within a single building either horizontally or vertically. This concept is important because it allows for the opportunity to live above store fronts or create multi-level uses in mid- or high rise buildings. It is critical to allow these types of uses to create urban vibrancy and the necessary densities to make multi-modal transportation a reality.

New Design Guidelines

The CBC will be subject to the Design Guidelines developed for this report and adopted by the City Plan Commission. (See Appendix B)

Use Guidelines to protect adjacent neighborhoods

The CBC is flanked by neighborhoods of rich history and architectural character. These areas benefit from their proximity to the CBC but must also be protected from encroachment. As reinvestment is focused on higher density development, this issue becomes increasingly important. New development and improvements along these edges of the CBC should be characterized by mixed land-use zones that step down in height to the neighborhoods and that benefit or do not have a negative effect on local adjacent neighborhoods. Among the opportunities for appropriate transition from the neighborhoods



Land-use concept plan for the CBC.

to the Corridor include:

- Buildings of one to four stories
- Storefront offices that do not require the same locational criteria as retail could be utilized on the first floor
- Residential uses could be located on the floors above
- Buildings sensitive to the neighborhood architecture and character
- Parking for those businesses that face an arterial and do not face the neighborhood could be provided as a buffering use. Parking designed as a buffer should include the following characteristics:
  - No parking allowed on corners of blocks
  - Parking lot sizes will be a maximum of two parcel widths of the original plat of the block on which the lot sits
  - Lots should be open when the businesses they support are open and have compatible fences and gates to keep undesirable activity out of the lots after hours
  - Heavy landscaping with shrubs, trees and low earth berms
- Traffic calming strategies should be applied at entry points to neighborhoods

Concentrate investment in new urban amenities

In addition to the projects already underway such as Riverfront Park, Science City and the Civic Mall, a new generation of urban amenities will be developed in clusters, primarily focused in the Downtown Loop, the Riverfront and Crown Center / Union Station Districts. New amenities will include:

- Town of Kansas Urban Archaeological Park
- Two Rivers Aquarium
- Walnut Street Bridge
- Crossroads Circle
- Penn Valley Festival Park
- New Performing Arts Center
- Multi-modal Transportation Hub and Visitors Center

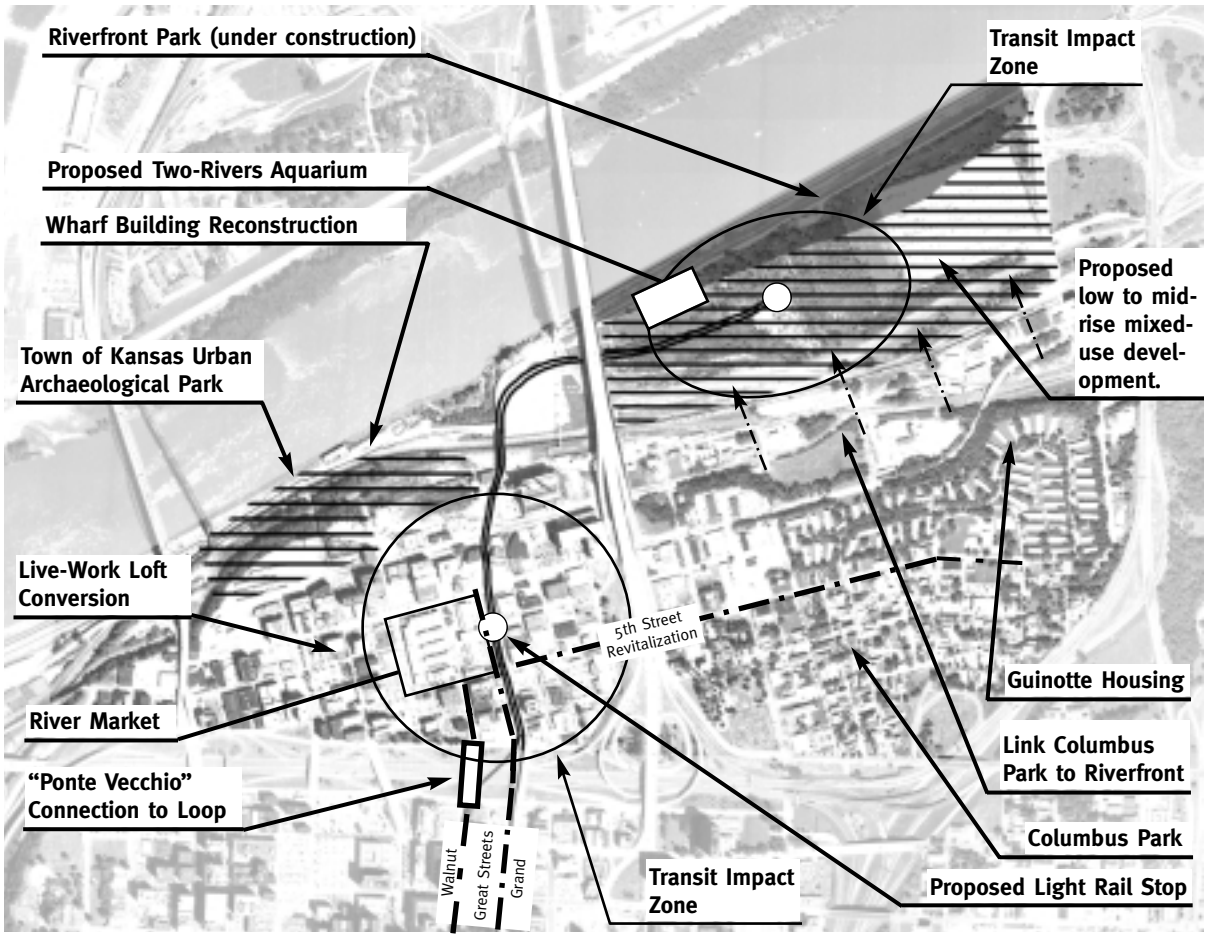
Create a Great Streets Festival Series

To support the development of Kansas City's Great Streets, a series of weekend street festivals throughout the year will be developed. Coordinated by the city but produced by business owners through loose collective effort or Special Benefit Districts, the businesses and residents of a particular street sponsor a festival closing the street to automobiles and filling it with live music, entertainment, special food service and street retail activity. The festivals are designed to increase the awareness of a particular district, market its products and foster pride among the residents and workers in the festival area. The series of festivals will be designed to offer a wide range of cultural and geographic diversity. Excellent candidates for the festivals are the Southwest Boulevard, 18th & Vine, 39th Street, Westport, Troost Avenue, the Plaza (the Art Fair), the River Market and one or more of the many candidates within the Downtown Loop.

DISTRICT PLANS

Riverfront / River Market District

The center of our city's history has experienced a recent renaissance with an influx of reinvestment and increased activity - business, tourist and residential. The area is now a good example of an urban living environment that is ready for continued improvement. All of the revitalized areas of the district typify the character promoted in the FOCUS plan with its comfortable pedestrian



Riverfront District

environment, mixed-use pattern and mix of socio-economic and racial groups. A series of current proposed projects make the future of the area even more promising. Equipped with the revived River Market, new live-work lofts and Columbus Park, the urban neighborhood, the district is characterized by high occupancy rates in rehabilitated residential and commercial facilities and a burgeoning night life based in a series of restaurants and entertainment venues located around the refurbished market.

The district is the center of our heritage and activities within it should reflect and reinforce its prominence. The successful Steamship Arabia Museum, the Riverfront Park and the proposed Town of Kansas will benefit from each other's investments.

Converted lofts in the River Market

New Urban Amenities in the Riverfront District

Implement the Town of Kansas Urban Archaeological Park

Unique to Kansas City is the integrity of its archaeological heritage between the River's edge and the current beginning of urban development. Original settlements of the Town of Kansas - the predecessor to Kansas City - were pushed back by flooding in the late 19th Century leaving their foundations and other underground resources intact. The Town of Kansas park will conduct ongoing archaeological field study and research allowing visitors to participate and will construct an interpretive center to showcase the results of the excavations and our city's history. The center will become the primary hub for heritage tourism and advocacy. Envisioned as a world class center for urban archaeology and a center for regional history, the project will be implemented through a combination of Federal, State, public and not-for-profit contributions.

Create a Kansas City History and Visitors Center to support heritage tourism and education

Supported by the City and private assistance, a History and Visitors Center will be established to develop programs to further heritage tourism and education. Activities will include:

- Designation of heritage network based on a series of heritage centers including the Town of Kansas, River Market, 18th and Vine, Union Station/Liberty Memorial and others
- Creation of a Heritage Trail that begins at the Town of Kansas, passes through the Downtown Loop and travels as far south as Liberty Memorial.

Encourage the Two Rivers Aquarium and Wharf Building Reconstruction

This privately constructed and operated aquarium will be part of the riverfront development as well as the reconstruction of the historic wharf building for use as a restaurant. Located in Riverfront Park, the aquarium will focus on the biology of the Kansas and Missouri Rivers.

Other proposed initiatives:

Develop Riverfront with New Mixed-Use Development

The Port Authority has developed plans to convert the publicly owned land

Shop in Columbus Park

immediately to the south of the new Riverfront Park into a new mixed-use development. With stunning views of the river and immediate proximity to the River Market, Town of Kansas and Columbus Park, the site is ideally located to create the type of urban living environment supported by FOCUS. The area will be zoned for low to mid-rise mixed-use (MU1 and MU2) and efforts concentrated on a high percentage of residential units. The Port Authority will be supported by other City agencies involved in the development process, including City Planning, Public Works and the TIF Commission, in its efforts to solicit a suitable developer to carry out the project. A critical component to the success of this project is the extension of the first phase of light rail - that is currently designed to terminate at the River Market - into a central point on the Riverfront site.

Continue to support and enhance the River Market

The City will continue its support of the River Market that currently brings in thousands of customers attracted by direct access to local produce and the district's character. City policy will continue to protect the market for local food producers by reserving its prime locations for them and relegating resellers of curios to the lesser perimeter spaces. Similarly, the City will encourage further development of night time activity to increase the density and viability of the existing cluster.

Encourage live-work loft Development

While many older buildings have already been rehabilitated for residential and working activities, there remain a good number of existing structures ripe for such redevelopment. Current waiting lists for units in rehabilitated buildings demonstrate their economic viability; the City will continue to support such efforts by adopting a rehabilitation building code, rewarding preservation efforts with incentives and making necessary zoning changes to allow such mixed-use activity.

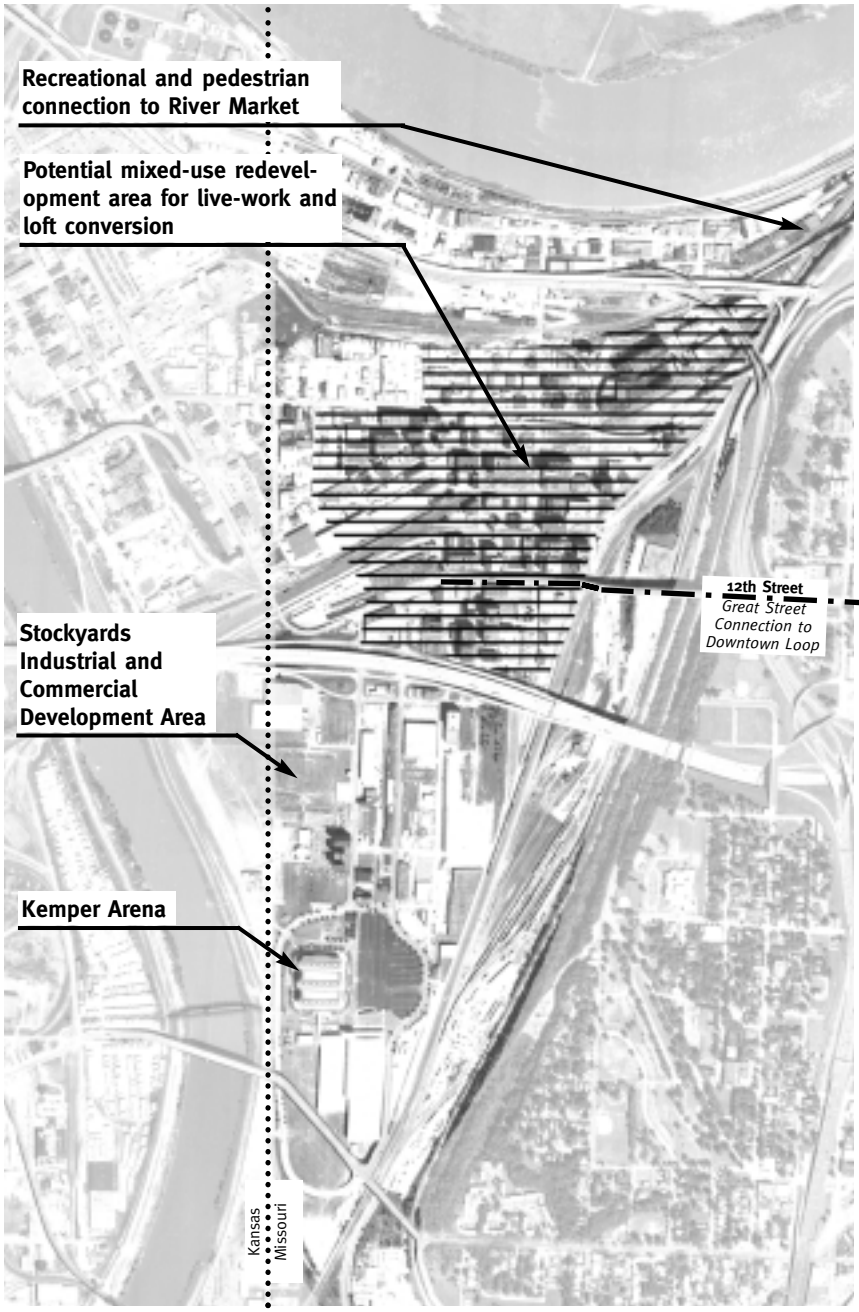
Invest in the revitalization of Columbus Park

One of our oldest neighborhoods, Columbus Park, east of the River Market is an island isolated by highways yet it offers one of our best opportunities for urban living with its historic fabric and relationship to the Downtown Loop and the River Market. Proposed redevelopment efforts along 5th Street, infill housing subsidies and improvement of the Guinotte Public Housing will be carried forward. Although public housing will continue to be located in Columbus Park, conversion of a significant percentage of the new units to market-rate will be carried out while public housing is scattered across all of Kansas City. Continued planning efforts in the community will include participation in the neighborhood assessment process and community wide planning sessions that bring together public housing and market-rate housing residents.

Critical to the success of Columbus Park is its future connection to new development along Riverfront Park and across the railroad tracks that divide the two.

West Bottoms (Central Industrial District)

The West Bottoms district is similar to the River Market in its physical fabric and historical significance. Former home to Kansas City's historical agricultural trade, including the stockyards, the district has many of Kansas City's oldest buildings as well as a handful of significant recent additions including Kemper Arena. Most of the older buildings are located north of 13th Street.



West Bottoms District

Significant portions of the area represent opportunities for adaptive reuse of the extraordinary building stock for a variety of uses including residential. The area north of 13th offers significant potential for expansion of the residential and live-work conversion pattern currently going on in the River Market. Union Street offers potential for creation of a Neighborhood Center of retail activity. South of 13th, efforts to develop new businesses of larger scale will continue in areas with vacant or severely deteriorated buildings. When possible the historical structures such as the freight house and train station on Gennessee should be restored and reused.

Unique to the West Bottoms District is its critical relationship to Kansas City, Kansas. Because the district is split in half by the state line, all initiatives will be

coordinated with Kansas City, Kansas to ensure their success throughout the area. Special effort will be made to continue to work with our sister municipality.

Proposed Initiatives

Implement mixed-use zoning

To support a wide variety of reinvestment into the area, including residential conversion, the West Bottoms will be converted from their current zoning classification as an industrial area to a mixed-use area as described in Appendix A.

Develop new business in the Stockyards Area

South of 13th, there are vacant parcels including the site of the stockyards along the Kansas River levee, storage yards and the parking lots that surround Kemper. In this area, the City has the opportunity to attract new business investment for a wide variety of uses including light industrial applications. Recent and significant investment in facilities has been made by Gateway 2000 and Western Extralite.

Encourage mixed-use development north of 13th in the Agricultural District

North of 13th Street much of the city's historical fabric remains intact; constructed originally by companies like International Harvester and John Deere, many of the larger buildings are now used for alternative activity including a cluster of Haunted Houses that operate only in the fall. Some agricultural support industry remains as well as a variety of light industries. While industrial activities remain appropriate so is the insertion of residential activity. Attracted by relatively inexpensive property that is convertible to homes and work spaces, small art galleries and apartments have begun to appear in the area.

Encourage the reuse of "Brownfield" sites

Some of the unused and underused property in the West Bottoms is subject to environmental problems from previous industrial applications. Federal and other support will be sought to mitigate real and perceived obstacles to redevelopment.

Create a connection to the River Market and Riverfront

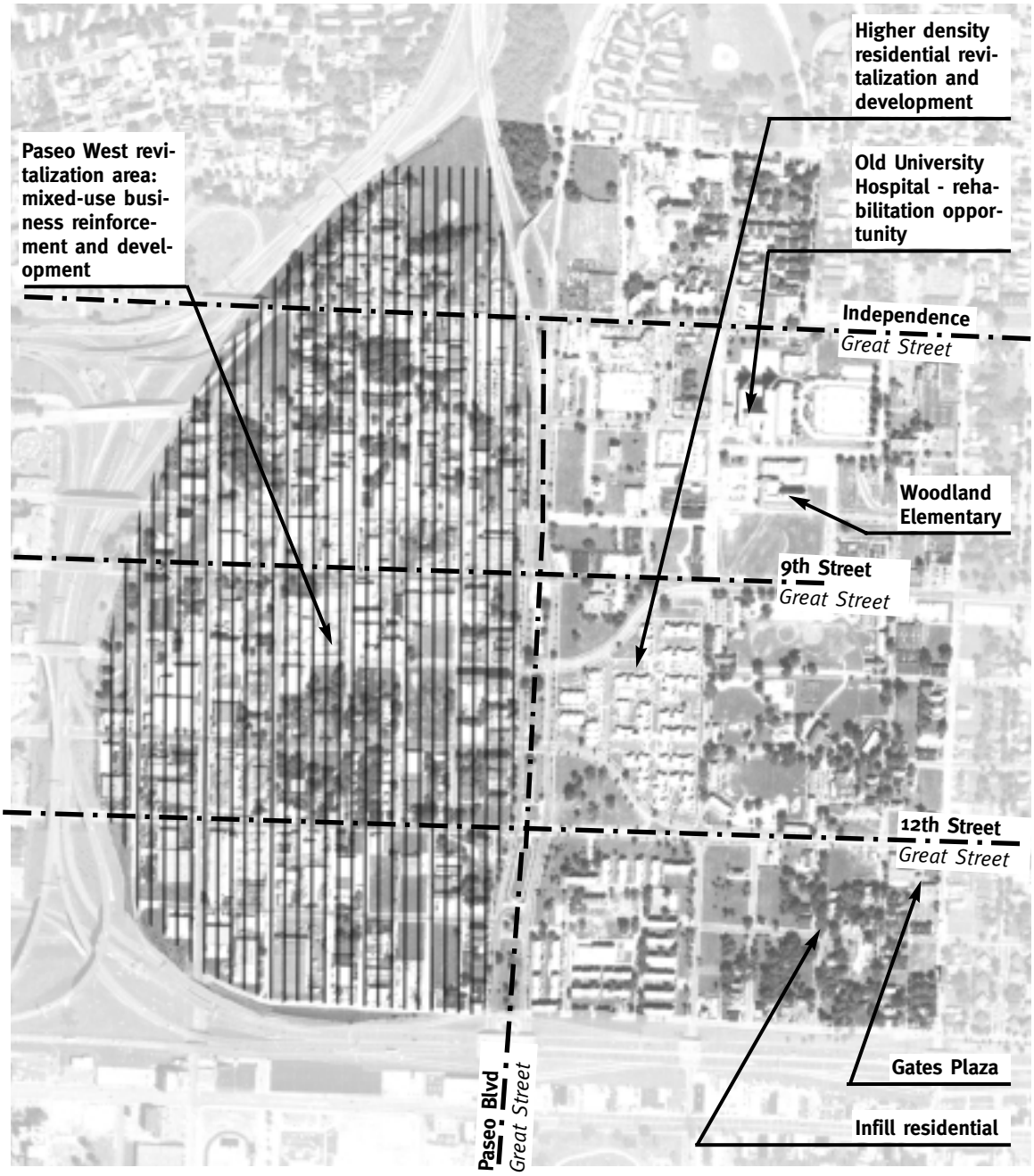
Existing viaducts connect the West Bottoms to the River Market at the northeast corner of the West Bottoms and adjacent to the Broadway Bridge. One viaduct is currently closed to vehicular traffic but is accessible to pedestrians. As the West Bottoms are redeveloped into a mixed-use area, this connection and others are significant opportunities to link the two areas - similar in their patterns and uses - with recreational bike and pedestrian paths, making it possible to travel by bike or foot from the West Bottoms to the end of Riverfront Park and beyond. This route will then be connected to the city-wide recreational network.

Create shuttle service to the Loop

To serve both Kemper Arena and future mixed-use development, a shuttle bus service operating on the 12th Street Viaduct will be created to connect the West Bottoms to the Downtown Loop and to the future multi-modal hub in the Union Station area.

East of the Loop District

The district immediately east of the Downtown Loop will be the focus of concentrated large-scale investments. Divided by the Paseo, the area from the eastern



East of Loop District

edge of the Loop to approximately Prospect Avenue has some viable businesses and residential facilities. However, it has significant vacant land and numerous buildings whose condition or type reduce their usefulness and value. Because of this pattern, the City will support efforts to rehabilitate underutilized buildings, remove dangerous buildings,

accumulate sufficient property for proposed projects and implement projects that will create new jobs and places for people to live.

Proposed Initiatives

Encourage new business development in Paseo West

The proximity of the area west of the Paseo to the Downtown Loop makes it ripe for the creation of businesses that support the higher density and higher margin businesses that typically occupy the Loop. The lower development and overhead costs of the area allow businesses - that are not dependent upon presence in the financial center of the city but service those who are - able to compete successfully. The superior highway access of the area is another significant advantage. The City will support efforts to reinforce and support existing businesses and to attract new businesses by supporting efforts to create new facilities and rehabilitate existing facilities when possible.

Encourage infill and rehabilitation residential development in Parkview/Downtown East

The area immediately east of the Paseo has a history as a center of African-American culture during the jazz era and the site of former high-rise public housing development. Bordered on the west by the Paseo - recently refurbished with new pergolas, lights and other amenities - and on the east by more stable neighborhoods, the area lends itself to the development of an urban living area with market-rate residential facilities in a mixed-use environment. Continuing a policy of scattering public housing, the City in cooperation with HUD will maintain public housing within the redevelopment effort by integrating it with a larger percentage of market-rate development. Recent commercial redevelopment at 12th and Brooklyn and the recently refurbished Woodland School provide anchors for additional development.

18th and Vine District

Current redevelopment efforts at 18th and Vine with the Jazz Hall of Fame, the Negro League Baseball Museum, the reconstruction of the Gem Theater and the new Recreation and Community Center, provide an important anchor for future investment into this historically and culturally rich area. These new projects along with existing anchors including Lincoln Middle and High Schools, Pioneer Community College and Metropolitan Advanced Technical School are separated by a mixed fabric of varying conditions.

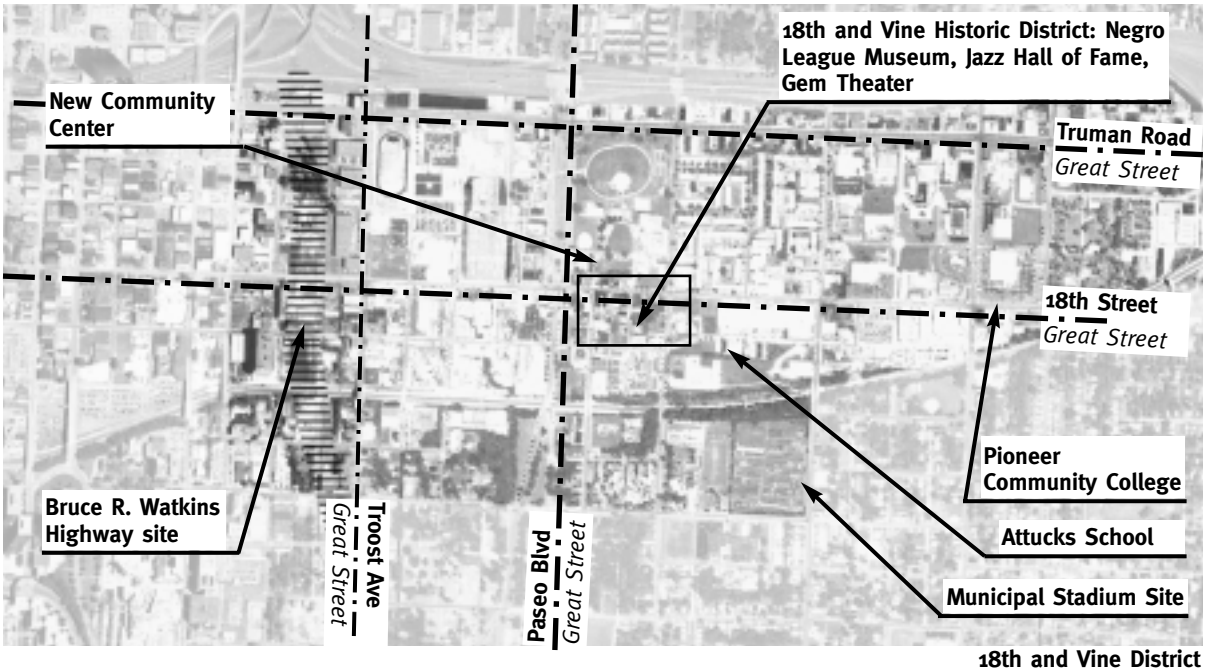
18th and Vine Heritage District Reconstruction

Future redevelopment will reinforce and build on the significant cultural hub at 18th and Vine. In particular the connection to the Crossroads on 18th Street will be strengthened by significant streetscape and infill improvements to both vehicular and pedestrian traffic.

Proposed Initiatives

Encourage the continued efforts of the 18th and Vine Redevelopment Corporation

With the opening of the new heritage center at 18th and Vine set for the fall of 1997, the 18th and Vine District will have a pow-



18th and Vine District

erful anchor for future redevelopment. Efforts by the district's organizers will be supported as they work to maintain and expand this new asset.

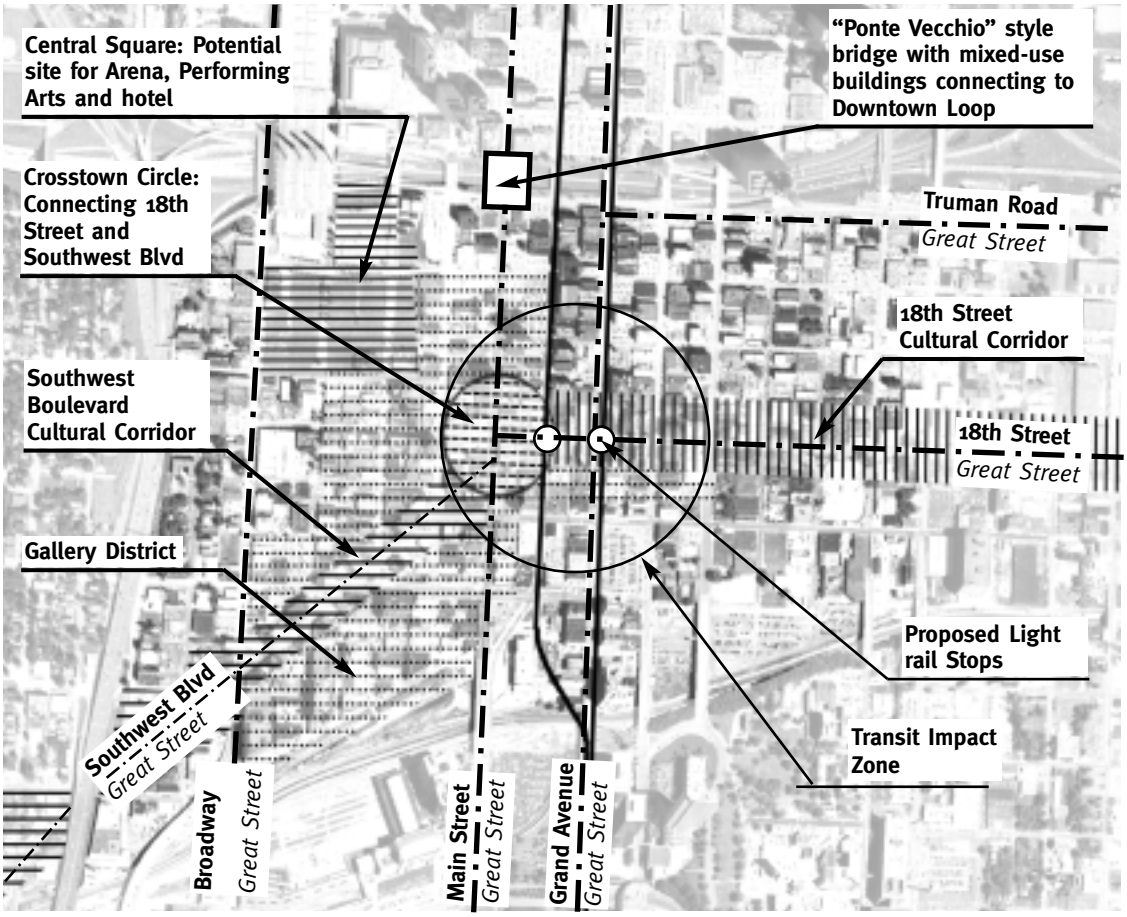
Utilize the Municipal Stadium Site

Future development of the old Municipal Stadium site should adhere to the principles and guidelines of this report by utilizing the site for mixed-use facilities that support adjacent neighborhoods with needed goods, services and employment opportunities and reinforces the physical fabric of the area.

The site is currently the home of one of the area's largest community gardens that provides an opportunity for Heart of the City residents to grow vegetables and flowers for consumption and avocation. Until significant opportunity for use for another purpose is determined, the site will remain as a garden.

Encourage mixed-use development on the 18th Street Corridor

The district is primarily organized around the Paseo which passes through its center and links it to highways and other areas to the north and south. 18th Street is also a connector of critical importance that links the district to the Crossroads area to the west. A proposed reconfiguration of streets in the Crossroads to connect 18th directly to the Southwest Boulevard will strongly reinforce the primacy of this corridor and connect two of our most important cultural centers. 18th Street is identified by the *Plan for the Heart of the City* as a candidate to be part of the Great Streets Network. It will therefore be a focus of reinvestment efforts, both public and private, to improve the pedestrian environment, infill vacant lots with buildings and encourage the variety of businesses that can capitalize on the significance of the cultural linkage. Business types would be of a mixed-use variety offering places to live, work, learn and shop.

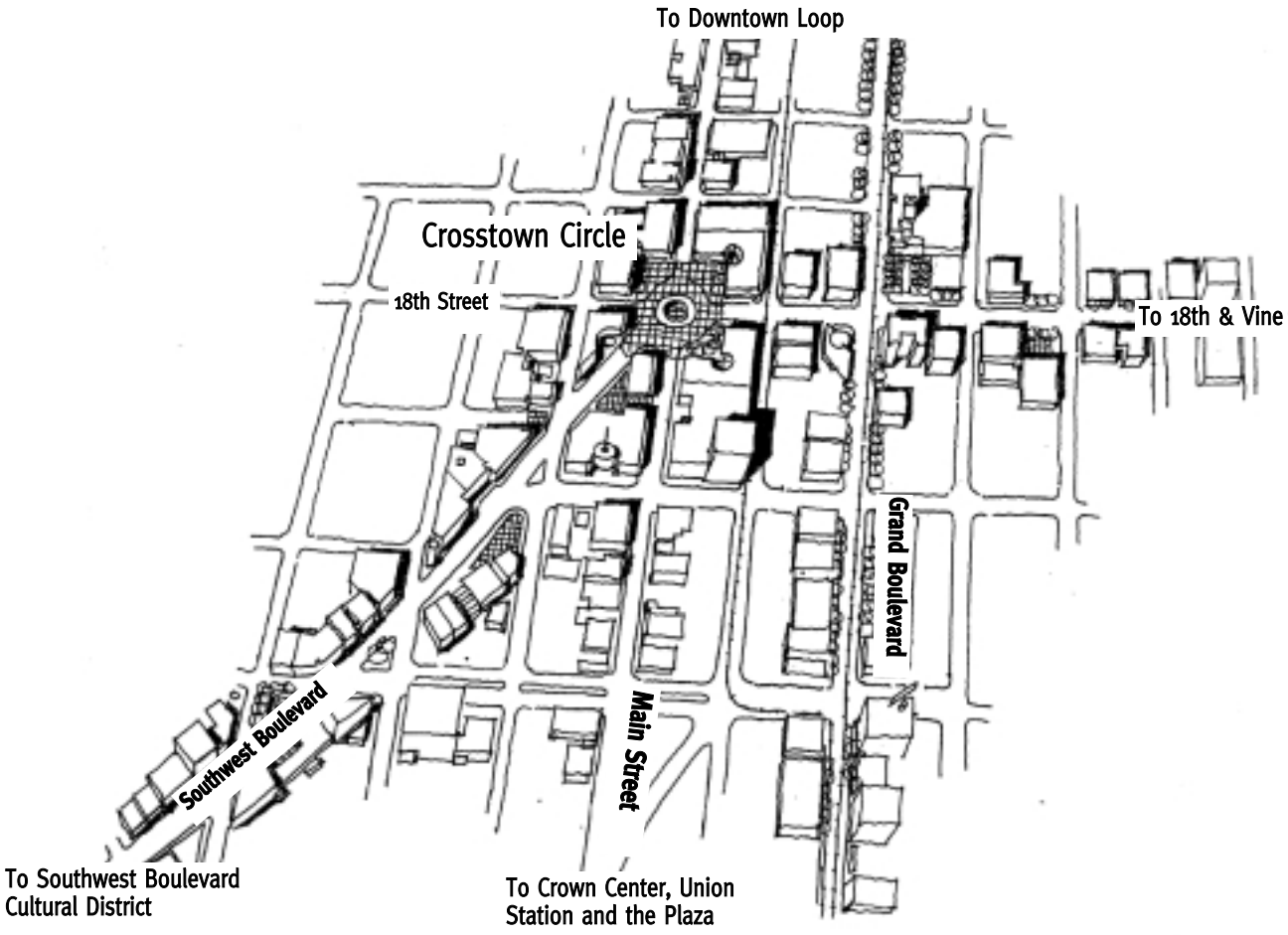


Crossroads District

Crossroads District

The Crossroads District enjoys several advantage; its location adjacent to both the Downtown Loop and the Crown Center / Union Station District, its surprisingly intact physical fabric of desirable older structures, and a variety of grassroots redevelopment efforts. Plans to bring the first phase of light rail through the center of the district on Grand and Walnut enhances the potential for successful reinvestment in higher density development.

The Crossroads provides one of the best opportunities in the urban core to create a true mixed-use living environment in which a variety of businesses can thrive with higher density housing scattered throughout. Many of the areas older buildings lend themselves to residential conversion and the western edge of the district has a variety of houses and apartments. Many such conversions have already been made successfully and developers describe waiting lists for such housing. Upgrades to the pedestrian environment will be made along the Great Streets: Main, Grand, 18th, Broadway and Southwest Boulevard.



"Crossroads Circle" Connector at 18th Street and Southwest Boulevard

New Urban Amenities in the Crossroads

Create the Crossroads Circle

Anchored on the east end by the 18th and Vine area that is home to the new Jazz Hall of Fame and the Negro League Museum as well as a host of existing and planned restaurant and retail opportunities, the link to Southwest Boulevard would provide a western anchor of the revitalized Westside district. Already, a series of restaurants has begun to develop along Southwest Boulevard moving east towards its terminus at Baltimore. At the intersection of these two significant streets is the burgeoning Gallery District of the Crossroads. A strong collection of small, private galleries enlivens the district with monthly openings and on-going exhibits. The initiative to create this cultural, retail, office, restaurant and entertainment corridor includes:

- Significant streetscape improvement with a small park at or near the intersection of the two streets
- Targeted development incentives
- Higher density mixed-use zoning (MU3) at the intersection

- District focus security measures including unarmed security and service guides
- Creation of Special Benefits Districts
- Public relations support from City Hall
- A circulation shuttle bus system

Proposed Initiatives

Encourage the development of Central Square

The extension of Bartle Hall across I-70 and the size of the assembled parcel enhances the opportunity for redevelopment of this property. It provides an ideal site for a variety of major investments including a hotel, additional convention facilities, the new Performing Arts Center and the potential new arena. Design of all future facilities in this area will enhance their connection to the Downtown Loop and the rest of the Convention District.

Encourage further development of the Gallery District

Several private galleries are clustered at the center of the district, reinforcing the importance of the area to the local art community. The galleries attract people to the area on weekend evenings and thereby support other activities that give the area character and viability such as restaurants and nightclubs. The galleries' proximity to each other reinforces their operations and enhances the area's image as a fashionable district. Increased coordination between the galleries might lead to consistent scheduling of events and open hours to create public expectation for activity on certain, predetermined nights.

Encourage live-work development

Many of the area's buildings are ripe for conversion to residential and live-work facilities. Market demand for such development is increasing steadily and demonstrated by current successful efforts in and around the district.

Encourage further redevelopment of the Southwest Boulevard Corridor

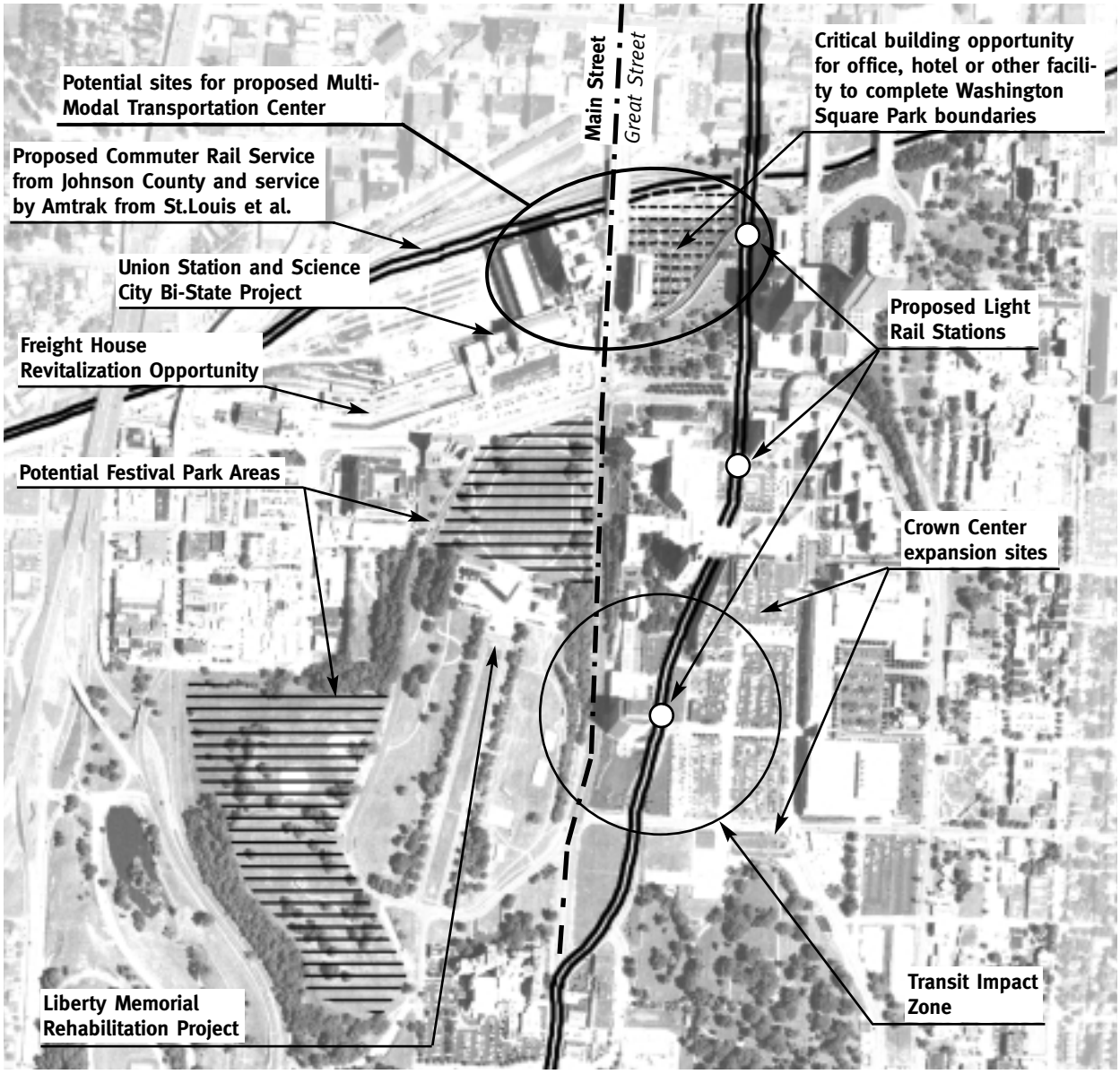
This corridor is made critical by its historical significance as the center for hispanic culture. Anchored at its intersection with Summit by a variety of hispanic businesses, the restaurant and entertainment cluster continues to grow and will be encouraged by the City. The importance of this area will be reinforced by the proposed Crosstown Circle connecting it to 18th Street. Southwest Boulevard is a Great Streets candidate and will accordingly be subject to reinvestment into its pedestrian environment, infill construction and encourage additional mixed-use development including restaurants.

Invest in Great Streets

Grand Avenue, Broadway and Main Street are candidates in addition to Southwest Boulevard and 18th Street. The relative high density of candidates in this area is determined according to the area's significant potential to become a highly desirable urban living environment.

Crown Center / Union Station District

The Crown Center / Union Station area is second to the Downtown Loop in its critical importance to the CBC. Long-term and recent reinvestment into the



Crown Center / Union Station District

area, critical historical assets and its location relative to transit opportunities combine to create significant opportunity and an imperative for successful expansion of its activities and regional perception. The area will be a primary activity hub for area residents and also the primary gateway for visitors to Kansas City. The recent passage of the bi-state cultural tax to fund the rehabilitation and reuse of Union Station for Science City and other uses dramatically enhances the area's opportunity for success. Improvements to the pedestrian environment will be important to create opportunities to cross arterial barriers on foot between important institutions within the district.

New Urban Amenities in Crown Center / Union Station

Create a Multi-modal Hub and Visitors Center

Development of a multi-modal transportation system throughout Kansas City is one of the primary aspirations of the FOCUS plan. Critical to its success will be the creation of a primary multi-modal hub in the Heart of the City where residents and visitors to the city could come - by foot, bike, car or transit - to have access to all modes of transportation and all areas of the city. Because of the interaction of its important activity centers, the primary train lines, the first phase of the light rail system and its central location in the city, the Crown Center / Union Station district is the best place to make such an investment. Features of the multi-modal hub will include:

- Easy Mode Transfer
  Easy transfer from one type of transportation to the other.
- Multiple transportation modes including:
  - Amtrak or other national train service
  - Motorcoach
  - Commuter Rail from Johnson County or other destinations
  - Light rail on Grand Avenue
  - KCATA bus service and inter-city busses
  - Johnson County Transit bus service
  - KCI Airport Shuttle Service
  - Rental car access
  - Bicycle rental and storage with access to bicycle routes
- Arrival Center
  - Service as the principal arrival center for persons traveling to Kansas City by surface transportation modes other than personal automobile
  - Service as a secondary arrival center for persons traveling to Kansas City by air
- Travel Support Center
  - Availability of schedule information and ticketing for all modes of travel, both intercity and local
  - Provide check-in for air travel and rapid shuttle service to the airport
  - Provide pick-up/turn-in of rental cars
- Visitor/Welcome Center
  - Visitor center to welcome visitors to Kansas City, with an emphasis on convention participants
  - Facilities to support business travelers as a temporary en route office
- Gateway to major destinations
  - A “gateway” to a number of Kansas City ticketed attractions such as Science Center, Worlds/Oceans of Fun, Chiefs and Royals, Kansas City Zoo and gaming facilities through shuttle services

Location selection criteria:

The services enumerated above will occur within a confined area and be built in phases according to increasing transit capacity and market demand. The location of the services will permit the following:

- Ease of transfer among transportation modes, characterized by short walking distances and few elevation changes
- Ready transfer between intercity modes and local public transit
- Ease of visual orientation to the city

- Attractive, climate controlled connections to nearby hotels, offices and shops, Science City and other nearby visitor attractions

Festival at Penn Valley Park

Create a festival area in Penn Valley Park and provide other upgrades

Home to a variety of music and other festivals, Penn Valley Park - west of the Liberty Memorial - is ideally suited to provide the space for such events. For relatively small investment, the city will implement a series of integrated improvements to the park to augment its capacity to provide for a world class festival facility. Implementation will be made in harmony with the restoration and expansion of the Liberty Memorial. In particular, the new festival park would support an enlarged Kansas City Jazz Festival that will draw visitors from all over the country and the world. Improvements to the park will not inhibit its function as a city park and could include provisions for handling large crowds and technical requirements for performances. Additionally, upgrades will be made to make the park more useful on a daily basis as the primary open space in the CBC.

The enhancement to Penn Valley Park is particularly desirable due to its proximity and relationship to other major amenities including Union Station, Liberty Memorial and Crown Center. In conjunction with the development of a plan for the festival park, supporting transit considerations must be integrated into the overall design for the city's efficient multi-modal transportation system.

Restore Liberty Memorial and expand its museum

Liberty Memorial is not only a symbol memorializing the First Wold War, it is also a symbol of our City's history of perseverance and community activism. It's restoration is a critical component to the revitalization of this district and to the CBC as a whole. Proposed plans to restore it will be given high priority.

Expand the Jazz Festival to generate international acclaim

Kansas City's unique role in the development of the singular truly American musical form, jazz, provides the City a major opportunity to develop a major jazz festival for the enjoyment of its residents and the attraction of a regional, national and even international audience.

Other Proposed Initiatives

Encourage the construction of a new building on the north side of Washington Square Park

Currently a surface parking lot, the parcel between Washington Square Park and the railroad tracks is a critical opportunity for the development of a new building. The addition of a mid- to high-rise building for office, hotel or com-

bined uses would greatly enhance the district as well as the use and desirability of the park. Because the existing surface parking is significantly below the grade of the park, the site provides opportunity for below-grade structured parking without significant excavation. The front door of the building should open on to the park. In addition to other potential public support, the building could provide an opportunity for partnership with transit providers to enhance the multi-modal transportation activities within the district such as light rail, commuter rail and other modes.

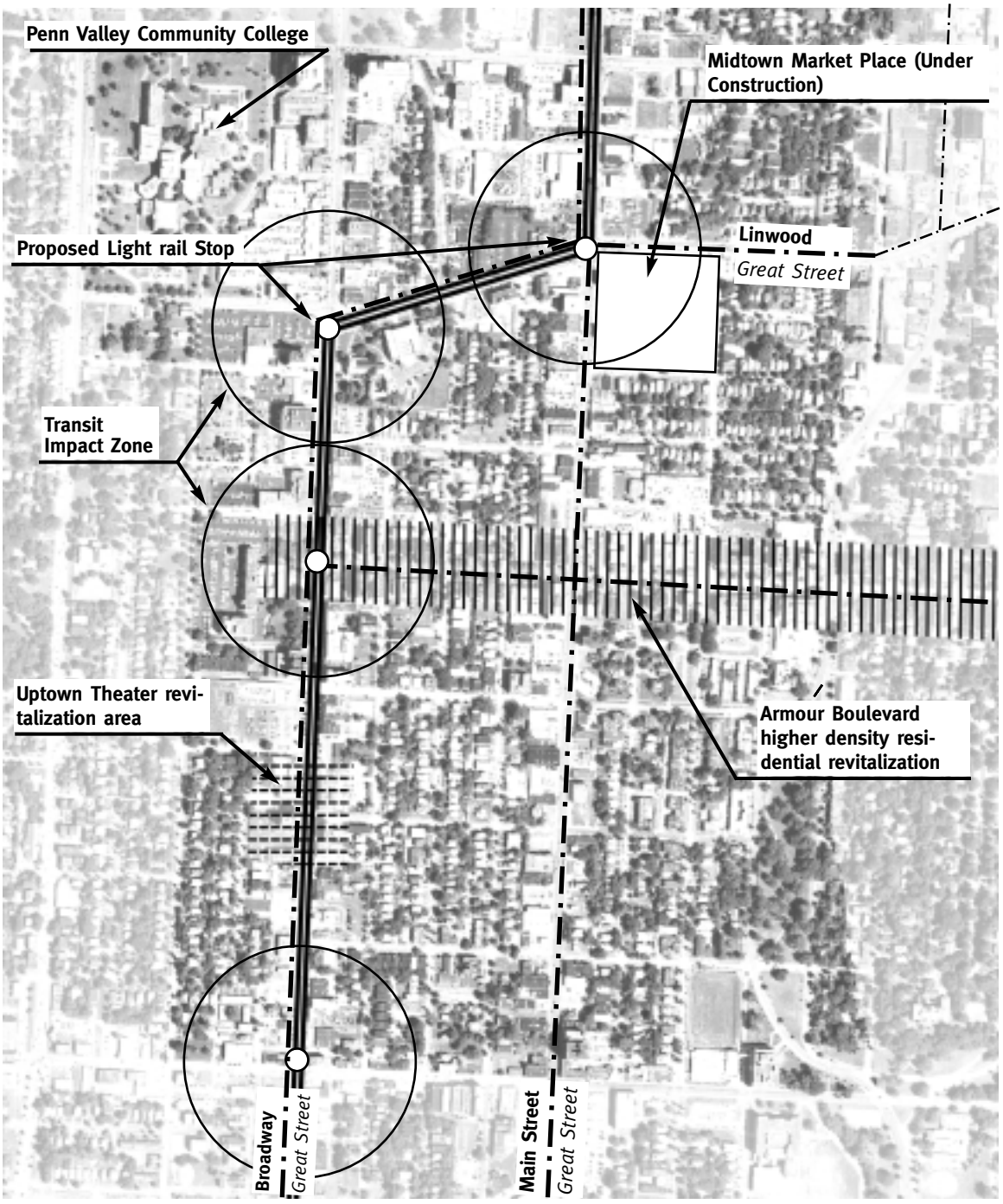
Encourage continued growth of Crown Center
Hallmark's investment into the urban core in constructing Crown Center is unparalleled. It is currently the largest free-standing office center and an important retail and entertainment destination for visitors and residents alike. Current projects within the district including Science City will attract more people and business for its hotels, shops and restaurants. The City will continue to support plans for future construction as described in the Crown Center Masterplan.

Encourage continued growth of Hospital Hill
Continued development of the facilities and services available on Hospital Hill will be supported. In particular, improved pedestrian connections between Hospital Hill and Crown Center and the rest of the District should be made to invite more interaction. Facility expansion should also be sensitive to its impact on adjacent neighborhoods and the sponsoring institutions should support neighborhood revitalization.

Re-evaluate the need for the 23rd Street Connector
The proposed 23rd Street Connector will be re-evaluated to determine if such a major investment and intervention in this district is necessary relative to current and future multi-modal transit initiatives. Although it would provide better highway access to Crown Center, Union Station and other attractions, it would be visually disruptive and likely have negative impacts on adjacent properties. Improvements in surface streets to enhance the connection from I-35 including improved signage, streetscape, signalling and other strategies will be considered in lieu of new highway construction. Additionally, improvements in the transit system including light rail will be considered; the *Plan for the Heart of the City*, in general, advocates increasing transit options before investing in new highways.

Midtown District

From Union Hill and the south edge of Penn Valley Park to 39th Street, the Midtown District of the CBC is characterized by its variety of development patterns and variations in condition. Successful reinvestment has occurred in numerous residential areas including Union Hill and perimeter neighborhoods such as Valentine, Hyde Park and Coleman Highlands. Opportunities for improvement are found along the center of the corridor where development patterns in the second half of this century shifted to accommodate vehicular traffic with wider streets and new parking. Ongoing investment by the City into major projects such as light rail and the Midtown Marketplace will have significant impacts on the area and need to be reinforced by supporting land-use patterns and targeted upgrades.



Midtown District

The Midtown Marketplace is designed to give urban core residents access to large volume retail businesses; this access point enhances the desirability of development of higher density residential options throughout the corridor. In turn, development will put more people into the market area of the new Marketplace

Apartments at Gillham and Armour

businesses. Similarly, the light rail system will make higher density residential living more feasible and attractive to people who work along the CBC. New residential development should be incorporated into mixed-use patterns that combine commercial and retail facilities with residential, into the same area and even the same buildings.

Proposed Initiatives

Implement Midtown Marketplace

The Midtown Marketplace will be a priority for implementation. All efforts will be made to alter the design of the project to adhere to the goals of this plan, including improvements in pedestrian and transit access.

Locate light rail stops to promote higher density development

Proposed light rail stops will be located to encourage higher density development in addition to serving current demand. Stops will be considered adjacent to areas with the potential for larger scale development in order to use the enhancement of the transit system as an incentive for such private investment.

Encourage redevelopment along Armour Boulevard

Armour Boulevard, once an address of luxury urban dwelling, will be strengthened by continued rehabilitation of the extraordinary remaining fabric and by infilling gaps with development of similar pattern, scale and quality. The redevelopment effort will be anchored at the west end on Broadway with new light rail transit and at the east with potential redevelopment on Troost.

Improve Linwood Boulevard Streetscape

Linwood Boulevard has few of the traits that characterize Kansas City's boulevard system. With the new construction of the Midtown Marketplace, it is important that Linwood be the beneficiary of streetscape improvements to improve its quality to be comparable to the other boulevards. These improvements, sponsored by Parks and Recreation, will include the addition of trees, parkways, pedestrian oriented lights and improved signage.

Invest in Great Streets

In addition to Linwood Boulevard, Main Street, Armour and Broadway are included in the Great Streets Network.

Development patterns on the Great Streets through Midtown will be encouraged to include higher density mixed-use facilities with pedestrian oriented activities in their lower floors. New development of all types must adhere to prescribed guidelines and changes in the zoning ordinance; these changes require new construction to reinforce the streetwall by building a specified

percentage of the facility to a prescribed build-to line. See Appendices A and B on zoning and design guidelines.

Implement mixed-use zoning in Midtown
To encourage the development of desired mixed-use facilities in Midtown, the described changes in the zoning ordinance will be implemented to change the majority of areas between Broadway and Gillham Boulevard and between 31st and 39th Streets into low to mid-density mixed use (MU1 and MU2) classifications.

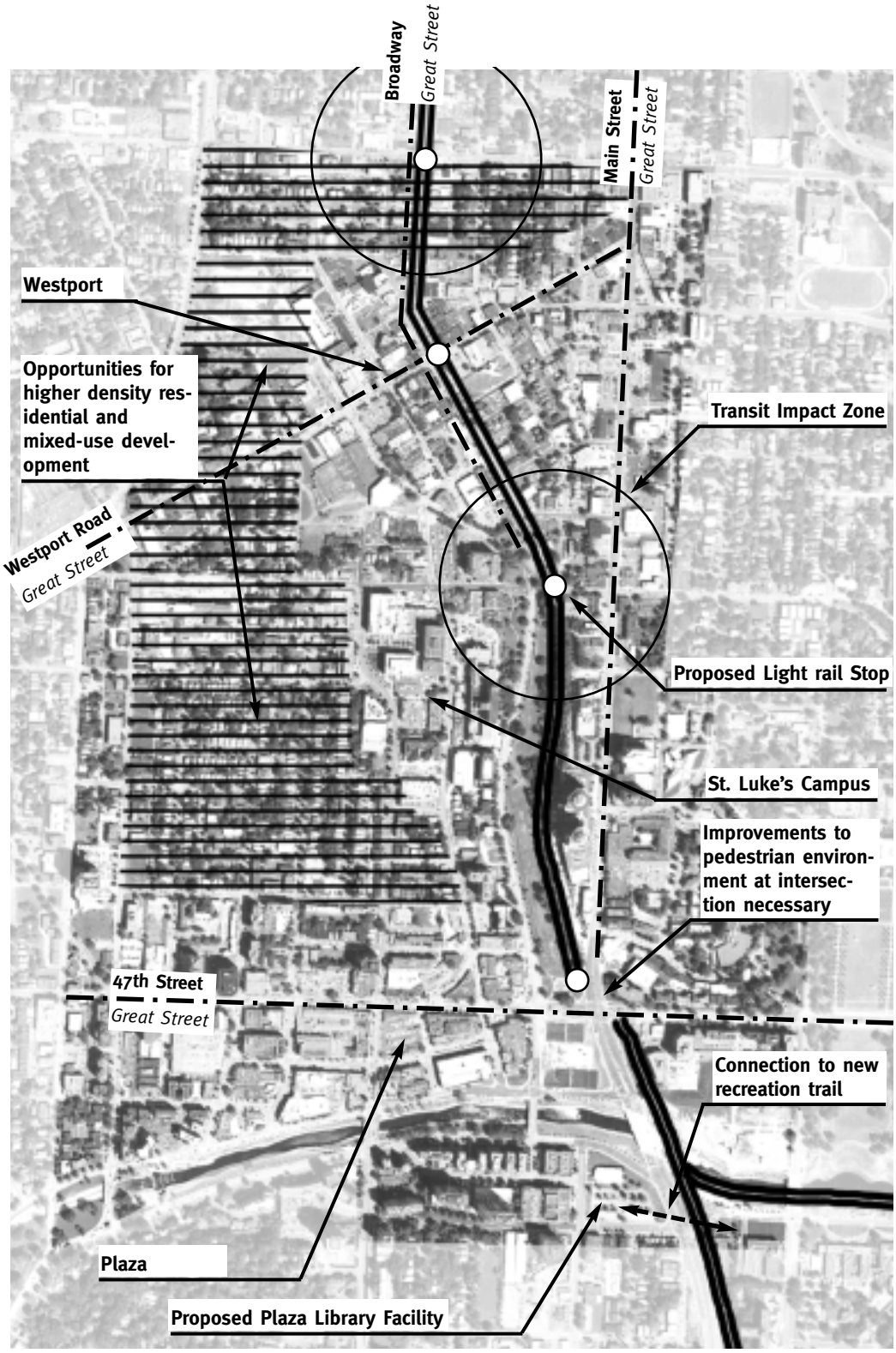
Encourage sensitive large-scale redevelopment
The Midtown District's varying conditions create some limited opportunity for assembly of parcels suitable in size for larger-scale redevelopments. While there may be no more areas of similar scale to the Midtown Marketplace, additional opportunities exist along the Main and Broadway corridors for mixed-use development in accord with the goals and guidelines of this plan. Any large-scale redevelopment will be sensitive to significant historic and existing buildings, adjacent neighborhoods and the "Quality Place Characteristics" established in the FOCUS Building Block "Quality Places to Live and Work."

Plaza/Westport District

The Country Club Plaza is the premier retail and entertainment destination in our city and region. It is critical to Kansas City that its status and vitality be maintained and enhanced to provide an anchor for further redevelopment efforts and to attract visitors from outside the city. Westport, its neighbor to the north, has experienced continual improvement in recent years, offering smaller boutiques and nighttime activities that attract younger patrons. While each has their own character and vitality, the relationship between Westport and the Plaza creates an important synergy that anchors the southern end of the Central Business Corridor. Not only do they provide active retail and office centers, they also attract Kansas City's highest density neighborhoods and continued reinvestment to maintain and enhance them. Although there is significant opportunity for continued upgrade and further development, they provide excellent models for pedestrian oriented, mixed-use development. Future development and redevelopment should reinforce the historic fabric, placing the importance of the pedestrian experience above all others. As higher density mixed-use development is added to the district, protecting surrounding single-family neighborhoods from unwanted encroachment will be increasingly important. Using zoning and design guidelines, the City will work to guarantee development of the scale and type at the neighborhood boundaries that is compatible with residential areas.

Proposed Initiatives

Reinforce the Plaza Plan and create a new Westport Plan
The Plaza Urban Design and Development Plan will be enforced as the area plan in the southern half of the district identified in this report. A similar plan for the Westport area will be created and adopted as its growth continues.



Plaza / Westport District

Continue upgrade of Main Street Corridor
As a Great Streets candidate and a primary arterial route, Main Street through this district will be subject to further City and private investment and policies to infill new development where land is underutilized, improve the streetscape and encourage development that reinforces the street wall and provides desirable street activity.

Enhance the Brookside Connector
The new Main Street / Brookside connector will be improved to enhance pedestrian safety to allow people, particularly older residents of apartments to the east of the Plaza, safe and comfortable crossings. Refuge islands, longer walk signals and other mechanisms will be employed.

J.C. Nichols Fountain in Mill Creek Park

Develop light rail stations with accessible connections to the Plaza and Westport
The potential implementation of light rail transit will have an important impact on the entire district. Care will be taken in design to facilitate the connection between stations and retail and entertainment destinations. Additionally, the potential impact of light rail will be considered when determining station location, not just current uses. Improved transit will be used to create opportunities for higher density development.

Connect Brookside recreation trail to Library, Brush Creek and the Plaza
A new recreation trail currently under construction on the trolley right-of-way along Brookside Boulevard will be connected to the proposed reconstruction of the Plaza Library, taking advantage of opportunities to link children and adults to the resources of the library. Similarly, it will be linked to the the new Brush Creek promenade and the rest of the Plaza.

Invest in Great Streets
In addition to Main Street, Broadway and 47th Street are designated Great Streets. Investment in streetscape improvements and targeted use of incentives in these areas will be applied as in other districts.

Encourage high density residential development between Westport and the Plaza
The area between Westport and the Plaza is largely higher density residential. Continued improvement and additional development of rehabilitated or new apartments will be encouraged to increase the population within walking distance of these two areas and to reinforce the vitality of this area. Supporting small scale retail and services will be allowed by making it a mixed-use zone.

Brush Creek Corridor

Defined by the natural waterway and the preponderance of major institutions along its banks, the Brush Creek Corridor's continued revitalization is critical to the health of the Heart of the City. As one of only a few major east-west connectors, the revitalization of Brush Creek promotes concurrent revitalization of adjacent neighborhoods across the full width of the core. Because of its importance, special attention is focused on Brush Creek at the conclusion of this section.

Home to many of the city's major institutions, including a university, two colleges, several research organizations, major health care centers, two major museums, two visual and performing arts magnet schools, a major philanthropic foundation and one of Kansas City's premier performing arts facilities, this area continues to grow in importance as these institutions expand and enhance their own physical plants. Significant public improvements and private sector investment have resulted in over $380 million of capital investment in the area. The ongoing project to improve Brush Creek is converting a drainage ditch into a significant urban amenity and the capital campaign launched by the Nelson-Atkins Museum promises to deliver a significant enhancement to this critically important cultural institution; this campaign should be supported throughout the community.

The Brush Creek Corridor is of particular importance because it traverses the city from east to west, crossing Troost Avenue, the historical symbol of racial division in Kansas City. Connections across this perceived barrier will be a focus of these and other future projects. The completion of the Brush Creek rehabilitation project that currently stops at the west side of Troost will be of particular importance.

Proposed Initiatives

Develop light rail stations with accessible connections

The proposed first and second phases of light rail pass through this district. Light rail stations will be designed to make the easiest connections possible to the myriad institutions in the district.

Invest in Great Streets

Troost Avenue, Blue Parkway, Prospect Avenue, Paseo and 47th Street are all designated Great Streets by this plan. Investment into streetscape and other infrastructure will be prioritized along these corridors with special attention paid to enhancing the pedestrian environment.

Support activities of the corridor's institutions and not-for-profits

In addition to institutions of higher learning, There are a variety of critical institutions in the Brush Creek Corridor. Many of these organizations are working together through the Brush Creek Partners, an organization of the major businesses and institutions along Brush Creek. The partnership was formed to coordinate their operations and activities within the communities. Not only do they focus on their own properties and areas immediately adja-

cent, they also are beginning to determine their role in assisting the continued rehabilitation of the 13 neighborhoods adjacent to their area of influence. Although they have just begun their work, their efforts are an excellent example of Community Anchors as defined in the FOCUS Building Block of the same title.

As these institutions continue to grow, their relationship with adjacent neighborhoods becomes more critical. Future expansion and construction should adhere to the design guidelines described in Appendix B regarding the relationship of mixed-use development to neighborhoods. By their nature, parking will be an issue that grows in importance as neighborhood residents feel pressure from students parking on residential streets. The three institutions should be sensitive to this issue and work to mitigate the problem by encouraging transit use and providing parking.

GEOGRAPHICAL APPLICATION
OF THE ASPIRATIONS

Downtown Loop

The Central Business District (CBD), defined and identified by a loop highway, is the real and symbolic heart of the urban core, the City and the metropolitan area. Remarkable from a distance for its distinguished skyline and within its center for the density of commercial, civic and other activities, the Downtown Loop is the area of most significance in this plan for the urban core and for the city as a whole.

A 24-hour center for living working and playing

The City, business and property owners within the Loop and various supporting organizations will work together to make the Loop a 24-hour center for living, working and playing. The City will direct the use of development tools to focus development and improvement efforts in proximity to the series of existing vital districts, building off of their strengths and, in turn, supporting them. As the heart of the city, the Loop should contain:

- The largest office centers
- Significant retail facilities
- The center of government
- Important cultural institutions
- The primary center of entertainment, convention and tourism activity

Current levels of re-investment in the Loop demonstrate the desirability of development and redevelopment initiatives. This recent and ongoing activity illustrates the appropriateness of such increased amenities and opportunities for our customer citizens and visitors. In addition to the current development, the expansion of nighttime activities within the Loop through additional entertainment and residential facilities is critical for the long-term success of the urban core.

Within the CBD, the series of vital districts are each characterized by the differences in their uses and their formal characters. They include:

- Financial District
- Garment District
- Convention / Theater District
- Civic Center / Civic Mall
- Quality Hill
- East Downtown Loop
- Proposed Entertainment District
- Proposed Northeast Residential District

The *Plan for the Heart of the City* identifies a series of initiatives to enhance these individual districts and the Central Business District as a whole. These initiatives adhere to the tenets of the Stewardship Ethic and to the Criteria for Adding Value to the urban core described in this plan. They are developed from the Eight Aspirations of the *Plan for the Heart of the City*.

THE LOOP

DOWNTOWN LOOP INITIATIVES

Commit 10 – 15% of the City's capital improvements funding to the Downtown Loop

Create a Special Benefits District for the Downtown Loop

Restructure zoning laws to reflect existing conditions and encourage new development within the Downtown Loop

Create and implement an Urban Design Guideline

Implement multi-modal transit system within the Loop and connect to transit systems of the Metropolitan Area

Augment existing residential alternatives and create a new residential district in the northeast quadrant

Create an entertainment-based nightlife Downtown by clustering new entertainment facilities inside the Loop and near the Convention District

Support the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities

Create a series of gateways to the Loop at entrances and bridges including the development of commercial structures spanning the highways at two critical points

Enhance security within the Loop

Create America's cleanest downtown

Include a Downtown Festival in the Festival Series

Create a new Performing Arts Center within or adjacent to the Loop

Reserve space for expansion of the Convention Center

Reserve space for a new arena adjacent to the Loop in case demand warrants its construction

Add new skywalks and tunnels to complete existing network in highest density areas and convention district

Aerial view from the east of the Downtown Loop in 25 years.

Commit 10 – 15% of the City's capital improvement funding to the Downtown Loop

Because the revitalization of the real and symbolic center of the urban core, the Downtown Loop, is critical to the long-term health of our city, the City must lead the effort to revitalize the Downtown Loop with a long-term commitment to invest in its future. The City will therefore commit 10 – 15% of its capital improvement budget annually to investments within the Loop for the first seven years of the implementation of the FOCUS plan. This initial investment is intended to bring significant improvements to the Loop that has suffered from long-term under-investment in capital improvements spending. After 2005, investment will be reduced to 3 – 5% of the annual capital improvements budget in order to maintain the existing systems and improvements. This strategy of committed investment has proven tremendously successful in other cities of similar scale such as Pittsburgh. A thriving downtown is the most critical component for a healthy city and investment will ultimate-

ly be returned through increased economic activity based in the Loop. The funding will be used for the following:

- Transportation improvements such as light rail
- Streetscape
- Bridge upgrades (24 bridges in/out of Loop)
- Upgraded lighting
- Parks and open spaces
- Major projects and urban amenities

Create a Special Benefit District for the Downtown Loop

Special Benefit Districts allow property and business owners in a prescribed district to assess or tax themselves to provide improvements and services that benefit their entire community and to provide themselves organization to act in unison on critical issues. To provide a variety of necessary functions and to complement concurrent City investment and activity, the Downtown Loop should create a single Special Benefits District (SBD) that encompasses its entire area. Pending legislation in the State of Missouri will likely allow the use of Community Improvement Districts (CID) that provide more flexibility and opportunity than the existing Special Benefit District model. If available, the CID form of SBD should be utilized.

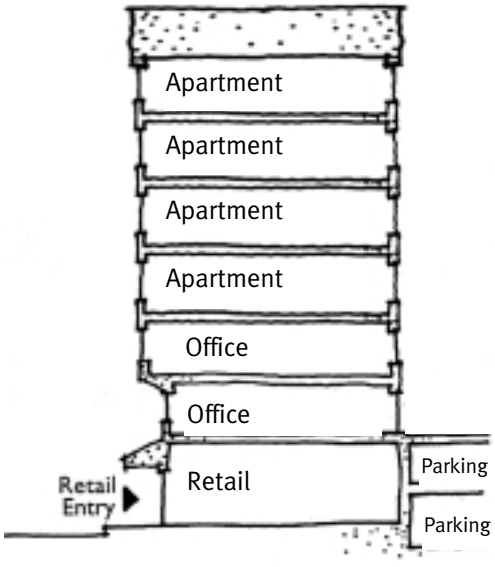
Operating with a potentially large budget, the Downtown Loop SBD will conduct activities that may include:

- Marketing the Downtown
- Enhanced security measures including the support of "Downtown Ambassadors"
- Streetscape and green space improvements
- Investment in public art
- Assistance to developers and business owners in the form of information and technical support
- Sidewalk snow removal, cleaning and other maintenance

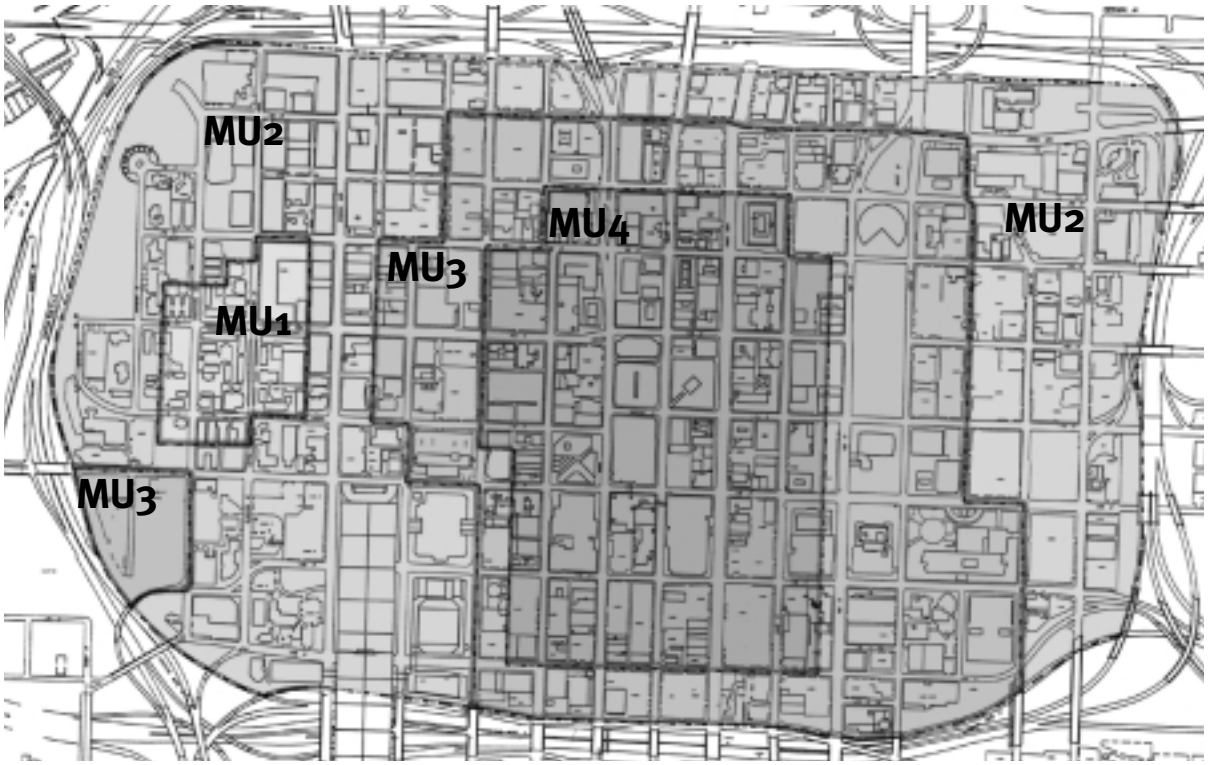
The Downtown Council currently represents Downtown business owners and should either become the basis for the new SBD or be consulted in its development to ensure that their respective activities complement each other.

Restructure zoning laws to reflect existing conditions and encourage new development within the Downtown Loop

One of the best tools for demonstrating land-use planning and regulating land use is zoning. The current Zoning Ordinance of Kansas City, Missouri is cumbersome and overly complex, a product of a long history of revision and additions to meet evolving needs. Its application in the Central City creates a mosa-



Mixed-use application in a single building



Proposed land-use and zoning in the Downtown Loop

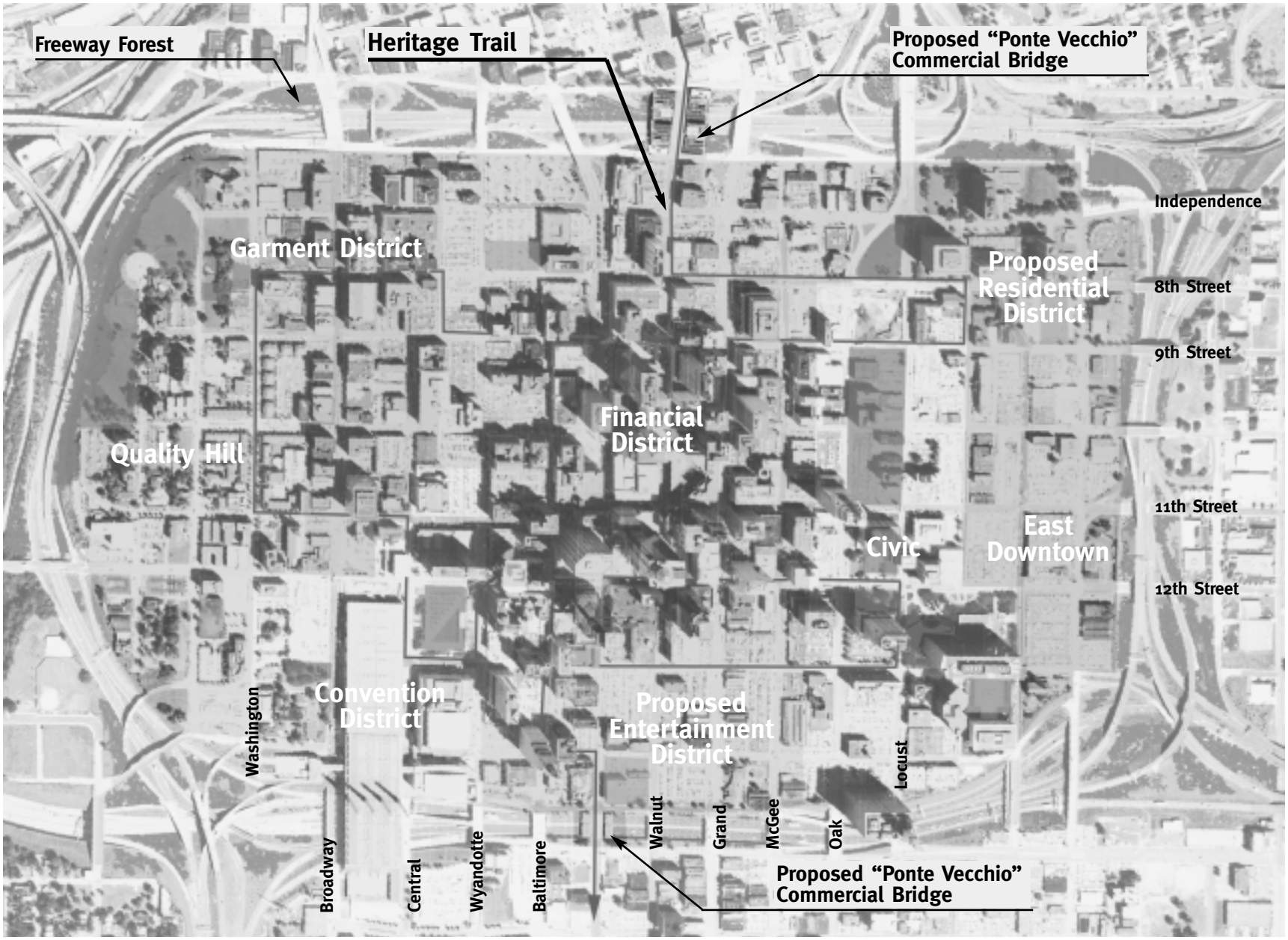
ic of over 20 separately prescribed and described zoning district types, often specific to single blocks or even single properties. In some areas, current zoning does not reflect actual land-use patterns or lend itself to efficient development. The revisions described in Appendix A and in the proposed zoning map reflect the FOCUS Urban Core component's intentions for land-use and building heights and density. Zoning is seen as a potential tool to achieve these goals. The following is intended as a recommendation for restructuring the zoning ordinance as it applies to the Downtown Loop. Although other areas will have more zoning categories, the Loop will be subject to only 4 Mixed Use Categories.

Mixed-use zoning

Mixed-use zoning recognizes that many land uses are compatible and should be co-mingled so as to provide a truly urban form. It would allow the mixing of commercial, office, higher density residential and some light industrial uses. These uses would be allowed within the zoning district as stand alone uses or mixed within a single building either horizontally or vertically. This concept is important because it allows for the opportunity to live above store fronts or create multi-level uses in mid- or high rise buildings. It is critical to allow these types of uses to create urban vibrancy and the necessary densities to make multi-modal transportation a reality. Critical to the recommendations for restructuring zoning ordinances is the inclusion of "build-to line" requirements that would require new development to be constructed with a certain percentage of the building's perimeter at the street.

PLAN FOR THE
HEART OF THE CITY

Downtown Loop Districts



Create and implement Urban Design Guideline and Street Standards

Recognizing and celebrating the unique characteristics and functions of the individual districts, the City will implement an Urban Design Guideline with related Street Standards. Working with the American Institute of Architects, the Urban Core Work Team designed the guideline to create a coherent environment that will make the downtown readily identifiable as the vibrant heart of Kansas City and the region. The dignity of the pedestrian experience is the highest priority in the guidelines. The guidelines are included in Appendix B in their entirety.

The creation of the Guideline will allow bulk purchasing mechanisms to support developers and the Community Improvement District in the acquisition of streetscape components including lighting, pavement and furniture.

Codification and Enforcement

The Guidelines will be completed under the auspices of FOCUS Kansas City; through the Department of City Planning and Development, the Guidelines will be introduced to the City Plan Commission as a resolution, thereby becoming a document of policy without specific requirements. If adopted, the document will become a primary tool for design professionals and developers to understand expectations for design within the Downtown Loop. The Guidelines will also serve as the primary tool for design review of proposed projects in the Downtown Loop by City Planning and Development staff , TIF Commission staff and other departments and agencies.

Establish guidelines specific to Downtown Loop districts for streetscape and other elements

City Planning and Development and the new Special Benefits District will work together to adopt and enforce new design standards for streetscape that have certain elements common to the entire Loop and others specific to the individual districts within the Loop. All new projects will be subject to these standards. The elements common to the entire Loop include: curbs, sidewalks, paving patterns and street signs. Elements defined by district include: lighting systems, trees and other vegetation, and furnishings. Standards will be developed to provide durable, low maintenance and cost effective installations.

Using the districts and their boundaries established in is report, new development will adhere to these district specific guidelines. They include:

- Financial District
- Garment District
- Convention / Theater District
- Civic Center / Mall
- Quality Hill
- East Downtown Loop
- Proposed Entertainment District and
- Proposed Northeast Residential District

District boundaries will be allowed to change as areas and land-use evolve within the loop with current, proposed and future projects.

Designate a network of Great Streets

Within the Downtown Loop, the City will designate certain streets "Great Streets." As described in the previous section on "Great Streets," these streets will be subject to investment and targeted incentives designed to increase pedestrian oriented development and activities. Within the Loop, the density of Great Streets is high; these are our "front door" streets where people can walk from their homes or offices to places to shop, eat or be entertained.

Based on current conditions, proposed projects and desired land-use plans, this network will serve a variety of functions. It will connect existing and future green spaces such as Barney Allis Plaza and the Civic Mall to each other and to other critical activity centers such as the Garment District entertainment center and the Town Pavilion. It will be used to encourage the clustering of pedestrian oriented activities and uses such as retail shops and restaurants and will be used to prioritize investment in to new streetscape. Great Streets within the Loop are divided into primary and secondary designations; the distinction between Primary and Secondary streets is largely in the timing of investment for their enhancement. The two street types are designed primarily in pairs such that later stages of investment will complement the primary network.

On all streets within the Loop, a new City ordinance will give the pedestrian the right-of-way over automobiles at crosswalks except for high traffic entry and exit points to the Loop where signage will warn pedestrians.

Implement multi-modal transit system within the Loop and connect transit systems to the Metropolitan Area

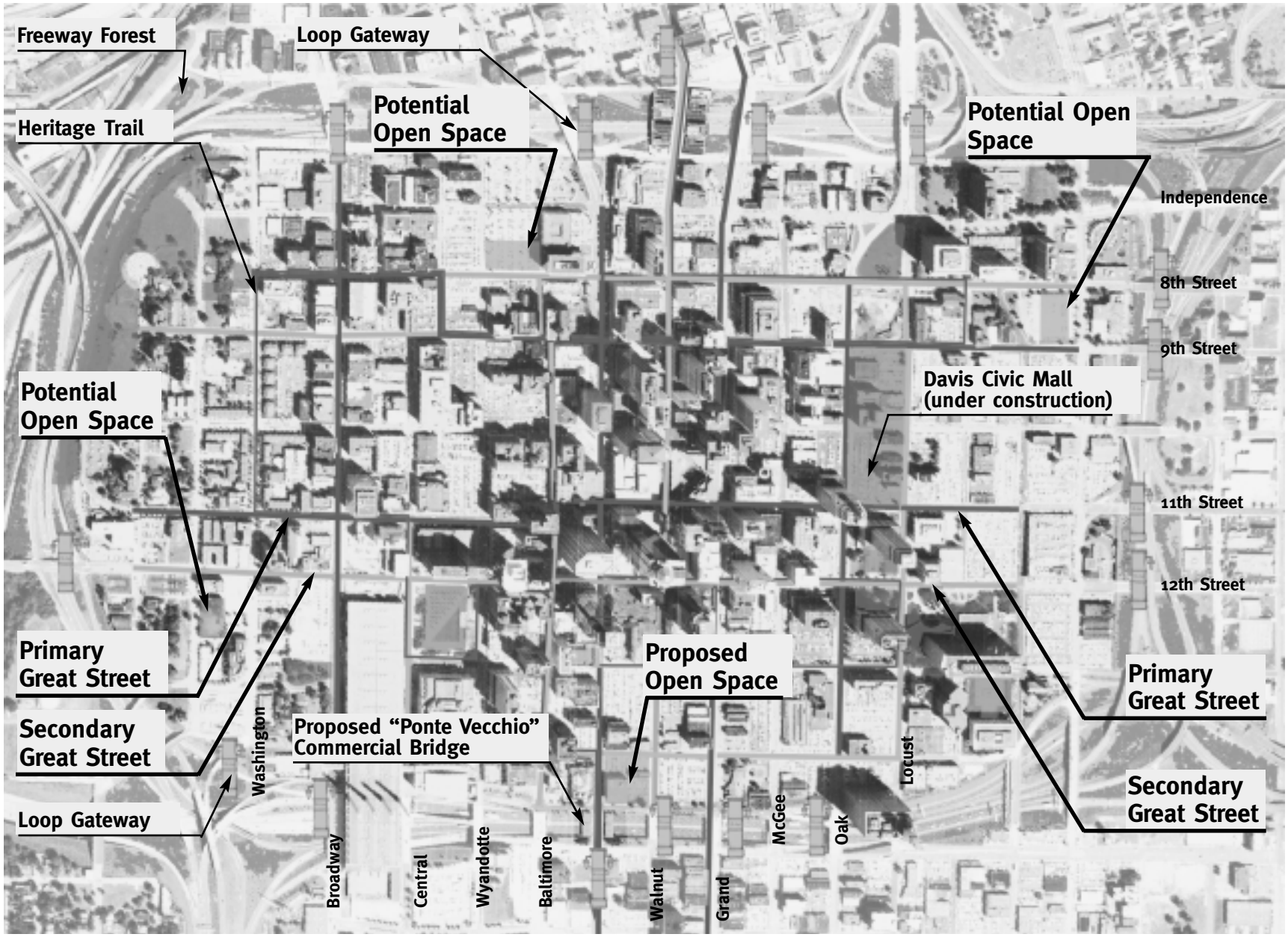
The Downtown Loop will benefit dramatically from the development of an integrated multi-modal transit system for the Metropolitan Area. Inside the loop, the various modes of transportation will be supported in ways unique to the high-density development of the CBD. Initiatives include:

Create a Downtown Access and Parking Authority.

In order to implement an integrated parking and transportation strategy, the City will create a Downtown Access and Parking Authority with the capacity to coordinate public and private parking strategies, create public parking, implement traffic management strategies and coordinate with the implementation of an inner loop shuttle system and of the light rail transit system. The mission of the Authority will be to accommodate access to the Loop and to balance the need to meet current parking requirements to make the Loop a competitive environment with the long-term plans to implement a multi-modal transit system that includes transit options. To meet that end, the Authority will work with the City to implement a sliding-scale regulation system; this system will reduce the maximum allowable number of parking per 1000 square feet of office space as transit system capacity increases. To meet current demands this maximum will be set at a high point of 6 or less per 1000 initially. Similarly, the Authority will establish candidate sites with prioritized targets for facility construction for each district to meet evolving demand as well as to study the potential use of periphery parking, either inside or outside of the Loop, that is supported with shuttle bus transportation.

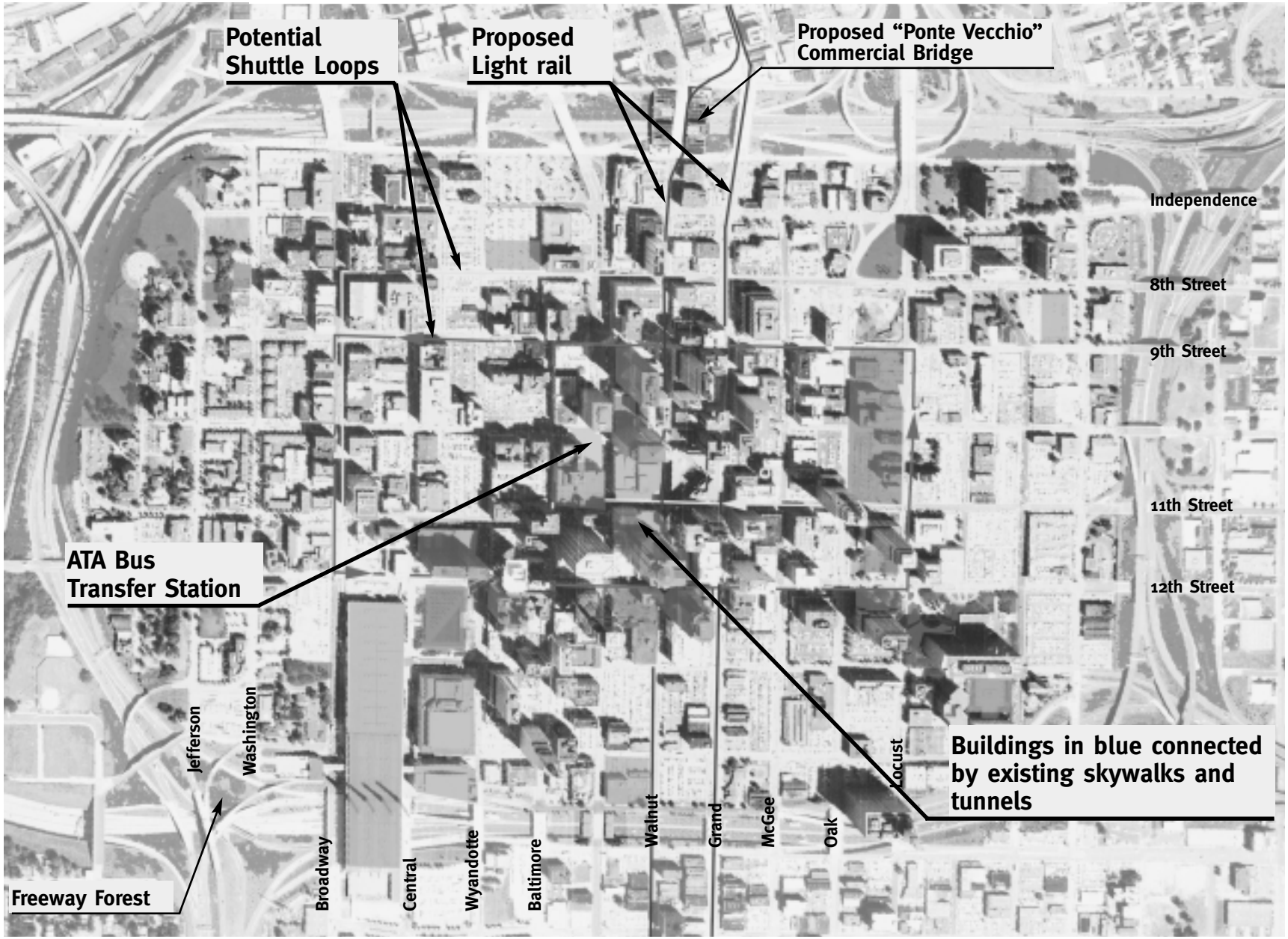
PLAN FOR THE
HEART OF THE CITY

Downtown Loop Great Streets



PLAN FOR THE
HEART OF THE CITY

Downtown Loop Transit Systems



The Authority is also charged with the provision of adequate signage to direct visitors to parking facilities as well as the creation of parking facilities designed for both day and night use in order to support multiple functions at the edges between the entertainment/convention districts and the office districts.

New garages should be constructed with space and facilities to accommodate secure bicycle storage.

Implement a bicycle master plan

The *Plan for the Heart of the City* calls for the implementation of the MARC bicycle plan. In each endeavor, special consideration will be made within the Loop to provide the facilities and amenities to provide the cyclist an inviting and safe environment. The plan will include the implementation of safety features in the streetscape for both bicyclists and pedestrians including special bicycle lanes.

As part of the plan, developers will be encouraged to provide secure bicycle storage in new buildings and renovations and to provide showers and changing rooms for employees who choose to ride to work or exercise from the workplace.

Create an accessible shuttle system within the Loop

To transport passengers of the light rail system to locations convenient to their workplaces and to link the various districts within the Loop, a free or nominal-fee, easy-to-use and high frequency shuttle system will be created. This system could operate in two concentric loops in opposite directions. The first would run clockwise on Broadway, 8th, Locust and 11th Streets; the second would run counter clockwise on Broadway, 9th, Locust and 12th Streets. The route is based on current densities and activity centers and will be adjusted over the long-term to meet evolving conditions. An additional service operating between convention, hotel and entertainment venues has long-term potential.

In the proposed loop system, each route would encircle 27 blocks and travel 1.7 miles. During peak time the system would operate on 5 minute arrival intervals and 10-minute intervals during off peak hours. Busses would stop every other block to load and unload passengers. Such a system would cost approximately $1.5 million to operate on an annual basis. The system would be characterized by dedicated lanes in which busses have the right-of-way over automobiles, clear signage, and unique and attractive vehicles.

Complete study to determine efficiency of one-way street system

A current study to determine the efficiency of one-way streets within the Loop should be completed. If the study determines that two-way traffic in certain areas would be more efficient, the City will consider the possibility of returning some of the Loop streets to two-way traffic. Decisions will be made concurrently with plans to implement a shuttle system to maximize its efficiency.

Provide intermodal access to the Loop from surrounding and outlying areas including the airport

Transportation plans inside of the Loop will only be successful if the city-wide multimodal system is implemented. A balanced system of automobile and

transit facilities will avoid future traffic congestion and provide desirable transportation options for people who live, work and play in the central city. A useful and attractive transit system is necessary to reduce increasing demand for parking and additional highway infrastructure. The relationship of the Loop to the proposed multi-modal transportation hub near Union Station is especially critical to bring people to the Loop from outlying areas.

Augment existing residential alternatives and create a new residential district in the northeast quadrant

The success and desirability of the Quality Hill redevelopment demonstrates the viability and marketability of such projects. The *Plan for the Heart of the City* calls for a significant increase in urban living opportunities to complement the vast resources of the suburbs. The Downtown Loop and areas immediately adjacent, such as the River Market, offer the best opportunity for high density living in proximity to workplace opportunities. New residential facilities should provide a variety of housing types from townhomes to apartments in a range of economic types from low-income to luxury. Efforts will be undertaken to support and expand the existing residential areas utilizing incentive programs such as TIF, 353 and others. Additionally, the City will help support development effort by subsidizing land values in targeted areas. The provision of basic retail businesses such as groceries and drugstores is critical to the encouragement and success of these areas. These essential retail facilities should be clustered along one or two corridors in accord with the Great Streets initiatives such that residents inside the Loop and adjacent areas would have convenient access to the goods they require.

Special effort will be made to facilitate the conversion of underutilized office and industrial facilities to apartments and live-work spaces. Other cities have demonstrated the success of assisting developers with the conversion by providing assistance with preliminary design and economic modeling assistance; the SBD should lead this effort.

Create an entertainment-based nightlife Downtown by clustering new entertainment facilities inside the Loop and near the Convention District

In addition to its daytime activity, the Downtown Loop must also become a vibrant center of nightlife activity by adding entertainment facilities with sufficient density to attract patrons from all over the metropolitan area. The potential to develop such an area in proximity to the Convention District is a major opportunity to enhance its vitality and ability to attract conventioneers. With its superior highway access and an improved transit system, the Loop provides the perfect setting for street-oriented entertainment that has proven so successful in cities all over the United States. Entertainment-based development within the Loop should not be made within single suburban-style centers. Instead it should be oriented to the street, infill and utilize the historic fabric and possibly include new open space for outdoor events and residential units.

Encourage the preservation and adaptive re-use of historically desirable buildings and amenities

The Downtown Loop contains some of our city's most significant historic buildings and districts; individually and together they play a significant role in creating an attractive character in the Downtown Loop and many of its districts. Although the Urban Core Work Team recognizes that we can not save every building, the preservation and adaptive re-use of historic buildings and amenities are critical to the creation of a desirable character for the Downtown Loop. The initiatives described in "A Plan for Meaningful Communities," the Preservation component of the FOCUS plan, will be adhered to and promoted by the City through policy, and the use of incentives.

The City will complete the prioritization of historic structures to ensure the preservation of the most significant.

By completing the prioritization process that was started in 1994, the City will have a guide by which it can target efforts to save the most significant buildings and reduce required review procedures that currently discourage developers from preservation and adaptive reuse of historic buildings. The final prioritization of the more than 400 buildings within the Loop will utilize the four categories established in the initial study that range from "No architectural or historic significance" to "Identified Significance" and utilize age, integrity and location relative to areas of significance as the criteria.

The City will strengthen and update ordinances and policies that impact historic preservation

See Appendix C for further detail.

The Downtown Loop Special Benefit District will support efforts for preservation and adaptive reuse

The new SBD will actively support preservation efforts by advocating the adaptive reuse of historic buildings that are not market-ready for their current use types. In particular, support should be focused on the addition of new residential and live-work spaces through the conversion of old Class-C office buildings and industrial facilities. Potential activities include:

- Publication of literature to assist would-be developers in the formulation of plans for preservation and adaptive re-use
- Technical support in the evaluation of projected financial performance of proposed projects
- Financial support for initial planning process including preliminary architectural services

Establish a heritage walking tour within the Loop

In coordination with the new Special Benefit District organization, the new History and Visitors Center at the Town of Kansas will implement a heritage

trail to lead visitors through the Loop, highlighting important historic buildings. Buildings should include but not be limited to:

- New York Life
- Old Library
- Municipal Auditorium
- Folly Theater
- City Hall
- St. Patrick's Church
- Muehlbach Hotel
- Garment District
- Quality Hill

A potential trail route is indicated on the map on page 113. The trail should be denoted by signs and perhaps a literal trail painted or inscribed in the paving as in other cities. When possible, the trail should coincide with designated Great Streets within the Loop to maximize the value of investment into streetscape and other improvements.

Create a series of gateways to the Loop at entrances and bridges

The highway loop that defines the Central Business District creates a desirable boundary that offers definition and limits to encourage vibrant, urban density. The land contained within the highway loop provides sufficient area for significant further development and redevelopment beyond the 25 year scope of the FOCUS plan. To enhance this boundary, created by the force of highway construction, and to provide a real sense of entry and exit to the most significant district in the city, the City will implement a system of gateways to the Loop at each significant entry point. These gateways will consist of special signage, light posts or other such markers of entry; similarly bridges will be enhanced to be decorative and to provide safe and attractive pedestrian and bicycle crossing. The implementation of the Urban Design Guidelines generated streetscape will support the gateway concept by creating a noticeable change in the street and formal environment upon entering the Loop.

Create commercial bridges to the River Market on Walnut Street

Like the Ponte Vecchio in Florence, the City will work with the highway department, ATA and private developers to construct 2 new bridge connections to the River Market and to the Crossroads District that include both the street and commercial facilities on each side of the street. This extraordinary addition to the Downtown fabric would make the pedestrian connection across the highway - a forbidding chasm - an appealing journey, enhancing the link between the two areas and creating a real attraction to the Heart of the City.

Create a freeway forest that encircles the Loop

Parks and Recreation will continue its work with Missouri Department of Transportation to establish trees and other vegetation in open highway land to encircle and beautify the Downtown Loop with a lush greenbelt.

Enhance security within the Loop

Many of the initiatives described in this section will enhance security in the Loop by increasing activity and the level of amenities within the area. SBD's will also augment security by providing district responsible security personnel. To add to these improvements, security strategies will include:

- Extend the community policing concept into the Downtown Loop, dedicating patrol officers to the area and coordinating complementary services such as Code Enforcement at the City for business owners, residents and SBD's allowing patrol officers to focus directly on crime and security issues
- Expand the KCPD Bicycle Patrol to cover the entire loop
- Create an "Ambassador Program" to complement police efforts and welcome visitors to the Loop, especially in the convention and entertainment areas
- Include and implement measures in the Urban Design Guideline to ensure adequate lighting levels for security within the Loop

Create America's cleanest downtown

In support of the Aspiration to create America's cleanest city, the City as well as the organizations within the Downtown Loop will participate in programs to enhance the livable qualities of Kansas City due to its cleanliness. Initiatives applicable in the Loop include:

- Provide Anti-Graffiti Programs
- Enhance Code Enforcement
- Raze or Repair Dangerous Properties
- Provide recycling receptacles in addition to trash cans on Great Streets

The new Special Benefit District organization will take an active role in enforcing standards and providing additional maintenance services to augment City provided services.

Include a Downtown Festival in the Festival Series

As part of the Festival initiative described in the "Great Streets" section of the report, one or more street festivals will be developed in the Downtown Loop. Such festivals will be supported by the City as well as district representatives such as the Special Benefit District.

For further details, see Appendix E.

Create a new Performing Arts Center within or adjacent to the Loop

A new center for the Performing Arts is a needed amenity to support the performing arts community and to provide desired entertainment to urban dwellers and visitors. Such a facility should be located within the area bounded by the Missouri River on the north, Crown Center on the south, Summit Street on the west and Charlotte Street on the east. It should be located to complement existing performing arts venues, support other development opportunities and be served by regional transit, good highway access and sufficient parking.

Add new skywalks and tunnels to complete existing network in highest density areas and convention district

Skywalks and tunnel systems are desirable components within the most dense areas of the Downtown Loop and in the Convention District. Several skywalks and tunnels already exist within the loop and are only a few links short of forming a small network operating from Bartle Hall to the Commerce Tower in the northern half of the financial district. Priority for additional linkage investment will be placed on connecting the disparate elements of the network to allow continuous travel through the system.

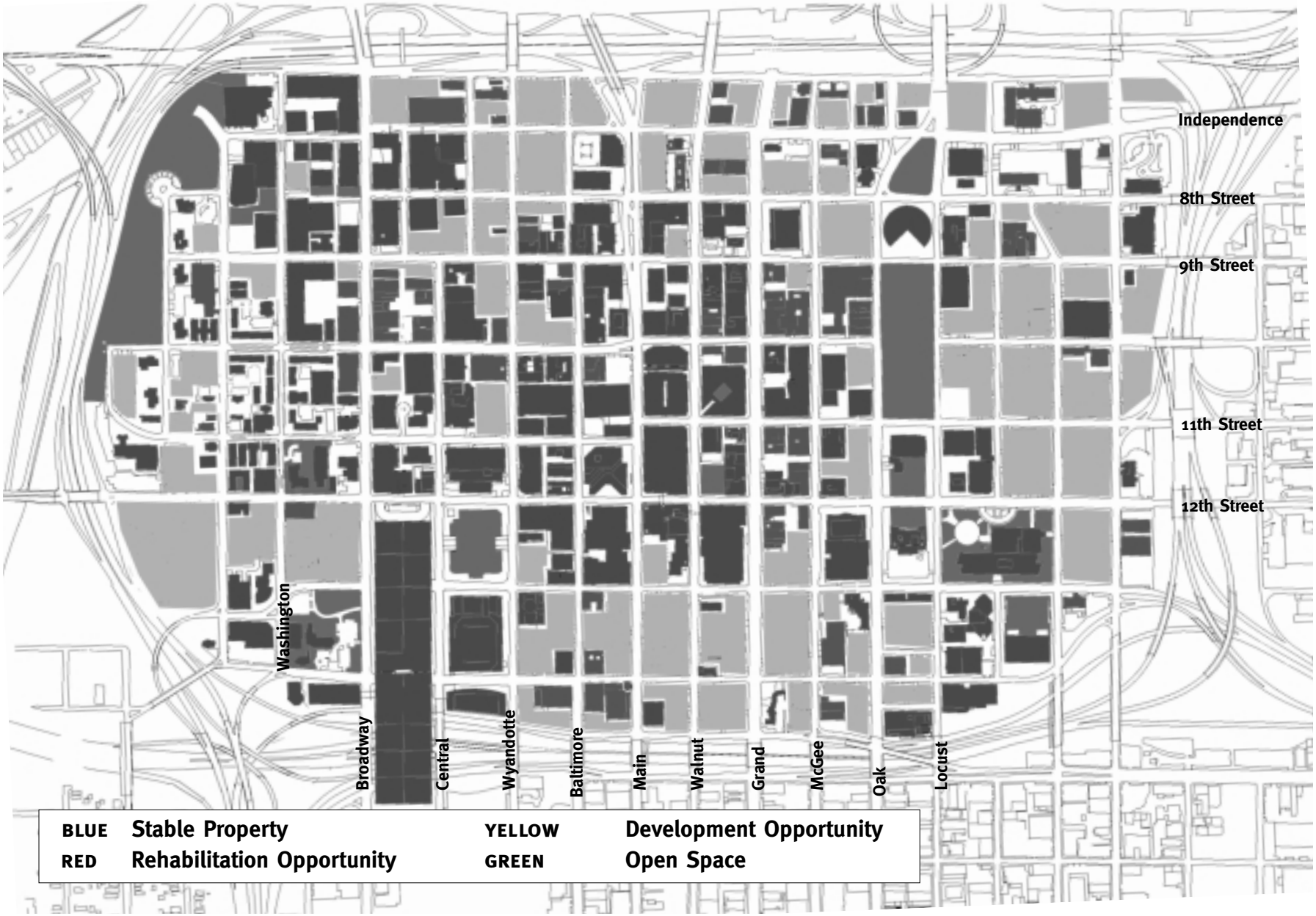
Interior connectors have proven to be important ingredients in marketing Kansas City to convention hosts who believe that direct hotel access to the convention hall is critical. We have such a system today from the Marriott, the Marriott-Muehlbach and the Holiday Inn. Potential links to the system from the Raddison and the Omni are also possibilities. The tunnel through Barney Allis that is the center of this system will be upgraded with better signage, separation from the parking garage and access to the Marriott. By connecting the convention system to the financial district, convention goers would have year-round comfort in traveling to retail and restaurant opportunities in the Town Pavilion, City Center Square and other potential retail and restaurant providers. An additional link will be made by providing access from the ATA bus center at 10th and Main to the Town Pavilion system.

Many people working and visiting the Loop enjoy them particularly in inclement weather. For these reasons it makes sense to construct additional interior connectors that meet the following criteria. A new skywalk must:

- Expand or connects the existing system
- Occur either in the highest density areas (connects buildings of a minimum average FAR of 8) or in the convention district
- Occur perpendicular to the street it is crossing
- Not block critical view corridors
- Minimize width to reduce shading impact on street below (or has a maximum width of 15 feet)
- Connect to transit stops
- Be constructed with a large percentage of glass to maximize transparency
- Be designed to be integrated with the architecture of the buildings it connects

PLAN FOR THE
HEART OF THE CITY

Downtown Loop Existing Conditions



APPENDIX A

Restructuring Zoning

Restructure zoning laws to reflect existing conditions and encourage new development

One of the best tools for demonstrating land-use planning and regulating land use is zoning. The current Zoning Ordinance of Kansas City, Missouri is cumbersome and overly complex. Its application in the Central City creates a mosaic of over 20 separately prescribed and described zoning district types.

It is important to restructure our zoning ordinance using new use-type categories for the following reasons:

- Makes zoning an incentive for development, encouraging development and redevelopment in the urban core.
- Streamlines development process and reduces steps required to develop a desirable project within the urban core.
- Reconciles zoning with existing land use and structures.
- Allows appropriate land uses to mingle in mixed use areas to reinforce the aspirations of this plan.
- Does not negatively impact the current land values or property values.
- Reduces complexity and makes the zoning rules more accessible.
- Supports city's application for federal and other funding on major projects such as light rail by demonstrating clear intent for land-use patterns.
- Based on current development trends and industrial practices for certain products that were once incompatible with residential and commercial use-types but are now compatible due to evolution in processes and technologies.
- Matches current trends in other progressive cities.
- Describes and responds to current uses more accurately.
- Reinforces neighborhoods by simplifying and limiting allowable uses within older single-family and duplex neighborhoods and by encouraging higher-density mixed-use corridors and nodes in support of multi-modal transit objectives and historical patterns.

- Encourages activity and designed reinforcement of streets and creates basic standards for good urban design.
- Responds to support for restructuring demonstrated by developers, designers and others in FOCUS process,

The New Zoning Ordinance

The following is intended as a recommendation for the restructuring of the zoning ordinance as it applies to the Heart of the City. It does not include issues of agricultural zoning, for example, or other types which may be critical for suburban areas of the city.

Conceptually, the new zoning will be based on a limited number of land use types in which specifics of density, height, site coverage, floor area ratio and an other aspects of building form are specifically stated. Additionally, the new ordinance will include a consistency requirement to ensure that approved applications for rezoning adhere to the master land use plan.

The zoning will be based on three land use types in varying densities:

- Neighborhood - which includes only residential uses,
- Mixed Use - which aggregates existing office, commercial, higher density residential, and some light industrial uses.
- Industrial - which includes those industrial uses which because of noise, fumes, smoke or other health considerations need to be separate from other uses.

Neighborhood

Current residential districts will remain intact with neighborhoods remaining distinct and their land use pattern preserved. However, the specifics within the current residential zoning ordinance will be overhauled to reflect the specific conditions which currently exist. The goals are:

- to preserve and protect the primacy of neighborhoods in the Heart of the City.
- to preserve the character of existing neighborhoods
- to reduce the number of zoning variances which must currently be granted to redevelop and rebuild in existing neighborhoods, therefore also reducing the time and cost to both the city and property owners.

Mechanisms used to determine form in neighborhood categories will include type of dwelling, maximum height, minimum height, maximum site coverage, percentage of building required to come to “build-to lines,” and setbacks. The zoning types will include:

Neighborhood 1 - single family - N1

maximum height:	2.5 stories
allowed uses:	residential, churches, schools, community centers, limited home work occupations

Neighborhood 2 - 1-2 family - N2
maximum height: 2.5 stories
allowed uses: same as N1

Neighborhood 3 - low apartments - N3
maximum height: 3 stories
minimum height: 2 stories
allowed uses: same as N2

Neighborhood 4 - medium apartments - N4
maximum height: 10 stories
minimum height: 3 stories
allowed uses: same as N3

Neighborhood 5 - high apartments - N5
maximum height: 20 stories
minimum height: 3 stories
allowed uses: same as N4

Mixed Use

Mixed Use recognizes that many land land uses are compatible and should be co-mingled so as to provide a truly urban form. It would allow the mixing of commercial, office, higher density residential and some light industrial uses. These uses would be allowed within the zoning district as stand alone uses or mixed within a single building either horizontally or vertically. This concept is important because it allows for the opportunity to live above store fronts or create multi-level uses in mid- or high rise buildings. It is critical to allow these types of uses to create urban vibrancy and the necessary densities to make multi-modal transportation a reality.

Mechanisms used to determine form in mixed-use neighborhood categories will include maximum height, minimum height, maximum FAR, maximum site coverage, percentage of building required to come to "build-to lines," and setbacks. The following is a summation of how existing uses would be aggregated into mixed use categories:

Mixed Use - Low Density - MU1
maximum height: 3 stories
potential uses: all uses in N1-N5, offices, artist and photo studios, clinics, photo studios/shops, hospitals and other institutions, entertainment venues (excluding adult entertainment), restaurants, taverns, convalescent homes, theaters, animal hospitals, garages, retail and services including: banks beauty and barber shops, laundries, retail sales, wholesale sales, artists studios, clinics, photographic studios, dancing schools, dry-cleaning and dyeing, appliance repair, eleemosynary uses, pet grooming, laundromats, music studios, printing and reproduction services, shoe repair, tailor, travel agencies, bakeries, automobile supplies, book/stationery stores, clothing stores, confectionery, drug stores, dry goods, florists, gifts, furniture, grocery, hardware, jewelry, delicatessens, restaurants, shoe stores, photo process-

ing, recycling collection centers (enclosed), upholstery, funeral homes, bed and breakfasts (small hotels - 20 rooms or less) and manufacturers including: book binding, clothing, musical instruments, sign painting.

replaces:

CP-1 Neighborhood Planned Business Centers
C-1 Neighborhood Retail Business District

Mixed Use - Low Density MU1-I

Same as MU-1 except it includes the following uses: food and beverage processing and light manufacturing of the following:

metal goods less than 1/8" in thickness, natural product goods, artificial flowers and feathers, bags, bicycles, brooms/brushes, buttons, novelties, canvas products, cosmetics, electrical signs, furniture, mattresses, gas or electric fixtures, carpet cleaning, monument and marble carving/cutting.

Mixed Use - Medium Density - MU-2

maximum height: 10 stories
potential uses: all uses allowed in MU1 plus: service stations, car washes, diaper services, drive-in businesses, veterinary hospitals, hotel/motel, auto sales and repair, taxicab businesses, cabinet shops.

replaces:

R-4-0 Low Apartment, Administrative office building district (3 stories)
CP-2 Local Planned Business Centers
C-2 Local Retail Business District
C-3a1 Intermediate Business (low buildings)
O Office (3 stories)

Mixed Use - Medium Density - MU2-I

Same as MU2 except it also includes uses enumerated in MU1-I

Mixed Use- High Density - MU3

maximum height: 20 stories
potential uses: all uses in MU2

replaces:

R-5-O High Apartment, Administrative Office District
CP-3 Regional Planned Business Centers
C-3a2 Intermediate Business (high buildings)
C-3b Intermediate Business Transitional District
OM Office-Medium Density (5 stories)

Mixed Use - High Density - MU3-I

Same as MU3 except it includes all uses in MU2-I

Mixed Use - High Density (MU 4)

Mixed Use- High Density replaces Central Business District (C4). The only area in the city to carry C4 status is a portion of the area within the Downtown Loop. The intent is to treat Downtown as a high density mixed use enclave, paving the way for the market to transform existing unoccupied structures into alternate uses, especially residential land uses, to create a 24 hour Downtown. All of the land uses currently allowed in C4 would be allowed in MU4.

maximum height:	40 stories
allowed uses:	all uses in MU3 except: car washes, drive-in/through businesses, car repair, car sales, cabinet shops

replaces:
C-4

Industrial Zones

Industrial 1 - Includes remaining light industrial uses from existing M1 as well as its design standards. Allows all uses from N1 to MU3-I.

Industrial 2 - I2

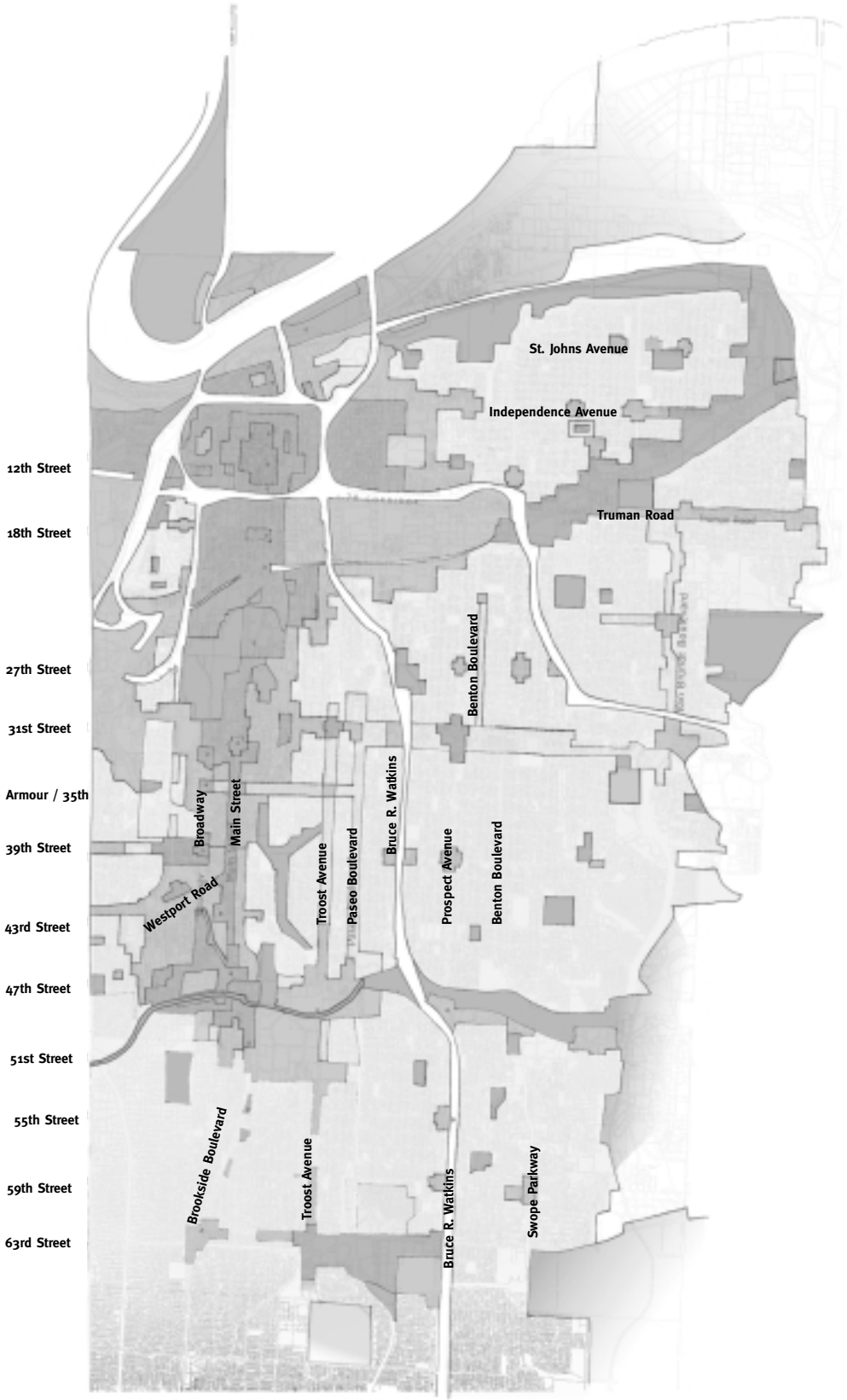
Same as existing M2

Industrial 3 - I3

Same as existing M3

Land-use Concept Plan

PLAN FOR THE
HEART OF THE CITY



APPENDIX B

Mixed-use Design Guidelines

Recognizing and celebrating the unique characteristics and functions of the individual districts, the City will implement Mixed-use Design Guidelines with related Street Standards. The Guideline will be designed to create a coherent environment that will make the Heart of the City readily identifiable as the vibrant heart of Kansas City and the region. The dignity of the pedestrian experience is the highest priority in the Guidelines.

The Guidelines are based on the "Quality Development Characteristics" established in the FOCUS Building Block, "Quality Places to Live and Work." They are applicable to all mixed-use areas of the city including the Downtown Loop, the CBC and the Mixed-use Centers.

Codification and Enforcement

The Guidelines were completed under the auspices of FOCUS Kansas City with the assistance of the Kansas City Chapter of the American Institute of Architects as part of the *Plan for the Heart of the City.* Through the Department of City Planning and Development, the Guideline will be introduced to the City Plan Commission as a resolution, thereby becoming a document of policy. If adopted, the document will become a primary tool for design professionals and developers to understand expectations for design. The Guideline will also serve as the primary tool for design review of proposed projects by City Planning and Development staff and TIF Commission staff.

The Guidelines will serve as the primary tool for design review of proposed projects in the urban core by City Planning and Development staff. It is envisioned that no new commissions or separate layers of review are triggered by the adoption of the Guideline. They will be used in the standard project design review to which all development proposals are subject. Based upon compliance with the Guideline through the

design review process, the Development Management Division will make its recommendations to the City Planning Commission. Similarly the Tax Increment Financing Commission will use the Guideline as a tool for review of projects applying for TIF support.

The Guidelines

Walking is safe and inviting.

- Encourage windows and doors on the street wall to increase pedestrian safety and interest; when blank walls are unavoidable apply texture, patterns, landscaping or other scale giving features including trellises, display cases and murals.
- On designated Great Streets, encourage the development of activities and uses interesting to pedestrians including retail shops, restaurants, building lobbies, plazas and urban gardens; require the use of clear, untinted glass on the first floor to allow pedestrians to see activity inside buildings and provide a sense of security.
- Encourage building forms that provide shelter for pedestrians from harsh summer sun and winter winds and allow access to warming winter sun. Useful devices include awnings, canopies and porticos.
- Encourage building forms that minimize the creation of surface winds near the base of buildings including increases in variation of the surface of the building skin and multiple setbacks. Require wind tunnel testing for buildings above 10 stories.
- Encourage the incorporation of publicly visible art works in new private development and in public spaces. Continue the 1% for Art public policy in building projects, create a 1/2% for art program for all infrastructure projects and encourage similar investments in private developments.
- Require landscaping, lighting and other beautification measures for surface parking lots.
- On designated Great Streets require the addition of street trees of a minimum size of 4” caliper where street and sidewalk conditions allow adequately sized planter boxes or pits and keep limbs trimmed above head height.
- Require tree plantings in planting boxes of a minimum 32 square feet per tree to provide more soil for the trees.
- Encourage the specification of trees that have high branching patterns and tolerate urban conditions.
- Encourage design of planting areas to allow for adequate drainage, air exchange and irrigation.
- Encourage new development, both public and private, to include fountains, the symbol of our city, in public areas.

- Require the design of mechanical exhausting systems that do not detract form the quality of the pedestrian environment by placing them at least 10' above sidewalk level and directing louvers upward.

- On all designated Great Streets, require enhanced lighting systems to provide both pedestrian safety and architectural beauty.

Supporting elements to be included in zoning ordinance:

- Create a maximum parking space allotment per unit-area of new development that diminishes as transit system capacity increases; create a set of maximum standards appropriate to different use types.

Create an urban form that enhances the urban core as the Heart of the City

- For buildings of more than 10 stories, encourage buildings with sculptured forms that become more slender with increasing height and have visually interesting tops.

- For buildings of more than 10 stories, require new bulk controls based on three components of a structure: base, lower tower and upper tower. Base is a maximum height of of 1.25 times the width of the street and a minimum of .5 times the street width.

- Require integration of rooftop mechanical facilities into overall form of the building.

- Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments, recessed windows and projecting cornices common to older Kansas City buildings.

- Allow architectural projections beyond set back requirements on all areas of the building above 10 feet above the sidewalk grade.

- Encourage highly defined architectural detail in new development that is appreciable from street level, such as building entrances, window, column, spandrel, cornice, base, arch and lintel definitions.

- Discourage the use of reflective glass in new development to limit unwanted solar reflection.

- Encourage new development to place service docks and garage entrances on streets not designated as Great Streets and encourage the design of these elements to be as attractive as possible.

- In higher density areas, encourage ground level passageways through buildings or blocks to increase the ease of pedestrian circulation and the variety of pedestrian experiences.

- Require new development to emphasize streetfront access and to limit inward-oriented or "mall-like" activity at the center of the development.

- Encourage the design of parking garage exteriors to respect visually and integrate with adjacent buildings and environment; require ramping systems to occur on the inside of the garage to retain non-sloping floors at the perimeter.

- Encourage the provision of transit shelters and bicycle parking racks in new development proposals.
- Encourage the coordination of development proposals along proposed light rail alignments to ensure that the projects do not interfere with light rail plans and enhance their access to the improved transit system and its operation.
- Prohibit excessively illuminated or freestanding signs that contribute to visual clutter.
- Encourage the design of signage in new or rehabilitation projects to be integrated with the scale, color and articulation of building design.
- Prohibit the creation of surface parking facilities on the corners of blocks.

Supporting elements to be included in zoning ordinance:

- Encourage the design of the relationship of heights and bulks of new buildings to existing and desired development patterns using zoning height and bulk limitations.
- Modify the allowable heights in high density areas by changing the zoning classifications to encourage further centralization of the tallest buildings and concentrate the highest density development around transit and promote supporting retail and restaurant development.
- In calculating floor area to determine FAR, calculate using the average line of the window glass to encourage embellishment and variation of the exterior building envelope.
- Reinforce the "street wall" of the city with buildings built to the property line and with little or no space between them; require a prescribed percentage of the "base" of buildings to be constructed up to the "build-to" line prescribed in zoning regulations with a minimum and maximum height for the base that relates to existing patterns.

Supporting elements included in other city policy:

- Establish parking garage locations at the periphery of the Loop or adjacent to the Loop that are served by shuttle and walkway systems to support activity at the areas of highest density where parking is more disruptive of the urban fabric and auto-pedestrian conflicts are more frequent.
- Establish new ordinances to penalize building owners who allow existing buildings to remain unoccupied for extended periods of time and increase penalties for owners who allow their properties to go without maintenance and significantly deteriorate, reducing surrounding property values.

Residential development is a valued land use component in mixed use development.

Supporting elements to be included in the zoning ordinance:

- In the zoning ordinance, use building height and volume limits instead of units per increment of area to determine density limits in residential development.

Supporting elements included in other city policy:

- Adopt a "Rehabilitation Building Code" to facilitate the adaptation of older structures into market ready facilities.

The Heart of the City districts have distinct and identifiable character.

- Identify and name existing districts and establish boundaries for the application of district specific guidelines; allow for shifts in boundaries to accommodate growth of district areas.
- Require proposed developments to adhere to district specific guidelines.
- Create streetscape standards for the Downtown Loop that have certain elements common to the entire loop and others specific to the individual districts. All new projects will be subject to these standards. Common elements include: curbs, sidewalks, paving patterns and street signs. Elements defined by district include: lighting systems, trees and other vegetation, and furnishings. Standards should be developed to provide durable, low maintenance and cost effective installations.
- Require a review of proposed signage to ensure its handsome design and legibility and its adherence to district guidelines.
- Create district gateways that readily identify the boundaries of the district.

Development preserves or creates open space, respects existing topography and minimizes impact on the natural environment.

- Encourage quality, landscaped open space in sufficient quantity and variety to meet the needs of downtown workers, residents and visitors but limit their application to meet urban design objectives that complement developer driven proposals and the goals of the master land-use plan for the downtown loop.
- Require new open spaces - both interior and exterior - to meet standards described in "Open Space Guidelines" matrix.
- Encourage the development of open spaces that become part of an interconnected pedestrian network; create a pattern of open spaces such that all areas in the city are within a reasonable distance to an accessible and desirable outdoor courtyard, park or plaza.
- Enhance and expand system of open spaces to anchor and encourage new development.
- In public open spaces, provide a variety of seating arrangements.

Guidelines for development between mixed-use areas and neighborhoods

In addition to the basic design guideline, the following addresses the special condition that occurs when neighborhoods are adjacent to mixed-use areas. While mixed-use areas will be allowed to develop and thrive as a higher den-

sity mixed land use area, the boundaries of these areas will be contained. The boundary serves two equally important purposes:

- Concentration of mixed use which will receive targeted incentives
- Protection of adjacent neighborhoods from development encroachment

The mixed-use areas are flanked by neighborhoods of rich history and architectural character and which benefit from their proximity to jobs, goods and services. New development and improvements along these edges of the mixed-use areas should step down in height to the neighborhoods and benefit or not have a negative effect on local adjacent neighborhoods. Among the opportunities for appropriate transition from the neighborhoods to the Corridor include:

- Storefront offices which do not require the same locational criteria as retail could be utilized on the first floor.
- Residential uses could be located on the floors above.
- Buildings should be sensitive to the neighborhood architecture and character.
- The perimeter should be heavily landscaped with shrubs, trees, and earth berms.
- Traffic calming strategies should be applied at neighborhood entries.
- Parking for businesses could be provided as a buffering use. Parking designed as a buffer should have the following characteristics:
  - Parking lots will not be allowed on corners of blocks
  - Parking lot sizes should be a maximum of 150 feet in width
  - Lots should be open when the businesses they support are open and either have fences and gates to keep undesirable activity out of the lots after hours or flex the lot with local residents for parking after hours

Open Space Design Guidelines

	Urban Garden	Urban Park	Plaza	Atrium
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surfaced area.	Glass covered open space in the interior of a building or block.
Size	1,000 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum area 1,500 sq.f.t; minimum ceiling height 30 ft.
Location	On ground level, adjacent to sidewalk, pedestrian way or building lobby.	Outside of Loop: Washington Square Park, Penn Valley Park, etc.	South, east or west sides of buildings.	Interior of building or block.
Access	Accessible on at least one side.	Accessible from at least one street with multiple access points at crosswalks, parking lots, etc.	Accessible from public street within 3' of grade - up or down with generous stairs. Also through surrounding buildings.	From street level on one or more sides and through generous hallways. Space must be made available to public.
Seating, Tables, Etc.	Seating should be provided at approximately One space for each 25 sq.ft.; one table for each 400 sq.ft.	Provide formal and informal seating or sculptured lawn. Movable chairs are desired.	Seating should be provided at approximately one linear foot of seating space per each linear foot of perimeter.	Seating should be provided at approximately 1 seat for every 25 sq.f.t of floor area and 1 table for every 400 sq.ft..
Landscaping Design	Ground surface is high quality paving with landscaping of various plantings. Include fountains. Match selected plant materials to micro-climate conditions.	Provide lush landscaping with predominantly lawn surfaces and plantings. Provide a water feature as a major focus. Use plantings to mitigate climatic conditions especially wind breaks and shade.	Use trees to strengthen spatial definitions and plantings to create sub-areas of more intimate scale.	Provide attractive paving material to create interesting patterns. Use rich plant materials, incorporate sculpture and fountains.
Commercial Services, Food	N/A	Provide food service within or adjacent to the park. restaurants can only utilize 50% of total seating.	Provide retail/ restaurant space around plaza; restaurants can only utilize 50% of total seating.	Locate food service adjacent to the atrium; restaurants can only utilize 50% of total seating.
Sunlight and Wind	Sunlight access to much of area especially at lunch time during fall, winter and spring.	Provide both sunny and shady areas with seating options in each. In both cases, protect seating from wind.	Provide both sunny and shady areas with seating options in each. In both cases, protect seating from wind.	Mass buildings around atrium space to maximize sunshine in atrium - at least 75% of roof area to be skylit.
Public Availability	Business hours.	At all times.	At all times.	Business hours.
Event Support	N/A	Includes electrical and other infrastructure to support public events such as concerts, performances, rallies, etc.	Includes electrical and other infrastructure to support public events such as concerts, performances, rallies, etc.	Includes electrical and other infrastructure to support public events such as concerts, performances, rallies, etc.

APPENDIX C

Historic Preservation

Encourage the preservation and adaptive re-use of historically desirable buildings and amenities

The Heart of the City contains some of our city's most significant historic buildings and districts; individually and together they play the most significant role in creating an attractive character in the Downtown Loop and many of its districts. Although the urban core Work Team recognizes that we can not save every building, the preservation and adaptive re-use of historic buildings and amenities are critical to the creation of a desirable character for the Downtown Loop. The initiatives described in "A Plan for Meaningful Communities," the Preservation component of the FOCUS plan, will be adhered to and promoted by the City through policy, and the use of incentives.

Continue the prioritization of historic structures to ensure the preservation of the most significant

By continuing the prioritization process that was started in 1994, the City will have a guide by which it can target efforts to save the most significant buildings and reduce required review procedures that currently discourage developers from preservation and adaptive reuse of historic buildings. The prioritization will utilize the four categories established in the initial study that range from "No Architectural or Historic Significance" to "Identified Significance" and utilize age, integrity and location relative to areas of significance as the criteria.

Strengthen and update ordinances and policies that impact historic preservation. Actions the City will take include:

- Adopt a rehabilitation building code that facilitates adaptive reuse and restoration
- Create an expedited review process at the City staff level for projects that propose only minor alterations to historic properties
- Create "negotiation" procedures subsequent to denial of a Certificate of Appropriateness by the Landmarks Commission
- Create tiered designation areas such as a "Conservation District" for areas with less historical and architectural integrity than "Historic Districts;" within this new classification, place fewer restrictions on minor building alterations but protect the area with restrictions on size, scale and placement requirements for new construction. Provide staff support for developers to interpret and apply established guidelines
- Prohibit of speculative demolition of historic properties by requiring the acquisition of a building permit for new construction on the site prior to demolition
- Create a historic zoning overlay system to be applied to Historic and Conservation Districts to require new construction to adapt characteristics and densities of the historic fabric

  Overlay district will include special design guidelines including:
  - Maintain prevailing site orientation and spacing
  - Finish visible foundation wall in materials harmonious to historic context
  - Respond to existing street scale and height of nearby buildings
  - Maintain prevailing building volumes and setbacks
  - Maintain prevailing proportions for front elevations
  - Incorporate similar patterns of architectural design
- Develop a staff position at the City to assist developers in interacting with each of the various city agencies involved in project review and approval
- Integrate of the Historic Preservation Management Division into the development process to review and make recommendations on all permits, variances, rezoning requests, plat reviews and other functions in established Historic and Conservation Districts
- Attach preservation deed restrictions on all historic properties sold or released by the City
- Provide leadership through active preservation efforts of its own historic properties

Support efforts for preservation and adaptive reuse using the Downtown SBD
The new Downtown Special Benefit District will actively support preservation efforts by advocating the adaptive reuse of historic buildings that are not market-ready for their current use types. In particular, support should be focused on the addition of new residential and live-work spaces through the conversion of old Class-C office buildings and industrial facilities. Potential activities include:

- Publish literature to assist would-be developers in the formulation of plans for preservation and adaptive re-use
- Support the technical evaluation of projected financial performance of proposed projects
- Support initial planning process including preliminary architectural services

Establish a Kansas City History and Visitors Center at the Town of Kansas to support heritage tourism and education

Supported by the City and private assistance, a History and Visitors Center will be established to develop programs to further heritage tourism and education. Activities will include:

- Designation of heritage network based on a series of heritage centers including the Town of Kansas, River Market, 18th and Vine, Union Station/Liberty Memorial and others
- Creation of a Heritage trail that begins at the Town of Kansas, passes through the Downtown Loop and travels as far south as Liberty Memorial

Use incentive programs to support preservation and reuse efforts

Incentive programs applicable to preservation efforts include:

- TIF
- 353
- LCRA Law
- Section 108 Loan Program
- Neighborhood Improvement District Act
- Federal tax incentives for designated historic property preservation

Additional potential incentive programs include:

- property tax abatement for rehabilitated buildings
- grants for facade improvements and exterior maintenance
- fee waivers for rehabilitation work
- revolving loan funds for purchase and or rehabilitation
- business tax credits for rehabilitated buildings

APPENDIX D

Multi-modal transit system

Provide urban customers better mobility through alternative transportation modes

The objective of a multi-modal transportation solution is to reduce vehicle miles travelled per capita to minimize congestion and air emissions and to reduce the need for further highway improvements. The creation of a world-class integrated, intermodal transit system is a necessary service for our urban core customers.

Our historical practice of adding highway lanes to mitigate congestion problems must be reevaluated. Space limitations, pollution problems and massive expenditures are all detractors from continued sole reliance on this strategy. Furthermore, the urban core customer is increasingly demanding of a transit system to support an urban lifestyle. Aspiring to enjoy the diversity, entertainment and excitement of city life, potential residents will be attracted to areas that offer superior transit service. Commuters require improved access to the core and visitors to Kansas City require transportation alternatives to expensive rental cars.

Recognize walking as a mode of transportation

In our aspiration to create a vibrant urban living environment, a master pedestrian plan will be developed for the central city. Features of this plan will include:

- A plan for "Safe Streets" to reduce the opportunity for crimes against people by increasing lighting levels, police presence, call boxes and mixed-use developments along corridors to create activity on the street both day and night
- A city ordinance that gives the pedestrian the right-of-way over the automobile when crossing an intersection or a crosswalk in appropriate districts such as the Downtown Loop and the Plaza

- An increase in pedestrian safety through implementation of pedestrian safety features such as dedicated pedestrian signal cycle refuge areas, ADA compliant curb ramps, tighter turning radii and good signage
- The establishment of pedestrian level service standards and pedestrian traffic impact analysis guidelines that require public and private improvements to meet minimum standards
- The development of hike/bike trails in conjunction with the MARC Bicycle Master Plan

Economic benefits to Urban Core Residents

Reduced dependence on automobiles would also provide direct economic benefit to urban core residents. According to AAA, the average annual cost of operating an automobile is $6,255, representing approximately 23% of the median household income in Kansas City, Missouri. The potential for a household to convert from two-car ownership to one, or even to none would result in real savings that could be used for other investments.

Potential components of an intermodal system

A variety of transportation management technologies can increase mobility and reduce reliance on the automobile. These include Transportation Demand Management (TDM) which impacts travel choices and Transportation Systems Management (TSM) which improves the efficiency of the existing transportation system.

The list of TSM and TDM programs includes the following:

- Van pooling / ride sharing
- Peak hour pricing for major highway use
- Pedestrian / bicycle paths
- Signal system interconnect upgrade.
- Intelligent transportation system such as Motorist Information Systems, and incident management programs
- Creation of a traffic control center
- Private jitney services for highly traveled routes such as the airport corridor
- Demand responsive shuttle with flexible routes for segments of the population with accessibility limitations
- Coherent parking program for high density areas including a Parking Authority for Downtown
- Strategic improvements to the highway system
- High Occupancy Vehicles (HOV) lanes or express toll lanes
- Commuter rail using existing tracks
- Light rail transit

Additional non-transit strategies designed to encourage use of transit system include:

- Transit related mortgages to provide better home loan rates to households with one car or less
- Cooperative ownership of cars by residential organizations to provide access at reduced cost to cars for trips outside the transit system
- Tax incentives for households with one car or less

The city-wide and urban core transit systems will be developed considering how all of these options are best deployed to create a responsive, efficient and pleasurable transportation system for the next century.

Target incentives and use light rail as a development catalyst

The implementation of an intermodal system will work synergistically to enhance both the centers and the areas in between. A well designed system will foster increased density in residential and commercial activity along the transit corridors and assist in the preservation of the critical neighborhoods in the urban core. Such a system would provide effective transportation for people; certain elements such as the light rail and the pedestrian and bicycle improvements would provide beautiful amenities and symbolic commitments to reaffirming the urban core's central position in the city's development strategy. Success will be dependent upon a thoughtful strategy to target city incentives and other development tools to Transit Impact Zones that foster the desired improvements to resulting transit corridors. These corridors will be developed in concert with relevant initiatives such as the proposals for developing cultural corridors and other street based improvements.

The creation of an intermodal transit system in an appropriate configuration will:

- link existing activity centers along its route and create new centers in logical areas
- provide a service that will foster increased density and vitality in residential and commercial activity along its route
- assist in the preservation and revitalization of critical neighborhoods in the urban core

In order to achieve these goals, appropriate policies must be adopted to support and encourage the desired development efforts in proximity to primary corridors of the transit system. The current KCATA plan for Light Rail Transit recommends a series of policy changes that are equally applicable to the development of a city-wide intermodal system; they include:

- Create Transit Impact Zones, defining specific areas for the use of transit related development tools
- Target public policy initiatives and incentives to the Transit Impact Zones to promote business retention and expansion
- Create a transit overlay zoning district to provide both zoning incentives and a means for design review to support transit development
- Update and amend City plans along transit corridors including the Grand-Main Corridor plan to accommodate appropriate transit
- Coordinate planning and development activities within transit corridors to streamline interactions between city departments
- Create an urban core parking authority to reconcile transit and parking initiatives
- Streamline development incentives to locate higher-density development around transit stations
- Integrate tax abatement strategies with the development of public improvements, parking and public transit funding strategies
- Create a pool to finance comprehensive infrastructure, parking and transit development programs in lieu of tax payments

In addition to the recommendations of the KCATA plan, the intermodal system will be supported by the following policy goals developed in the FOCUS process:

- Create Special Benefit Districts (SBD) private organizations similar to Homeowner Organizations, to support the common needs of businesses in and near Transit Impact Zones. (See "Downtown Loop" section for further detail.)
- Utilize the SBD's to create a security network of unarmed Community Service Representative (CSR) along the transit corridor (CSR's work to enhance security and the image of the urban core as a safe and welcoming environment.)
- Target incentive programs to develop affordable housing with mixed-use development along the corridors
- Provide public parking under the authority of the Parking Authority along the transit corridors as well as at terminal stations to allow both flexibility for both "Park-and-Ride" users and also utilization of commercial centers developed at transit nodes by motorists
- Develop an integrated feeder bus, bicycle and pedestrian system that feeds into a central transit service such as Light Rail Transit

Implement light rail transit (LRT) incrementally

The LRT proposal will be implemented incrementally. The first stage of implementation will operate along the CBC from the River Market to the Plaza. Future phases will then provide commuter service to outer areas. The impetus for the initial support of the light rail along the CBC is based on the concept of utilizing light rail as an economic development tool and on the existence in this corridor of the necessary minimum ridership for be eligibility for federal financial support.

Analysis contained in the Area Transportation Authority's "Light Rail Transit Development Corridor Analysis" describes the market viability of such a system utilizing local market studies and data gathered from installations in similar cities. This information coupled with rising air pollution problems make the potential of developing such a system viable and desirable.

Create an Interim Shuttle Bus System on the LRT alignment

Prior to the full implementation of LRT, an interim shuttle bus system that utilizes the same route as the LRT is recommended. It will utilize special lanes in the street dedicated to shuttle use, will have stations and signage similar to the LRT system and will be designed in coordination with intelligent traffic signal systems. The development of the shuttle system will be made with the future in mind so that facilities constructed for the shuttle system - such as stations - would be applicable to the LRT system. Similarly, the shuttle system will be developed in coordination with feeder bus, bicycle and pedestrian plans. The early implementation of a shuttle system that connects the major activity centers will create a public awareness of the LRT system before it is implemented, allow the KCATA to test the proposed route and allow the city to implement the necessary, associated incentive programs in the Transit Impact Zones.

Extend the dedicated transit system across the Missouri River

Thousands of Northlanders cross the Missouri River daily to come to jobs in the Downtown Loop and other central city destinations. An LRT system extension should be considered due to the massive expense and complexity of adding lanes to existing bridges or building new bridges. Similarly, increasing congestion along the eastern I-70 corridor suggests that implementation of LRT might be effective in this area. All LRT decisions extending outside of the central city will be designed to provide service to the largest market of potential riders.

Implement MARC's "Bicycle Transportation Plan"

The Metropolitan Area Regional Council (MARC) has developed a master bicycle plan for the metropolitan area. The MARC plan will be evaluated for its application in the central city, amended accordingly and implemented. In addition to its current features, it should include bicycle racks on busses as well as secure racks at transit stops. The adopted plan should include the following:

- The provision of secure bicycle racks in activity centers and on busses
- The creation of dedicated bicycle lanes in a pattern and frequency to support bicycle commuters

Integrate critical services into Multi-Modal Transit Facilities

Multi-modal transit stops will provide direct access to critical services such as day care for children and social service centers. Transit stops when logistically possible and appropriate will be combined with FOCUS Centers as described in the FOCUS Building Block of the same title. Similarly, transit stops can be integrated with mixed-use facilities including retail, office and professional services to provide direct access, benefitting both transit users and adjacent businesses.

APPENDIX E

Great Streets and Boulevards

Kansas City has a legacy of great streets. George Kessler's boulevards are grand promenades defined by rolling topography and characterized by some of Kansas City's grandest homes, apartments and commercial centers. Augmenting the boulevards, J.C. Nichols' streets in his Plaza and Brookside offer an environment in which automobiles and pedestrians flourish together - creating connections between people in a vibrant streetscape of small scale shops - where restaurants, offices and retail stores intermingle to create a viable streetlife during both day and night. The *Plan for the Heart of the City* calls for the revitalization of the boulevards and the designation of a network of Great Streets where the City will focus investment and target incentives to upgrade infrastructure, enhance the streetscape and encourage activity that is attractive to pedestrians.

The Great Streets program in conjunction with strategies for the Mixed-Use Centers has evolved from previous FOCUS proposals for the reinforcement of the "Development Spines." See the map of the Great Streets at the end of this section.

Target investment and incentives on the Great Streets

The Great Streets network is intended to provide a structure for reinvestment and revitalization efforts in the next 25 years. It serves to connect our vital institutions and activity centers, carrying all forms of ground transportation through neighborhoods and mixed-use areas alike. It is also intended to connect to and complement the existing Boulevard system. Along these corridors, the City will work to encourage high levels of activity, higher density and an environment that attracts pedestrian activity. This plan identifies two types of Great Street - Mixed-use and Residential. Within the Central Business Corridor and Mixed-use Centers, the "Mixed-use Great Streets" will be targeted for investment and incentives to achieve the following goals:

- Diversity of activity
- Safety and comfort for pedestrians
- Attractive streetscape amenities such as lighting, benches, signage, trees, etc.
- Access to desirable goods and services
- Density of activity to encourage walking
- Smaller scale elements and storefronts at the street level to encourage diversity and density of activity
- Multiple means of transportation

In the neighborhoods, the "Residential Great Streets" will have similar qualities but development incentives will be used to encourage residential construction and rehabilitation, especially in areas where higher density residential is designated by the Land-use Concept Plan or is otherwise determined appropriate. In these areas, multi-family residential buildings will be infilled to rebuild the historic development pattern and create the density of residents necessary to support the Mixed-use Centers. See page 33 for further detail on neighborhood zoning and multi-family residential units.

For further detail on pedestrian streetscape enhancement, see "Recognize walking as a mode of transportation" in Appendix D.

Reinforce and extend the Kessler Boulevard System

Kansas City is known around the world for its grand boulevard system. Having converted low-lying, low-value lands into traffic corridors that move through the city following topographical features, the city created superbly pleasant travel corridors for motorists, bicyclists and pedestrians. The boulevard system will be revitalized with streetscape improvements and supporting and targeted incentives from the city to restore the boulevards for viable contemporary use. Several of the boulevards within the Heart of the City carry the name but not the physical trappings of a boulevard. In particular, Linwood, Grand, 12th Street, Admiral and certain sections of Broadway need significant streetscape improvement to achieve the formal characteristics of a boulevard. Many of the residential boulevards through the eastern portion of the Heart of the City also deserve special investment to improve their condition, these include Paseo and Benton Boulevards.

Interstate-70 through the core with proposed landscaping.

Landscape existing highways within the core to emulate boulevards

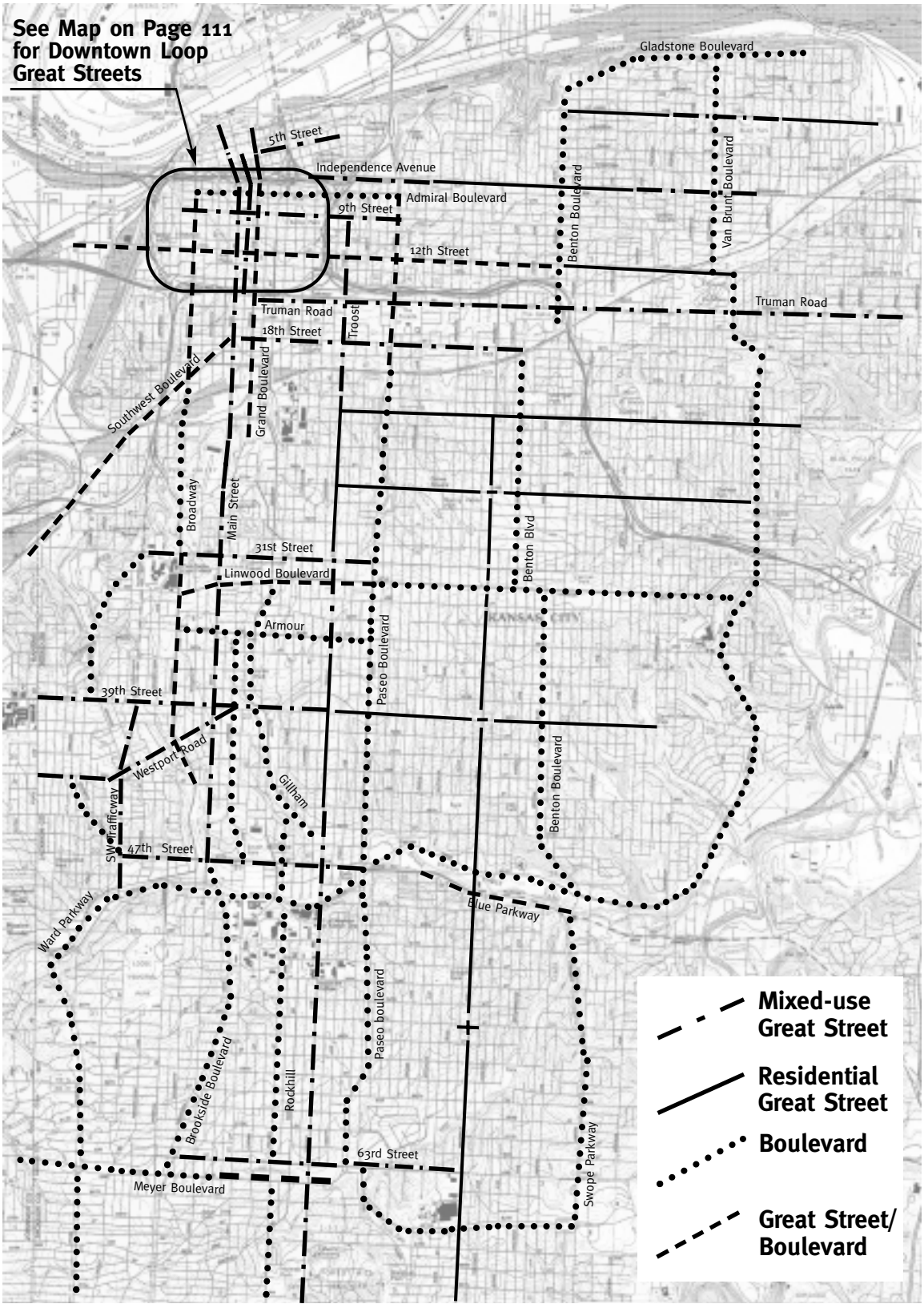
The extensive grass covered highway buffer zones will be landscaped with trees, shrubs and flowers to enhance the prominent highway system as it passes through the central city, providing a symbolic link to the boulevard system.

Create a Great Streets Festival Series

To support the development of Kansas City's Great Streets, a series of weekend street festivals throughout the

PLAN FOR THE HEART OF THE CITY

Great Streets and Boulevards



year will be developed. Coordinated by the city but produced by business owners through loose collective effort or Special Benefit Districts, the businesses and residents of a particular street sponsor a festival closing the street to automobiles and filling it with live music, entertainment, special food service and street retail activity. The festivals are designed to increase the awareness of a particular district, market its products and foster pride among the residents and workers in the festival area. The series of festivals will be designed to offer a wide range of cultural and geographic diversity. Excellent candidates for the festivals are the Southwest Boulevard, 18th & Vine, 39th Street, Westport, Troost Avenue, the Plaza (the Art Fair), the River Market and one or more of the many candidates within the Downtown Loop.

APPENDIX F

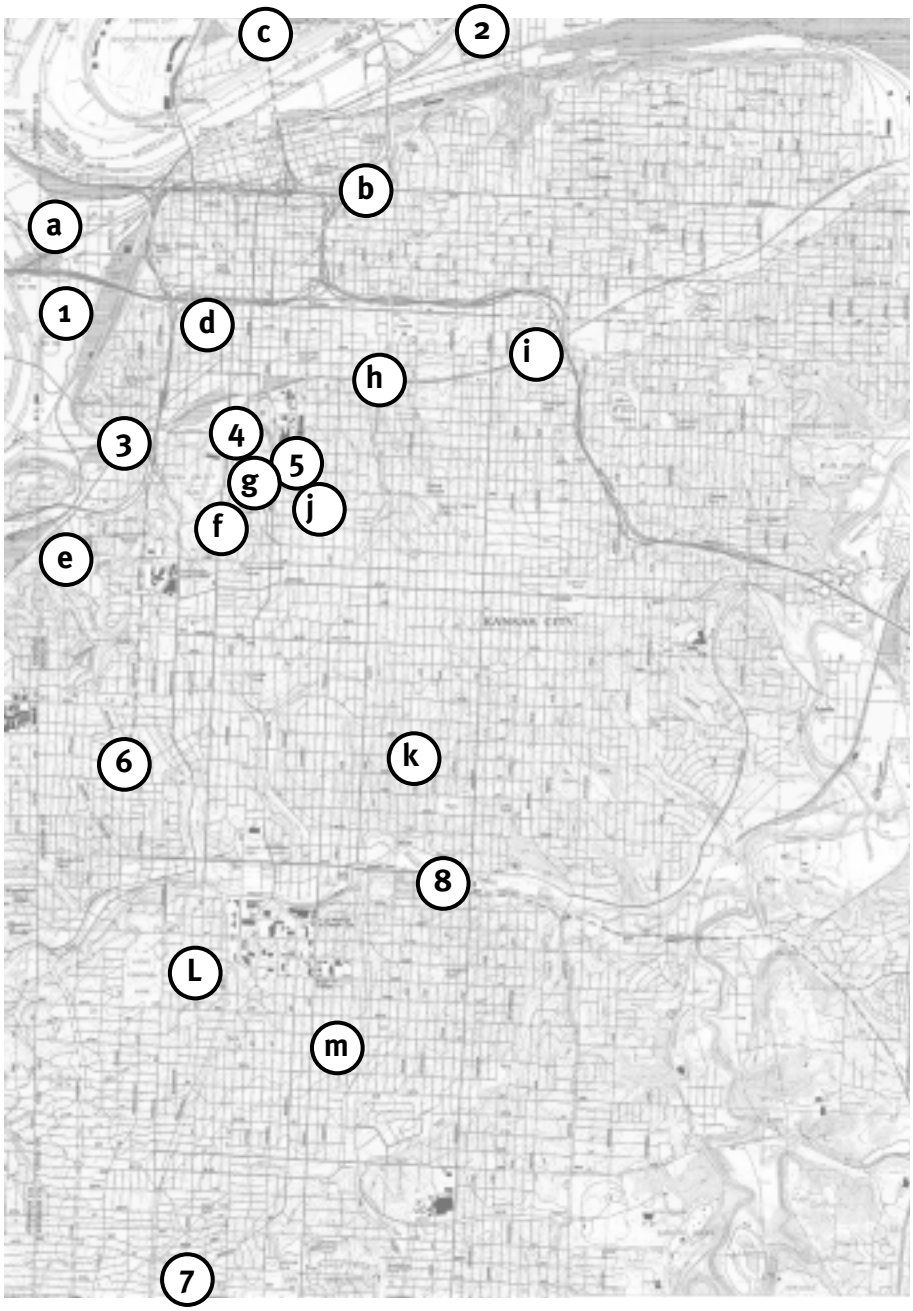
Clean City Initiatives

The subsequent initiatives for clean city and infrastructure improvements are applicable throughout the urban core.

Plan, fund and implement maintenance and upgrade of water utilities

Lauded for providing service at low rates, the Water Services Department manages the water systems - drinking water and sewers - for the entire City of Kansas City, Missouri and also provides services to surrounding municipalities. In the urban core, the department is faced with serious and mounting deterioration of aged waste and stormwater systems built long before contemporary water quality standards were formulated. Potable water systems are similarly aged but have been better maintained. The maintenance and upgrade these systems is critical for the health and safety of our people and to support the future economic development that this plan requires to meet its goals.

From basic catch basin repair to major flood control projects, the lists of necessary projects in the sewer systems are extensive and require significant funding to complete. Projects of note include flood control at Turkey Creek to alleviate flooding problems on Southwest Boulevard, upgrades to aged and deteriorating pumping stations and replacement of failing 100-year old sewer lines and catch basins. To complete these tasks, the City and its residents should support a balanced approach of reasonable increases in service rates, the sale of revenue bonds and sales tax to support continued master planning, regular maintenance and capital improvement projects. The Water Services Department has developed extensive proposals documenting necessary projects and ballot language for upcoming elections. The proposed ballot language would authorize the sale of revenue bonds, increase user fees to levels near the national average and implement a half-cent sales tax.



Proposed major stormwater and wastewater projects.

Proposed Major Waste and Stormwater Utility Projects

Large Storm Drainage Projects

- **1 West Bottoms**
- **2 Northeast Industrial**
- **3 Turkey Creek**
- **4 Crown Center**
- **5 23rd from Holmes to Locust**
- **6 Westport**
- **7 Town Fork Creek**
- **8 Prospect from 47th to 63rd**

Wastewater Capital Improvement Projects

- **a Westside Wastewater Treatment Plant**
- **b Nicholson Ave Sewer**
- **c Stilwell St. Sewer**
- **d Walnut Sewer**
- **e 27th St. and Southwest Blvd. Sewer**
- **f Penn Valley Park Sewer**
- **g O.K.Creek Sewer**
- **h 18th and Vine Sewer**
- **i 1800 Prospect Facility**
- **j 27th and Charlotte/Forest**
- **k Midtown Sewer (39th to 45th)**
- **L Combined Sewer Telemetry**
- **m 49-63 Neighborhood Sewer**

Activities proposed by the Water Services Department include:

- Completion of stormwater masterplans for each watershed
- Improved monitoring of stormwater
- Catch basin cleaning, maintenance and replacement
- Street sweeping to remove harmful grit before it reaches the storm sewer system

- Installation of vortex separators at catch basins to remove grit
- Enforcement of erosion control requirements
- Major capital improvement projects to abate flood problems including Turkey Creek at Southwest Boulevard, the West Bottoms, the Northeast Industrial District and others
- Repair and cleaning of combination sewers
- Replacement of failing combination sewers
- Upgrade of aged pumping facilities
- Upgrade of aged wastewater treatment facilities

Implementation of these projects should be prioritized within the urban core according to the goals of this plan and recommendations from the Community Infrastructure Committee. The same system for prioritizing incentives and other City investment should be used to evaluate infrastructure projects; therefore, the designated Great Streets and Boulevards and areas identified as priorities for redevelopment should be addressed early while balancing the logistical and systemic requirements of the water systems.

Recent passage of a bond authorization for potable water projects puts the department in a good position to implement necessary projects. Similar bond sales may be necessary in the future to ensure long-term delivery of clean water.

Implement and expand Clean Sweep Program

The City will continue and expand its Clean Sweep Program for neighborhood clean-up. The successful program organizes and supports neighborhoods in extensive clean-up efforts. The program will be implemented throughout the urban core neighborhoods to provide continued garbage removal, brush and weed removal and other measures.

Target "brownfield" sites for clean-up and redevelopment

A "brownfield" is property, usually industrial, that is underused or unused due to real or perceived environmental problems. These areas are scattered throughout the urban core, with their heaviest density found in current and former industrial areas. To return these areas to productive use, the city will work with public and private program providers that mitigate the obstacles to redevelopment.

Through mitigation, we protect human health and the environment while assisting blighted areas by allowing infill and reuse of vacant or abandoned properties. Unlike "greenfield" development sites, brownfield sites often have valuable assets in existing infrastructure, access to transportation and proximity to available workforce.

Implement curbside recycling

The City will work with private solid waste handlers to implement the curbside recycling program.

Encourage the development of eco-industrial parks

Eco-industrial parks combine industries that are able to utilize each others waste materials and energy. Within such a park, independent companies form

voluntary links to supply each other products not useful to one but valuable to the other. Waste heat from a power plant can be used to heat a factory, maintain a greenhouse or fuel an industrial process. Sulphur, harmful to the environment if released as sulphur dioxide, can (and sometimes must) be scrubbed from the smoke stacks of a factory but is, in turn, valuable to a number of other industrial processes. By identifying beneficial relationships such as these, companies save money in waste disposal and resource supply while benefitting the environment. The organizations working to enhance economic development should partner with those working to protect and enhance the natural environment to facilitate the development of such eco-industrial parks. Industrial waste streams should be recorded and mapped to assist in the development of new business relationships. Similarly, these organizations should take advantage of available public and private support to create demonstration programs.

Create graffiti control programs

The City will work with the Police Department to create imaginative graffiti control programs that penalize convicted offenders by requiring their participation in clean-up efforts and then provide them with the opportunity to convert their vandalism into art in designated graffiti areas.

Create a program to control private signage

In order to maintain the beauty of the city's built environment, the City will develop ordinances and enforcement programs to limit the ability of property owners to erect signs and billboards that create visual clutter.

Implement multi-modal transit system

Critical to maintaining air quality is an increased dependence on transit options. The City will implement a multi-modal transit system as described in this plan, including the implementation of light rail. See Appendix D for further detail.

APPENDIX G

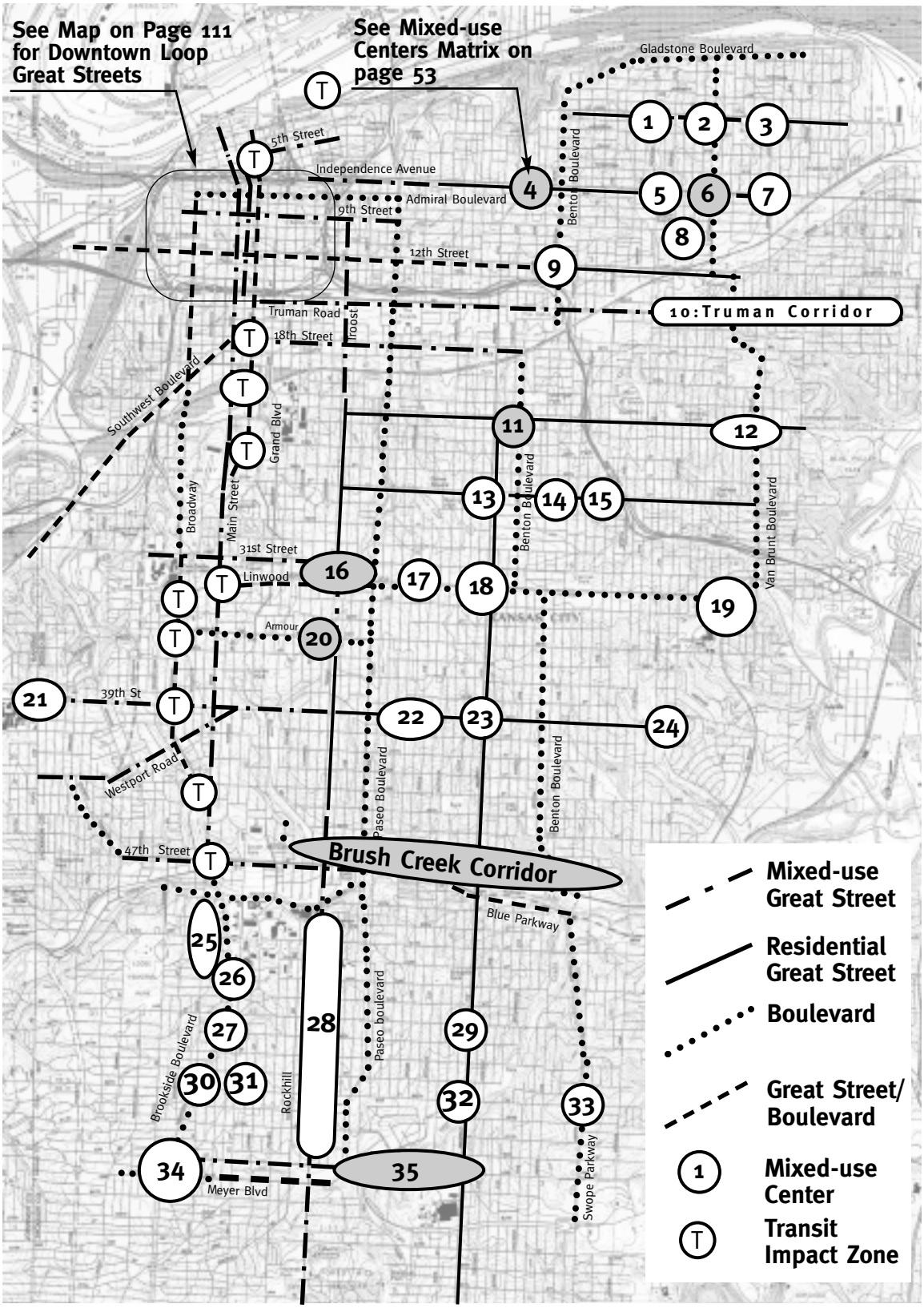
Incentive Targeting

Prioritize use of incentives to the critical areas designated by this plan. While our aspirations for the revitalization of the urban core are expansive, the resources of the City are finite. To ensure that we best utilize the available incentive programs for private development, the Urban Core Work Team recommends prioritizing their use to the critical areas designated by this plan. The Great Streets, Transit Impact Zones and Mixed-use Centers have been created to provide a framework for revitalization efforts, including the targeting of City investment and incentives.

Outside of this network, incentives will be used to encourage residential development, especially higher-density residential in the areas identified by our land-use and zoning plan as mixed-use or higher density residential. Also, the Transit Impact Zones defined here are only those identified in the proposed first phase of light rail. These areas will be located and designated when plans for light rail are finalized; similarly new Transit Impact Zones will be designated in other areas as plans for multi-modal transit are advanced. The use of Transit Impact Zones will not be limited to light rail stations, but will be used with other forms of transportation including bus when enhanced transit service and facilities are planned in conjunction with larger redevelopment efforts.

The map on the following page identifies all the Great Streets, Mixed-use Centers, Transit Impact Zones and Boulevards where the Urban Core Work Team believes the use of incentives should be targeted. Incentive use on the Residential Great Streets and Boulevards should be limited to encouraging residential revitalization, especially for higher density applications. The *Plan for the Heart of the City* is a 25 year plan; the use of incentives should be implemented accordingly.

Areas Targeted for Incentives



Conclusion

It is with great enthusiasm that the Urban Core Work Team submits its report to the FOCUS Steering Committee. Our work has made us optimistic about a sustained revitalization of the Heart of our City.

In this report we have created a framework to guide the people of Kansas City toward a common vision for the coming 25 years. With the ideas and advice of thousands, we have worked hard to synthesize old and new proposals with common sense and optimism. In this process, we first established our structuring concept and ethic and then our broad aspirations for the urban core. We then applied these tools to the four geographical areas: the Neighborhoods, Mixed-use Centers, Central Business Corridor and the Downtown Loop.

It is our intent that this report allow flexibility to meet changing conditions in its 25-year life. While we are able to see with some clarity into the first seven years, we recognize that long-term changes in economy, technology and culture are impossible to predict. Nonetheless, our basic aspirations for revitalization of the Heart of the City and the resulting vision will continue to be valid and useful as a guide for decision makers - from individual citizens to future mayors - towards a healthy and vibrant central city.

MAYOR AND CITY COUNCIL

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford
First District-at-Large

The Honorable Teresa Loar
First District

The Honorable Jim Glover
Second District-at-Large

The Honorable Paul Danaher
Second District

The Honorable Ronald Finley
Third District-at-Large

The Honorable Mary C. Williams-Neal
Third District

The Honorable Evert Asjes III
Fourth District-at-Large

The Honorable Aggie Stackhaus
Fourth District

The Honorable Ken Bacchus
Fifth District-at-Large

The Honorable Kelvin Simmons
Fifth District

The Honorable George Blackwood
Sixth District-at-Large

The Honorable Judith Swope
Sixth District

CITY PLAN COMMISSION

Chair
Mr. Whitney E. Kerr Sr.

Vice-Chair
Mr. Phil Klawuhn

Members
Ms. Eloise Allen
Mr. Al Caudle
Mr. Cris Medina
Mr. Charles F. Myers
Mr. Frank Zilm, FAIA

FOCUS STEERING COMMITTEE

Co-Chairs
Father Thom J. Savage, S.J.
Mr. Leonard J. Graham, P.E.

Members
Ms. A. Lee Alexander
Rev. Stan Archie
Ms. Edie Ballweg
Ms. Angela Bennett
Ms. Janet Blauvelt
Mr. Jim Bergfalk
Mr. Alvin Brooks
Mr. Ben Bryan
Mr. Arthur Diaz
Mr. Peter Dreyfuss
Mr. Alex Ellison
Mr. Richard L. Farnan
Mr. David Fenley
Mrs. Frances Foerschler
Mr. Charles A. Garney
Mrs. Ellen Holmes
Dr. Brenda Kelly
Mr. Kelley M. Martin
Mr. Clyde McQueen
Mr. Charles F. Myers
Ms. Pauline Rios
Mr. Steve Roling
Mr. Thomas M. Rule
Mrs. Dorothy Stroud
Ms. Ana Valdez
Mr. Turner White

Ex-Officio Members
Mr. Whitney E. Kerr Sr.
Chair, City Plan Commission

Mr. Frank Zilm, FAIA
City Plan Commission

URBAN CORE WORK TEAM

CO-CHAIRS
Mr. Frank Ellis
Mr. Thomas McDonnell

MEMBERS
Mr. Jeff Anderson
Capt. Laura Barton
Mr. Bob Berrry
Mr. Don Booth
Mr. Barrett Brady
Ms. Flora Buford
Mr. Mark Bunnel
Ms. Icelean Clark
Mr. William Clark
Mr. Charles R. Cole
Mr. Richard E. Coleman
Mr. John Crawford
Mr. Vincent P. Dasta, Jr.
Mr. Lee Derrough
Ms. Cheryl Dillard
Mr. F. Christopher Dimond
Mr. John Dinkel
Mr. Terry Dopson
Ms. Duana Dralus
Mr. Alan DuBois
Mr. Bob Dunn
Mr. Larry Falkin
Ms. April Freeman
Mr. Larry Frevert
Mr. Gerard Grimaldi
Ms. Julia Lindsey Harvala
Mr. Sylvester Holmes
Mr. Gene Jones
Mr. Jonathan Kemper
Ms. Liz Kramer
Ms. Mary Lappin
Ms. Marti Lee
Mr. J. Mark McDowell
Mr. Ron McLinden
Mr. Jim Merideth
Ms. Janet Miller
Mr. Ted A. Murray
Mr. Jim Pritchett
Ms. Ann Robertson
Ms. Vernetta Smith
Mr. Steve Swinson
Ms. Josephine Terry
Mr. Bill Threatt
Mr. James M. Vaughn
Ms. Cathy Wagner
Mr. Jim White
Ms. Byther William
Ms. Carolyn Wright
Mr. John D. Yacos III

URBAN CORE COMMUNITY ADVISORY TEAM

MEMBERS
Mr. Nick Bashkiroff
Ms. Cathy Beaham
Ms. Beth Belanti
Mr. Jerry Bertram
Ms. Efford Buchanan
Mr. Tom Cohen
Mr. Jon Copaken
Ms. Lois Daniel
Mr. Joe Falk
Mr. Jack Fox
Mr. Adam Gill
Ms. Evelyn Gorten
Ms. Diana L. Grover
Mr. Larry Hamel
Mr. George M. Harris
Mr. Paul R. Helmer
Mr. Tom Hudak
Mr. Marcellus Hughes
Ms Delores Kincaide
Ms. Ruby Knight
Ms. Christi Landers
Mr. Chris Lucas
Ms. Carla Manthei
Mr. Donald L. Maxwell
Ms. Tonya Mayes
Ms. Creamola R. Moore
Mr. Dallas Parks
Mr. Monty Phillips
Mr. David Reid
Mr. Theodore Rubin
Mr. Doug Schmidt
Mr. Jake Schopp
Mr. Scott A. Schulte
Ms. Clara Scott
Mr. Gerald Shechter
Mr. Melvin A Solomon
Mr. Jim Stacy
Mr. Steve Terrill
Mr. Alan Warnock
Mr. Jerry Wendt
Mr. Rick Zbinden

STAFF LEADERS
Mr. Stuart Bullington
Mr. Galen Beaufort

VOLUNTEER PROJECT LEADERS
Mr. Sam Alpert
Mr. David Sachs
Mr. Brian D. McMillian

CONSULTANTS

BNIM Architects
Mr. Robert Berkebile, FAIA
Mr. Thompson Nelson, FAIA
Mr. Christopher Kelsey

Wallace, Roberts & Todd
Mr. Richard Huffman, AIA

Balloffet Associates
Mr. Robert Kitchell
Mr. Ray Moe

Hammer, Siler, George
Mr. Lee Sammons, AICP

Gould, Evans, Goodman Associates
Mr. Glen Leroy, AIA, AICP
Mr. Dave Knopick

MANAGEMENT TEAM

FOCUS Staff
Ms. Vicki L. Noteis, AIA
Director FOCUS Kansas City

Ms. Therese Brekke
Assistant Director

Mr. P. Christopher Dring
Project Manager, Urban Core Plan

Ms. Lynnis Jameson
Manager Physical Environment Plans

Ms. Judy Hansen
Mr. Mario Vasquez
Ms. Katherine Linder
Mr. Thad Biggerstaff

Additional Staff Support
Mr. Robert Langenkamp
Mr. Robert Hurst
Ms. Virginia Walsh

City Management
Mr. Robert L. Collins
City Manager

Ms. Vicki L. Noteis, AIA
Director, City Planning and Development

Photo / Illustration Credits

Photo, page vii: Chuck Kneyse for FOCUS Kansas City

All other photos and illustrations: BNIM Architects

May 1998

To the Mayor, Members of the City Council, and the Citizens of Kansas City,

As Co-Chairs of the Northland Work Team and on behalf of the Northland Community Advisory Team and others who have participated in this planning process, we are happy to submit the FOCUS Kansas City Northland Plan. This plan is one of seven components that make up the FOCUS Plan adopted by the City Council in October of 1997.

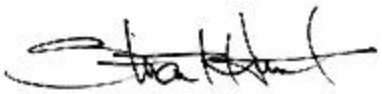
The Northland Plan is designed to set a positive direction for the future of Kansas City north of the Missouri River. The plan targets investment strategies to maintain our existing neighborhoods, and encourage development where public infrastructure, such as water, sewer and streets, already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river, and create pedestrian and bicycle-friendly throughways.

Kansas City as one community – joined rather than separated by the Missouri River – is a fundamental aspiration of the Northland Plan. Towards this end, the plan advocates improved physical and human linkages between the Northland and the rest of Kansas City to strengthen both areas and contribute to building a connected city for the 21st Century.

Much work must be done to implement the FOCUS Plan and the Northland Plan. Through a creative implementation strategy that leverages public and private sector resources and draws upon the energies and talents of all Kansas Citians, we can build a pathway to a future in which the Northland realizes its full potential as a unique yet integral part of Kansas City.

Thank you for this opportunity to help shape the Northland and Kansas City's future.

Very best wishes,



Stuart Hunt
Co-Chair

Linda Ward
Co-Chair

Table of Contents

Introduction to FOCUS i
A. Focus Kansas City i
B. Relationship to Building Blocks vii
C. Relationship to Other Component Plans ix

Northland Executive Summary 1
Four Framing Themes 3
Plan Recommendations 4
Implementation Priorities 13

Chapter One:
Building on Our Strengths -The Northland Today 23
A. The Role of the Northland in the Kansas City Region 24
B. Land Use and Development 29
C. Transportation and Infrastructure 36
D. Neighborhoods and Community Identity 41

Chapter Two:
Aspirations 43
A. Aspirations 43
B. Initiatives and Actions 46

Chapter Three:
Applications 65
A. Future Urban Form 67
B. Urban Structure 74
C. Physical Pattern 90
D. Development Standards 99

Appendices
A. Preliminary Transportation Improvement Prioritization System A-1
B. Glossary of Terms B-1
C. Bibliography C-1

Acknowledgements

LIST OF MAPS

		Following Page
Map 1.	Stream Corridors, Parks, and Greenways	6
Map 2.	Archaeological Resource Sensitivity Areas in the Northland	24
Map 3.	Dual Role of the Northland	26
Map 4.	Interjurisdictional Context	28
Map 5.	Disjointed Arterial Network	36
Map 6.	Vacant Ground Compared to Utilities	40
Map 7.	Old Briarcliff/Claymont Neighborhoods: Lack of Pedestrian Connections	42
Map 8.	Northland Urban Form	68
Map 9.	Stream Corridors, Parks, and Greenways	70
Map 10.	Potential Center Locations	72
Map 11.	Missouri Department of Transportation Priority Improvements	74
Map 12.	Northland Major Street Plan	76
Map 13.	Northland Transit Plan	80
Map 14.	Northland Urban Design Concept	88
Map 15.	Northland Planning Areas	92

Photographs by Wallace Roberts & Todd, Kansas City Planning & Development Department, and Chuck Kneise.

All recommendations contained in the FOCUS Plan, and all of its parts, are subject to legal review for compliance with law, including federal, state and local. If any of the recommendations conflict with law, the legal issues shall be resolved prior to implementation of the affected recommendation.

Introduction to FOCUS

A. FOCUS KANSAS CITY

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities to follow in the future.

Thousands of Kansas City citizens have created this blueprint for our city's future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS - Forging Our Comprehensive Urban Strategy - is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the City of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that **people** are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.

We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, our neighborhoods, our schools, our businesses and our city.

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for the City to achieve its vision. These are the foundation of our City's character. All City actions are measured against these fourteen principles. They were derived from the wealth of citizen ideas generated in the Phase I Perspective Group process.

Reaffirm and Revitalize the Urban Core
Central to the city's vitality is the Urban Core, with its diverse population, historic neighborhoods; cultural, recreational, and sports attractions; central business corridor, and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development
The health of our city depends on recognizing the interdepen-

dency of the city's suburban areas and the Urban Core. Each must be healthy for the city to attract development and grow. Quality suburban development enables the city to compete for residents and jobs and is an important part of the city's ability to grow in the future.

Plan for a Well Designed City Framework
The design and maintenance of the city's transportation and infrastructure systems create a framework for sustainable development. Excellent planning systems create a framework for sustainable development. Excellent planning and urban design create a unique city that is physically unified and beautiful.

Strengthen Neighborhoods
Well planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship
Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City
Personal comfort, safety, security and peace of mind are essential to residents and businesses in a livable city.

Respect Diversity
Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts
Learning is fundamental to citizenship, self enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city's economic base.

Develop Jobs for the Future
The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its competitive role and provide employment opportunities for its citizens.

Create Opportunity
Community and individual self esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People
Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow's world.

Target Financial Investments Strategically
The City must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city's vision.

Build Government through a Strong Partnership with Citizens
Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional Cooperation
The City of Kansas City is at the center of a metropolitan community where the challenges of building on the region's strengths and addressing its problems demand a collective response.

FOCUS Phase II - The Strategic and Comprehensive Plan

Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded Steering Committee, with the help of seven Work Teams made up of over 350 people and additional Community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

The Citywide Physical Framework Plan provides strategic land use planning guidelines, addresses the future character of growth, development and redevelopment as well as capital needs of the City.

The Neighborhood Prototypes Plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies

to their distinct requirements.

The Preservation Plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

The Urban Core Plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

The Northland Plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river, and create pedestrian and bicycle friendly throughways.

The Human Investment Plan outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

The Governance Plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven Work Teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues enabling all parts of the city to work in concert toward the same goals.

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks." With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a new American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relates to these Building Blocks. A more detailed description of the Building Blocks can be found in the FOCUS Plan.

Making Connections For The 21st Century

The qualities in our heritage that have made us a great city will also help us move into the 21st Century as the **New American City.** Kansas City has always had the willingness to take the bold step-from the construction of the Hannibal Bridge in 1869, that guaranteed us preeminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face our future challenges.

Current trends tell us that the American city of the 21st Century will be an eclectic place with a diverse population, a diverse economic base, and an array of lifestyle and job choices. Kansas City can uniquely position itself to become a model for this new kind of city because we do not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one **connected** city with a clear agenda for the future.

FOCUS emphasizes *connections* - connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Kansas City has the natural, physical, and human resources necessary for success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social

orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandates investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the **New American City** is a new way of thinking and acting. The following pages represent Kansas Citian's commitment to our city, our children and our aspirations for the future.

B. RELATIONSHIP TO BUILDING BLOCKS

The Northland Plan strongly affirms the policy directions set by FOCUS Kansas City and the 12 FOCUS Building Blocks. The Plan recommends that future development be structured around mixed use centers that function as hubs of activity for adjacent neighborhoods; these hubs should include **FOCUS Centers** providing a range of services for residents. The Plan also recognizes the importance of **Community Anchors** such as the Northland's school districts, Maplewoods Community College, businesses, and Northland Human Services Center as focal points of neighborhood and community identity.

Building connections, both internally within the Northland and externally to the rest of Kansas City and the region, is a basic Plan concept. A network of **Connecting Corridors** should be developed, in the form of a complete system of arterials, boulevards, parkways, and supporting roadways; bicycle and pedestrian pathways; and linear parks and greenways along the Missouri River and other waterways. These corridors, in turn, will set the basic framework for **Moving About the City**, as an integrated, multi-modal transportation system is developed that reduces congestion and includes all modes of travel.

Providing an adequate multi-modal transportation system will help support **Quality Places to Live and Work** in the Northland. Quality development is fundamental to the Plan, to be brought about by public/private partnerships and other strategies to encourage compact growth patterns and innovative forms of development. These strategies will foster infill development in developed and developing areas, promote alternative travel modes such as transit, preserve open space, and pro-

mote a higher standard of quality in both public and private developments.

Investing in Critical Resources - public safety, capital improvements, and the natural environment - is also key to ensuring the Northland's future as a great place to live and work. Sensitive natural resources should be preserved and integrated into the fabric of the Northland as it develops. The City's capital investment policy should emphasize infrastructure improvements in developed and developing areas in order to serve existing residents and promote interconnected development. Investment in streets and other capital improvements should promote excellence in the design of the public environment.

Neighborhood Livability is an important issue for the Northland. Public and private investment in infrastructure and housing is needed to maintain the health of some older neighborhoods in need of stabilization. Other neighborhoods in developing parts of the Northland have lesser physical improvement needs but would benefit from actions to enhance neighborhood identity. The Plan recommends that all Northland neighborhoods be provided with the opportunity to take part in the neighborhood self-evaluation program, a grassroots process to define solutions to local problems.

Citizen Access and Communication is inherent in such Plan recommendations as the need to enhance connections to the rest of Kansas City, enhance neighborhood and community identity, and improve the development process by more widely disseminating information on development proposals. Northland individuals and organizations should participate in City-wide programs to share information and resources, with the objective of building partnerships among neighborhoods.

As a home for workers who commute to the Urban Core and as an employment center in its own right, the Northland has a strong role to play in ensuring that Kansas City has a **Competitive Economy**. The Plan recommends actions to support economic development in the Northland, improve mobility between the Northland and the Urban Core (including reverse commuting), and strengthen the role of the KCI Airport as a multi-modal transportation center.

Implicit in the Plan's endorsement of strong ties between the Northland and the rest of Kansas City is support of cultural institutions located south of the Missouri River. The Plan also advocates an active **City**

Life in the Northland, including cultural opportunities and public amenities such as public art and high quality landscapes and streetscapes.

Finally, the strategies described in the **Healthy Community** and **Life-Long Learning** Building Blocks are essential to Northland residents achieving their full potential as contributing members of the Kansas City community. The Northland's existing health and educational institutions provide a good foundation for implementing these strategies. Plan recommendations such as enhanced mobility for persons without access to automobiles, improved citizen access to government, and worker training and retraining programs will also contribute to meeting the Northland's health and education needs.

C. RELATIONSHIP TO OTHER COMPONENT PLANS

The Northland Plan is one of five components of the Physical Environment Plan for Kansas City. The Physical Environment Plan is, in turn, one of the three major elements of the FOCUS Kansas City Phase II Plan. Given its role within the overall FOCUS Kansas City planning effort, the Northland Plan is designed to both stand on its own as a discrete action plan for Kansas City, MO north of the Missouri River and to complement the recommendations of the other Plan components. It is most closely related to the **City-Wide Physical Framework Plan**, which sets the overall context within which future development of the Northland will occur. The recommendations of these two plans have been closely coordinated.

The **Neighborhood Prototypes Plan** contains recommendations that will guide neighborhood planning and improvement activities in the Northland. These recommendations include the "self-evaluation" process whereby individual neighborhoods will classify themselves as one of four area types:

- ***Developing areas*** are characterized by expanses of undeveloped land that are meeting strong market demand for new housing.
- ***Conservation areas*** are established neighborhoods characterized by generally good physical conditions and healthy living environments.
- ***Stabilization areas*** are established neighborhoods that are experiencing some declining trends ranging from mild to severe.
- ***Redevelopment areas*** are characterized by severe decline that in most cases has resulted in loss of the original social

and physical fabric, making them prime opportunities for re-investment.

These area types will provide the basis for development of strategies to meet the needs of individual neighborhoods within the Northland.

The recommendations of the **Preservation Plan** regarding preservation of Kansas City's historic assets are also important to the future of the Northland. While it is generally believed that most historic resources are located south of the River, the Northland contains important historic neighborhoods and farmsteads and most of the City's intact Native American archaeological sites.

In contrast to the City-Wide Physical Framework, Neighborhood Prototype, and Preservation Plans, the **Urban Core Plan** addresses a specific geographic area: the urban center of Kansas City, located south of the Missouri River. The Northland Plan recognizes the vital importance of the Urban Core as the "heart of the City" and seeks to strengthen connections between it and the Northland.

The non-physical components of FOCUS Kansas City - the **Governance** and **Human Investment Plans** - are also critical to building the best possible future for the Northland. For example, realization of the aspirations for the Northland is dependent upon effective implementation of Governance Plan strategies regarding fiscal policies, incentives, services, and other issues related to City government, as well as the connected community-building strategies outlined for the entire City. The economic development strategies proposed in the Human Investment Plan are also essential to provide employment and expand the tax base.

Northland Executive Summary

Kansas City's Northland is a dynamic area of great size, complexity, and diversity. Its 159 square miles contain long-established neighborhoods, newer residential and commercial developments, regional centers of employment and activity such as the Kansas City International (KCI) Airport and Metro North Mall, and vast expanses of undeveloped land. Much of this land possesses splendid natural beauty - rolling hills and fields, wooded stream corridors, and tree-lined country roads. Although the scope of the Northland Plan is technically limited to the part of Kansas City within Clay and Platte Counties, other communities such as Gladstone, Liberty, North Kansas City, Parkville, and Riverside are an essential part of the fabric and identity of the Northland.

In recent years the rate of growth in the Northland has accelerated with its emergence as the "best kept secret" in the Kansas City region: closer to the downtown and with more affordable housing than other suburban communities; offering good schools, open space, and other amenities of suburban living. While the Plan recognizes growth as a positive force, there is a concern that the current pattern of public and pri-

The Northland's diverse landscape

vate development will, if continued, prevent the Northland from achieving its full potential. In the worst case scenario, this pattern will result in a future of congestion, deteriorated older neighborhoods, increased costs for public services and infrastructure, and a diminished natural and visual environment.

An alternative future for the Northland is possible, one that can be achieved through proactive efforts by government and private citizens. In this future, the Northland is characterized by its:

- Close ties to the Urban Core and the Kansas City metropolitan region as a whole
- A compact development pattern, structured around vibrant, mixed use centers that provide focal points of activity for the Northland's neighborhoods
- An interconnected framework of parks, greenways, and open spaces that preserve the Northland's special natural resources within the fabric of development
- A multi-modal transportation system that supports public transit, pedestrians, and bicyclists, as well as the automobile
- Diverse, healthy neighborhoods with a strong sense of community, whose needs for basic infrastructure have been met.

The culmination of many months of effort by the Northland Work Team, the Northland Plan is designed to set a positive direction for Kansas City north of the Missouri River. Achieving the best possible future for the Northland will require surmounting numerous challenges. Growth patterns that reinforce existing development, minimize congestion, and preserve the natural amenities that help make the area a great place to live and work will need to be encouraged. Providing adequate infrastructure, particularly an interconnected system of roadways, parkways, and boulevards, is a continuing priority. Other important issues need to be addressed as well: for example, enhancing connections to the rest of Kansas City, building stronger neighborhoods, improving the quality of both public and private development, and creating a friendly environment for pedestrians and bicyclists.

FOUR FRAMING THEMES

Early in the process of preparing the Plan, the Work Team articulated four "framing themes" that capture the major issues facing the Northland. These themes are:

- The Role of the Northland in the Kansas City Region
- Land Use and Development
- Transportation and Infrastructure
- Neighborhoods and Community Development

View of downtown Kansas City from the Northland

The Role of the Northland in the Kansas City Region

While the Northland is special and has its own unique identity, its future is closely linked to the future of the rest of Kansas City. The Northland serves a dual role in the Kansas City region, both as a home for residents who commute to the Urban Core and other parts of the metropolitan region, and as a center of employment in its own right. This dual role should be strengthened in the future.

Land Use and Development

The quality of life in the Northland largely depends on the pattern and quality of development that occurs in the future. Approximately two-thirds of the Northland is still undeveloped - about 109 square miles or 75 percent of vacant land in all of Kansas City, enough to accommodate projected growth rates far into the future. However, the rate of development has accelerated in recent years, with its most visible effects in the burgeoning growth corridors of I-29, US-169, Shoal Creek Valley, and Barry Road. Growth should be encouraged in developed and developing areas with existing infrastructure.

and multi-modal transportation are served.

Transportation and Infrastructure

The Northland has historically lacked the complete roadway and utility systems needed to fully support existing and new development. Older neighborhoods are in need of renewed investment in infrastructure. Although the freeway system is complete, the area's topography of north-south ravines and ridges has hampered the development of east-west roadways. The need for cost-effective public facilities and services is increasing as the Northland grows. In particular, the Northland needs a mechanism to build, improve, and maintain arterial roadways, parkways, and boulevards.

Neighborhoods and Community Identity

The newer parts of the Northland lack the sense of local community identity typical of neighborhoods south of the River. This is in part due to a fragmented pattern of development, which tends to isolate subdivisions from each other and from community-serving uses such as schools, other public facilities, and shopping areas.

PLAN RECOMMENDATIONS

The four framing themes - the Northland's role in Kansas City, land use and development, transportation and infrastructure, and neighborhoods and community identity - were used by the Work Team as a framework for developing recommendations for the future of the Northland. These recommendations are summarized below and described in more detail in Chapters III (Aspirations) and IV (Applications) of the full Northland Plan. The recommendations emphasize:

- **Quality development** that respects the natural environment and is visually attractive
- **Efficient infrastructure** that supports existing neighborhoods and fosters cost-effective public facilities and services
- Social, economic, and physical **diversity** promoted by a variety of housing types and prices, land uses, and development patterns

- **Community identity** built upon neighborhood-based organizations, institutions, and activity centers
- **Connections** between the Northland, Kansas City south of the River, and the region as a whole
- **Multi-modal linkages** for vehicles, bicyclists, and pedestrians between neighborhoods, activity centers, places of employment, and community facilities

1. Affirming the Northland's Role in the Kansas City Region

Enhance connections between Kansas City, North and South

Kansas City as one community - joined rather than separated by the Missouri River - is a fundamental aspiration of the Northland Plan. To help turn this aspiration into reality, stronger connections should be established across the River. These connections include both physical linkages (e.g., adequate multi-modal crossings of the River and extension of the parkway and boulevard system into the Northland) and enhanced communications and programs to bring together residents of Kansas City, North and South.

Implement the Northland's share of the *Metro Green* system

The Northland's portion of the Kansas City Metropolitan Greenway System (*Metro Green*), proposed by the 1991 Community Assistance Team Project of the American Society of Landscape Architects, Prairie Gateway Chapter, should be implemented through development of a system of greenway trails, parkways, and boulevards (Map 1). This system will enhance internal connections within the Northland and help link it to the larger region.

Develop a shared greenway along both sides of the Missouri River

The land bordering the Missouri River should be recognized as a major recreational opportunity, one that can bring together residents of Kansas City, north and south, as well as other communities along the River. A master plan for riverfront greenways along both sides of the River should be completed and implemented through the development of path systems, recreational facilities, and pedestrian/bi-

The Missouri River could become a recreational greenway helping tie together Kansas City North and South.

cycle connections across the River.

Promote development of the KCI Airport area and Birmingham Bottoms as employment centers to complement Kansas City's Urban Core

Maintaining and supporting high quality job growth in the KCI Airport and Birmingham Bottoms areas is critical to creating a vital, strong, and healthy local and regional economy, as well as to expanding the employment base of Kansas City. Also, the availability of high quality, well-paying jobs in these employment centers supports residential development in the Northland.

Provide a range of quality housing choices in the Northland

The Northland has a vital role to play in accommodating quality suburban development in Kansas City. The availability of quality housing should be promoted at all levels, from larger lot, estate housing to affordably priced homes. The Northland's large tracts of undeveloped land provide a unique opportunity for an innovative new residential "product" - one that offers a mix of housing styles and price ranges within individual developments while conserving open space.

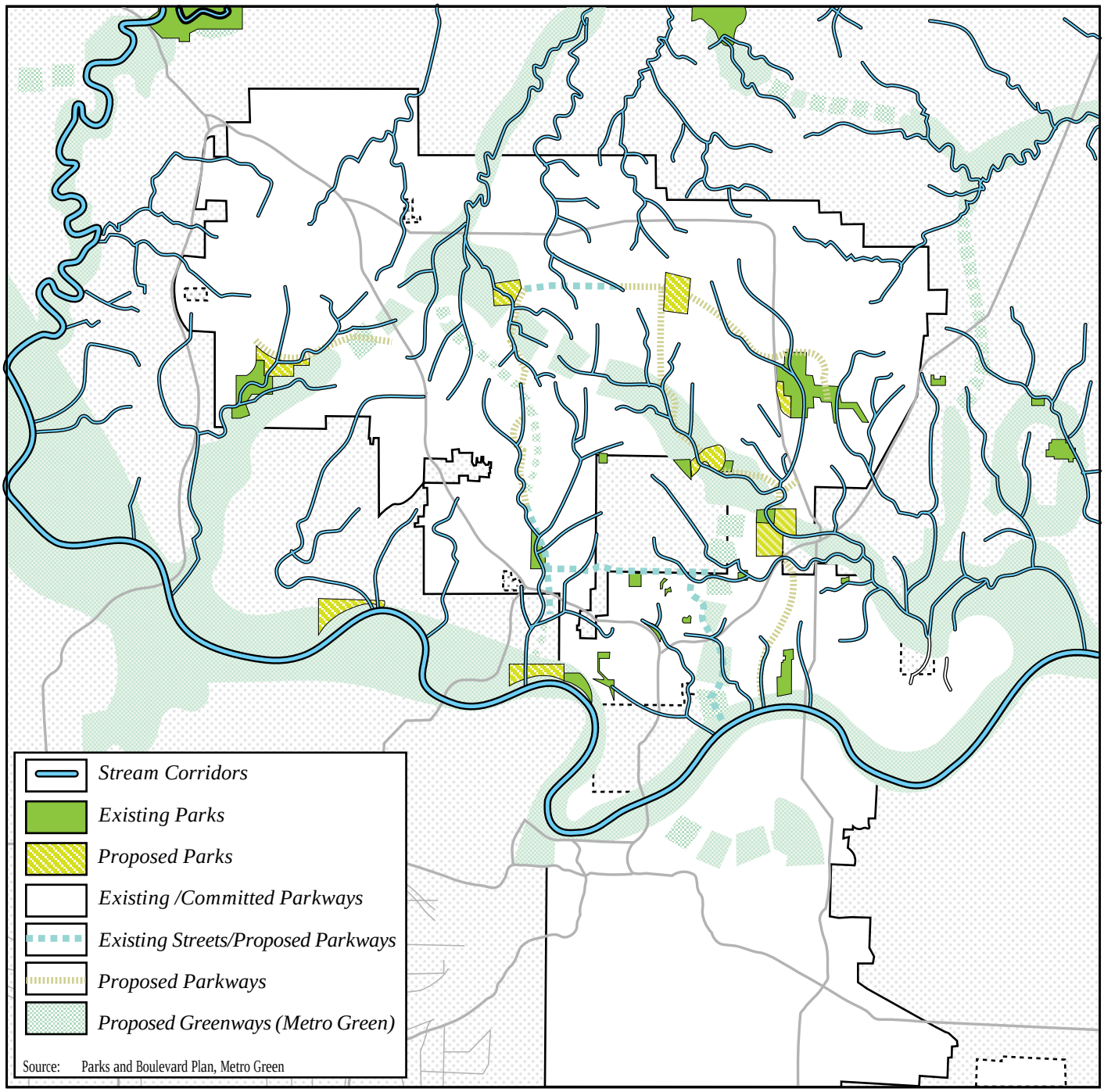
Coordinate with other Northland jurisdictions in implementing FOCUS Kansas City and the Northland Plan

Incorporated Kansas City within Clay and Platte Counties is inseparable from the many other jurisdictions (Gladstone, Liberty, North Kansas City, Parkville, etc.) that are also part of a vital subregion within the greater Kansas City metropolitan area. To implement the Northland Plan, Kansas City will need to work closely with the counties and other municipalities on initiatives and actions that span jurisdictional boundaries, such as building a complete system of arterials and boulevards.

2. Land Use and Development: Shaping Quality Places to Live, Work, and Play

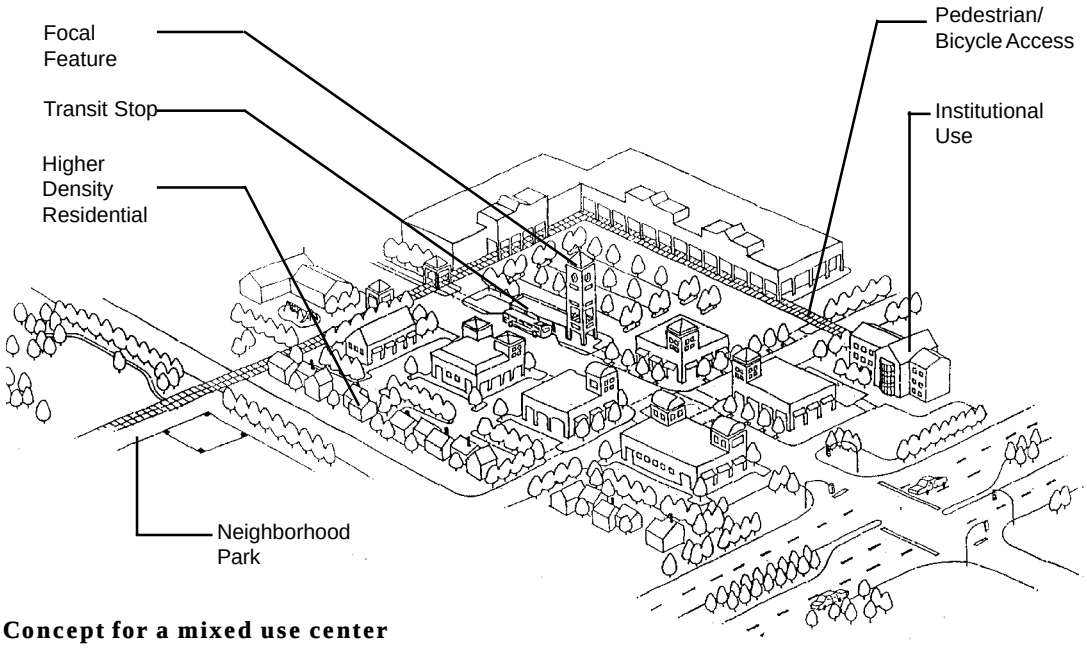
Encourage a more compact, interconnected development pattern structured around existing development and defined centers

The current growth pattern in the Northland is one of isolated residential subdivisions and single-use commercial developments, resulting in a fragmented land use pattern that promotes congestion on major roadways. Public investment policies and incentives should be used to encourage infill in developed and developing areas, promote connections



Map 1.
Stream Corridors, Parks, and Greenways

between developments, and define higher intensity, mixed use centers as focuses of land use, transportation, and community identity. "Leap frog" into areas that are not adjacent (contiguous) to existing development should be encouraged only for projects that implement specific objectives of the Northland Plan and FOCUS Kansas City, for example: creation of mixed use centers or multi-modal transportation facilities. In addition, clustered development should be encouraged as a way to preserve open space within residential subdivisions.



Concept for a mixed use center

Enact development standards to encourage "quality" development

Kansas City's zoning and subdivision regulations should be enhanced to establish clearer design standards and guidelines for new development. These standards should be designed to produce quality development and a more predictable approval process (as opposed to the case-by-case negotiation typical of the current approach). In addition, they should be linked with incentives for desired forms of development. A new Site Plan Review Ordinance should be considered to address issues such as landscaping, location and design of parking, impacts on sensitive natural and cultural resources, and provision of pedestrian/bicycle ameni-

ties.

Improve the development review and approval process to: 1) enhance local awareness and input and 2) create a "user friendly" climate that promotes quality development

To achieve a higher standard of quality in Northland development, partnerships will be needed between the City and the development community. Developers will need to be willing to test new ideas and implement innovative forms of development, while the City will need to provide incentives, enhance customer service, and seek ways to facilitate development proposals that meet the objectives of FOCUS Kansas City and the Northland Plan. At the same time, citizens should be more fully informed of development proposals in order to make the City and the developer aware of the concerns of local residents.

Protect sensitive natural resources such as stream corridors, floodplains, woodlands, and steep slopes

Highly valued by Northlanders, natural resources contribute greatly to the character of the Northland and are critical to environmental functions such as flood control, water quality, and wildlife habitat. These resources should be fully inventoried to inform future decision-making regarding land use, development, and preservation. Actions should be taken to ensure that natural resources are integrated into the fabric of the Northland as it develops, both at the macro scale (by maintaining a framework of greenway corridors and special viewsheds) and at the site level (by improving zoning and subdivision standards and providing flexible development options to encourage preservation of sensitive resources within individual developments).

Implement a comprehensive parks and open space system, structured around parks and recreational facilities; greenways; and environmentally sensitive resources

Establishment of an interconnected system of parks, greenways, and other open spaces, implemented through coordinated public and private action, will help provide an organizing framework for the future development of the Northland. The basic structure for such a system is set by the Parks and Recreation Department's 1993 *Plan for Parks, Recreation,*

Boulevards, and Greenways and the 1991 *Metro Green* study.

The Children's Fountain is one of two fountains that are important Northland landmarks.

Implement an overall urban design concept establishing aesthetic standards for public elements such as gateways, major roadways, signage, and public facilities and spaces

A higher standard of quality in the design of public facilities and spaces will both improve the Northland's physical environment and set an example for private development to follow. Within the context of a City-wide urban design plan, an urban design concept should be developed for the Northland as a focus for action to enhance the quality of the public landscape. This concept should identify guidelines and actions for the physical improvement of gateway entrances to the Northland, particularly the Airport entrance road and the "gateway to the downtown" along the Broadway Extension to the Broadway Bridge; major roadway corridors such as Barry Road, Vivion Road, and M-152; public facilities and spaces, including landmarks as visual focal points and sources of community identity; and signage. In addition, scenic views of the downtown Kansas City skyline should be preserved where possible and made available for the enjoyment of the public.

3. Building a Transportation and Infrastructure System that Works

Implement a complete vehicular movement system, with an emphasis on serving existing developed/developing areas in the Northland

The Northland generally has excellent freeways but lacks a complete system of arterial roadways and collector streets. Major priorities include development of: 1) a complete system of primary (four-lane) arterials, particularly to accommodate east-west movement; and 2) a supporting network of secondary (two-lane) arterials and collector streets, to facilitate local traffic and permit diversion of local trips from the freeways and primary arterials. Because of limited funds, improvements should be targeted primarily to serve developed and developing rather than future development areas. Regulatory policies and incentives should

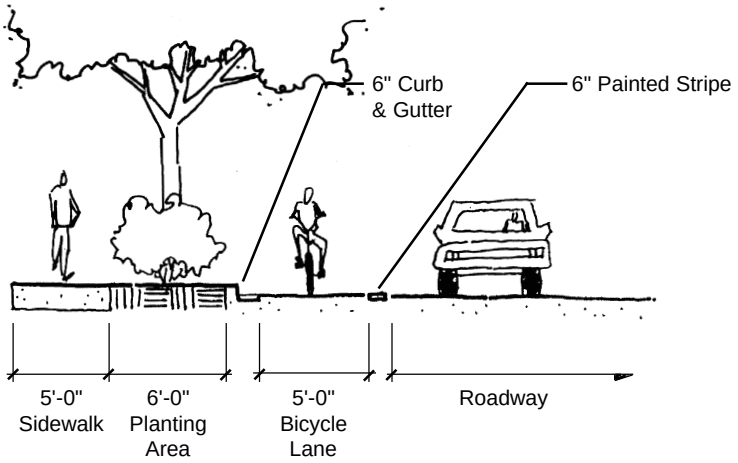
be used to shape development patterns and control access in order to preserve the capacity of arterial roadways.

Implement the parkway and boulevard plan as part of the Northland vehicular movement system

South of the Missouri River, the system of parkways and boulevards is part of the basic framework for movement and contributes greatly to the City's character. Although a similar system has been planned for the Northland for many years, only six of 125 miles of proposed parkways and boulevards have been implemented to date. The parkway and boulevard system proposed for the Northland should be completed and linked to the larger Kansas City network.

Provide choice through multi-modal transportation in the Northland

A transportation system incorporating all modes of travel - pedestrian, bicycling, transit, air, train, and automobile - should be provided in the Northland. The current transit system should be improved to increase mobility to jobs, health care, and meet other travel needs for residents who do not drive. These improvements should address both regional and collector bus service and the movement of people from their homes to the bus system. In addition, light rail should be extended north of the Missouri River as soon as possible. A dedicated transit corridor to the KCI Airport should be secured to accommodate light rail or other form of technology in the long term. Transportation and land use policies should be coordinated to promote the development of higher density, mixed use centers as focal points for transit service.



Standards for roadway with bicycle lane and sidewalk

The Mid-America Regional Council's major bikeway plan, supplemented by a secondary system of bike facilities along parkways, boulevards, and local streets, should be implemented to provide an effective bikeway system in the Northland. Street standards should be updated to safely accommodate bicyclists and pedestrians as new roads are constructed. Sidewalks and pedestrian

paths should be provided as connections from homes and neighborhoods to transit stops, schools, shopping areas, and other destinations.

Establish land use policies, regulations, and incentives that encourage compact development patterns and higher density centers accommodating alternative travel modes in order to reduce dependence on private vehicles

By promoting centralized destinations and providing travel choices, the City can empower citizens to select alternative modes that conserve energy and reduce air pollution from private vehicles reliant on fossil fuel. Well designed centers with travel options allow citizens to make reasonable tradeoffs between the convenience of different travel modes and their costs in terms of time and money. Policies and incentives that reduce vehicular traffic will help maximize the efficiency of public investment in a more complete arterial street system to serve vehicles, pedestrians, and bicycles. Policies that would positively affect the reduction of vehicular traffic include:

- Encouraging compact development patterns and mixed use centers
- Providing convenient public transit facilities
- Requiring pedestrian and bicycle friendly design with special attention to safety
- Constructing roadways that accommodate alternative modes and shorter travel distances through infill or logical extensions of existing development

Concentrate utility capital investments in areas that are currently or easily served by existing utilities

Upgrading of utility systems serving existing development that have inadequate capacity or are not in compliance with codes is to be the first priority. The priority for provision of new infrastructure capacity should be areas of infill development or areas adjacent to existing development. The goal should be to provide utilities concurrent with contiguous new development. Investment of City funds should be avoided where development is remote from existing capacity, unless there is significant developer financing or significant public benefit.

Plan and construct infrastructure projects to harmonize with natural systems

Roadways, stormwater management facilities, and other infrastructure systems should be planned to respect topography and other natural resources in the Northland. A system of greenways, including the floodplains of the Missouri River and other significant waterways, should be

preserved for their role in flood control and maintenance of environmental quality.

Broaden and enhance stormwater management

A comprehensive strategy for managing stormwater generated by development in the Northland should be implemented. This strategy should encourage environmentally sound management practices, based upon planning for the major drainage basins in the Northland.

4. Enhancing Neighborhood and Community Identity

Promote neighborhood identity in the Northland

With some exceptions, particularly in the older First Annexation area, the Northland lacks the strong sense of neighborhood identity typical of Kansas City south of the River. Actions should be taken to strengthen Northland neighborhoods, through targeted physical improvements, by supporting neighborhood-serving institutions, and by encouraging grassroots efforts to address neighborhood issues.

Develop public-serving facilities such as schools, parks, and libraries as centers of community activity

Public-serving facilities can be important focal points of neighborhood and community identity. The role of existing public facilities as centers of community activity should be reinforced and physical linkages established to adjacent neighborhoods. (Future facilities should be located together and made accessible to neighborhoods to provide community activity centers and opportunities for the sharing of facilities.)

This Northland school lacks sidewalks to connect it to the surrounding neighborhood.

Enhance physical connections for Northland neighborhoods

Many Northland neighborhoods are in need of physical linkages that are currently lacking due to discontinuous streets and sidewalks. Wherever possible, physical connections should be developed between neighborhoods and

public-serving facilities, mixed use centers, shopping areas, other focuses of community activity, and neighboring residential areas.

IMPLEMENTATION PRIORITIES

The actions recommended to bring about the desired future for the Northland are broad and far-reaching in scope. Implementing them will require a major, coordinated effort and commitment of resources by all levels of City government as well as active partnerships with other public entities and the private sector. They also must be considered in the context of the limited fiscal resources available to meet the many physical and human investment needs of Kansas City as a whole. Nevertheless, the Work Team firmly believes that, through a creative implementation strategy that leverages public and private sector resources and draws upon the energies and talents of all Kansas Citians, it will be possible to build a pathway to a future in which the Northland realizes its full potential as a unique yet integral part of Kansas City.

As the highest priority, comprehensive, non-traditional sources of funding for capital initiatives need to be identified. These sources must address both maintenance and upgrading of existing infrastructure, as well as capital improvement needs relative to water, sanitary sewer, drainage, fire protection, arterial roadways, parkways, and boulevards. It is clear that existing financing mechanisms alone will not support the level of investment needed to implement the Plan recommendations. New techniques must be found to maximize City resources, create public/private partnerships, target private investment towards FOCUS goals, and develop cooperative projects with surrounding jurisdictions.

KCI Airport Employment Area

Economic development is also a high priority highlighted in The Northland Plan. The Plan identifies two major employment centers: the KCI Airport area along I-29 and I-435 and the Birmingham Bottoms area along Highway 210. These important employment areas should be targeted for infrastructure improvements as a means to implementing the broader recommendations of the Plan. Further, the goal of economic development in the Northland is to create and expand the tax base in addition to providing

employment in the region. Development proposals that demonstrate significant potential for a long-term, positive impact on the City's tax base should be most favorably considered if they are otherwise consistent with FOCUS objectives.

As a guide for plan implementation, the Work Team has identified priority initiatives and actions that should be implemented or begun to be implemented by the years 2000 and 2005. These initiatives and actions are listed in Table 1 along with the city departments that will be responsible for their implementation. The actions are divided into two general categories:

- **Legislative Actions:** Actions requiring legislation by the State of Missouri or Kansas City to realize plan objectives
- **Projects:** Actions requiring significant investment of funds for capital improvements (capital projects) or operations and maintenance (operating projects), or involving development and implementation of policy programs (policy projects). While policy projects may involve low or minimal cost, they will likely require public and private political will and significant time commitment for implementation.

The actions are not shown in priority order in the matrix, which is intended as an "opportunity list" for plan implementation. It is recognized that the ability to take on one project over another is dependent on a number of factors and that it is imperative that the list remain flexible to take advantage of circumstances as they change over time. There is considerable current development activity in the Northland. The initiatives and actions listed are those that are most important to keep public and private dollars directed towards the goals of the Plan.

Table 1. Implementation Matrix

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
I. Initiative: Stabilize and enhance existing neighborhoods through programs such as eliminating existing septic systems, addressing storm drainage and other infrastructure needs, and providing for maintenance of roadways			
A. Change City Charter to allow for different assessment mechanisms so that improvements are affordable to homeowners	Legislative	City Manager, Water, Public Works, Legal	2000
B. Eliminate septic systems from and provide adequate fire protection to neighborhoods	Capital Project	Public Works, Water	2000
C. Identify public maintenance and improvement projects needed to correct drainage, sewage, and other infrastructure problems in stabilization neighborhoods	Policy Project	Public Works, Water	2000
D. Implement a system for prioritizing public sector utility projects favoring inadequately served areas of existing development	Policy Project	Public Works, Water	2000
E. Target public maintenance and improvement dollars to correct drainage, sewage, and other infrastructure problems in stabilization neighborhoods	Operating and Capital Project	Public Works, Water,	2000
F. Enact a funding mechanism for ongoing maintenance of existing roadway facilities	Legislative	City Manager, Public Works	2000
G. Implement an ongoing maintenance program for existing roadway facilities	Operating Project	Public Works	2000
H. Enact user-friendly enabling legislation to provide neighborhoods with an additional tool to assemble resources for neighborhood improvement projects	Legislative	City Manager	2000
I. Begin the Neighborhood Assessment process	Policy Project	Neighborhood & Community Services, Northland Neighborhoods, Inc.	2000
J. Provide effective code enforcement in conservation and stabilization neighborhoods to prevent progressive deterioration	Policy Project	Neighborhood & Community Services, Northland Neighborhoods, Inc.	2000
K. Provide fiscal and regulatory incentives to encourage investment in older, established neighborhoods	Policy Project	City Planning, Legal	2000

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
II. Initiative: Revise Northland Area Plans and implement rezoning to conform with new land use plans (see also VI, VII, VIII)			
A. Develop a work schedule for revising the Northland Area Plans, Northland Master Water and Sewer Plan, and Parks and Recreation Plan, beginning with areas identified as most in need of attention due to growth pressures or other consideration	Policy Project	City Planning, Water, Parks & Recreation	2000
B. Revise Northland Area Plans consistent with FOCUS goals (compact/mixed use development, transit corridors, etc.)	Policy Project	City Planning	2000
C. In the process of revising the Area Plans, identify locations for multi-modal, mixed use centers	Policy Project	City Planning	2000
D. In the process of revising the Area Plans, identify secondary and collector streets parallel to primary and freeway facilities to supplement the Major Street Plan	Policy Project	City Planning, Public Works	2000
E. Adopt Revised Area Plans	Legislative	City Manager, City Planning	2000
F. Review current zoning for consistency with the adopted Land Use Plans contained in the revised Area Plans. Develop a rezoning plan for implementation	Policy Project	City Planning	2000
G. Implement rezoning plan to bring properties into conformance with the adopted Land Use Plans	Legislative	City Manager, City Planning	2005
H. Seek legislation necessary to permit sunsetting provisions to bring pre-existing, non-conforming zoning and plats into conformance with revised Area Plans	Legislative	City Manager, City Planning, Legal	2000
I. Develop an inventory of existing platted but undeveloped land and vacant land located in Priority Development Areas as identified on the Northland Urban Form Map (Map #8)	Policy Project	City Planning	2000

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
III. Initiative: Revise the development regulations and process to promote "quality development" and other FOCUS objectives	Policy Project	City Planning, Legal	2000
A. Develop a new Site Plan Review process in the Zoning Ordinance, together with defined development standards to maximize use of existing utilities, protect natural, scenic, and archaeological resources, and provide for design review • Utilize current design and aesthetic review procedures established in the City Architect's office for all public projects. Measure against established urban design standards • Establish landscape design standards and tree preservation requirements for all development • Utilize existing "enhanced arterial standards" for all arterial roadway improvements • Establish requirements for pedestrian/bicycle amenities and connections			
B. Develop a cluster/open space development option to help promote more efficient public infrastructure and services and preserve sensitive resources as open space	Policy Project	City Planning	2000
C. Develop zoning, incentives, and standards to encourage development of multi-modal, mixed use centers	Policy Project	City Planning, Legal	2000
D. Revise the Subdivision Regulations, including: • Development standards to protect natural drainage systems, minimize land disturbance, protect archaeological resources, allow use of porous materials for parking surfaces, etc • Engineering street standards to incorporate bikeways, pedestrian, and transit facilities; flexibility to respond to topography and natural features; access control; signal spacing, and others as recommended in the Northland Plan	Policy Project	City Planning, Legal, Public Works	2000
E. Revise the parkland dedication requirement to 1) provide the City with the option of requiring a cash payment in lieu of land that does not contribute to the overall parks system and 2) re-evaluate the dedication formula to ensure that the cash value is commensurate with the value of the land	Policy Project	City Planning, Parks & Recreation	2000
F. Adopt revised development regulations	Legislative	City Manager, City Planning	2000

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
G. Make the decision-making process more accessible to the public (e.g., by changing meeting times and locations)	Policy Project	City Planning, City Plan Commission	2000
H. Change internal review procedures and regulatory requirements to make it easier for developers to implement quality/innovative development	Policy Project	City Planning, Legal	2000
I. Adopt regulatory changes to favor innovative development (e.g., cluster as opposed to conventional subdivisions) as part of the revised development regulations	Legislative	City Manager, City Planning	2000
IV. Initiative: Direct public infrastructure policy and incentives to encourage infill and contiguous development			
A. Revise existing policies to support infill development through the use of incentives and targeting of capital resources	Policy Project	Public Works, Water	2000
B. Develop new fiscal and regulatory incentives to promote infill and contiguous development	Policy Project	Public Works, Water, City Planning, Legal	2000
C. Enact fiscal and regulatory incentives to promote infill and contiguous development, in conjunction with the comprehensive revision to the development regulations	Legislative	City Manager, City Planning	2000
V. Initiative: Provide a range of quality housing choices in the Northland			
A. Address the provision of a variety of housing types in the preparation of Area Plans and revised development regulations	Policy Project	City Planning, Community Development	2000
B. Include policies and regulations encouraging the provision of a variety of housing types in the adoption of Area Plans and revised development regulations	Legislative	City Manager, Community Development	2000
C. Work with the private sector to develop low cost financing programs for the rehabilitation of existing housing stock	Policy Project	Neighborhood & Community Services, Northland Neighborhoods, Inc.	2000

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
VI. Initiative: Implement an interconnected system of parks and greenways (see also II, III)			
A. Complete the Master Plan for a shared greenway along the Missouri River	Policy Project	Parks & Recreation	2000
B. Acquire necessary property and implement the Master Plan	Capital Project	Parks & Recreation	2005
C. Using the 1993 *Plan for Parks, Recreation, Boulevards, and Greenways* as a starting point, identify and prioritize public acquisition projects	Policy Project	Parks & Recreation	2000
D. Implement acquisition of property and project development.	Capital Project	Parks & Recreation	2005
E. Work with adjacent jurisdictions to fund and build an interconnected greenway system throughout the metropolitan area	Policy Project	City Manager, MARC	2005
F. Work with the Landmarks and Historic Trust Corporation and other land trusts to promote use of the conservation easement program for open space preservation by private landowners	Policy Project	Parks & Recreation, Nonprofit	2000
VII. Initiative: Preserve sensitive natural resources (see also II, III)			
A. Inventory and map significant natural and scenic resources in the Northland	Policy Project	Environmental Mgt., City Planning, Parks & Rec.	2000
B. Integrate preservation of identified natural and scenic resources into public and private development planning and revised development regulations	Policy Project	Environmental Mgt., City Planning, Parks & Rec.	2000
C. Complete stormwater management plans for the Northland's major drainage basins	Policy Project	Water	2000
D. Implement stormwater management plans through public infrastructure projects and review of private developments	Capital & Policy Project	Water, City Planning,	2005

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
VIII. Initiative: Develop a system of bikeways (see also II, III)			
A. Adopt the Mid America Regional Council's Bikeway Plan and incorporate it into public infrastructure planning and the development review and approval process	Legislative	City Manager, Environmental Mgt., Parks & Recreation	2000
B. Inventory the existing street system to identify "bicycle friendly" routes and those that can be inexpensively made so	Policy Project	Public Works, Parks & Recreation	2000
C. "Retrofit" existing neighborhoods with bicycle/pedestrian connections	Capital Project	Public Works, Parks & Recreation, Environmental Mgt., Neighborhoods	2005
D. Require bicycle/pedestrian connections in the design of new developments	Policy Project	City Planning, Public Works	2000
E. Coordinate property acquisition and construction of bikeways with other public improvement projects, especially sanitary sewers proposed in drainage corridors	Policy Project	City Planning, Water, Public Works	2000
IX. Initiative: Implement a higher quality of urban design in the public landscape			
A. Seek opportunities in public and private development projects to establish distinctive landmarks that contribute to the Northland's identity	Policy Project	City Planning, Public Works, Parks	
B. Prepare a comprehensive informational and directional signage plan for the Northland	Policy Project	Public Works	2000
C. Implement and maintain the informational and directional signage plan	Capital Project	Public Works	2000
D. Design important roadways and intersections in the Northland as "Gateways" and "Key Intersections" with special streetscape design and other amenities	Capital Project	Public Works	2000
E. As a first priority, develop plans for urban design improvements to the Broadway Bridge/Broadway extension gateway	Capital Project	Public Works	2000
F. Implement urban design improvements to the Broadway Bridge/Broadway extension gateway	Capital Project	Public Works	2005
G. Work with the Missouri Department of Transportation to achieve greater urban design quality in state highway improvement projects in the Northland and remove barriers to bicycle and pedestrian traffic	Policy Project	City Manager, Public Works, State Rep., MDOT	2000

INITIATIVE/ACTION	TYPE OF ACTION	RESPONSIBLE PARTY	TARGET DATE
H. Design a comprehensive streetscape enhancement along Barry Road, including bicycle and pedestrian facilities, as an urban design demonstration project	Capital Project	Public Works	2000
I. Implement the Barry Road streetscape enhancement project	Capital Project	Public Works	2005
X. Initiative: Improve vehicular and transit circulation in the Northland			
A. Implement a system for prioritizing transportation improvements in the Northland	Policy Project	Public Works, MDOT, MARC, KCATA	2000
B. Identify projects and develop design drawings and a phasing plan to complete gaps in the east-west collector and arterial system south of Barry Road. Include one example of a fully developed "transit corridor," coordinated with implementation of the KCATA's *Northland Public Transportation Study*	Capital Project	KCATA, Public Works	2000
C. Implement projects to complete the gaps in the east-west collector and arterial system south of Barry Road	Capital Project	Public Works	2005
D. Improve bridge capacity through multi-modal physical improvements and an "intelligent transportation system"	Capital Project	MDOT, MARC, Public Works	2005
E. Improve vehicular circulation from the downtown to the Broadway, Heart of America, and Paseo Bridge to make it easier to drive between the Urban Core and the Northland	Capital Project	MDOT, MARC, Public Works	2005
F. Implement the Kansas City Area Transit Authority (KCATA)'s *Northland Public Transportation Study*, especially the recommendations related to Transit Centers and Feeder Routes	Capital Project	KCATA, MDOT	2005
G. Extend light rail to north of the Missouri River and link to regional and collector bus service including park-and-ride Over the long term, extend light rail or other form of technology to the KCI Airport	Capital Project	KCATA, MDOT	2005+

Chapter One: Building on Our Strengths - The Northland Today

The Northland is a dynamic area of great size, complexity, and diversity. Existing development ranges from older, established neighborhoods and industries near the Missouri River to newer subdivisions, shopping centers, and office complexes along freeways and arterial highways. Regional activity centers such as the Kansas City International (KCI) and Downtown Airports, Metro North Mall, and Worlds of Fun Amusement Park are located in the Northland. Expanses of undeveloped land, largely in agricultural use, provide a sharp contrast to the urbanized areas. Much of this land possesses great natural beauty - rolling hills and fields, wooded stream corridors, and tree-lined country roads. Although the scope of the Northland Plan is technically limited to Kansas City, MO north of the Missouri River within Clay and Platte Counties, other communities such as Gladstone, Liberty, North Kansas City, Parkville, and Riverside are an essential part of the fabric of the Northland and must be considered in the planning process.

The Northland has a diverse landscape.

The Northland is socially, economically and physically diverse. Its people represent all age groups and walks of life and have a wide range of incomes. The Northland's varied housing stock ranges from apartment buildings and modestly priced single-family homes to more expensive houses in newer subdivisions. In 1990, the median household income was $36,238 while the median value of housing was $69,534. (This compares to $26,700 and $56,100, respectively, for Kansas City, MO as a whole.)

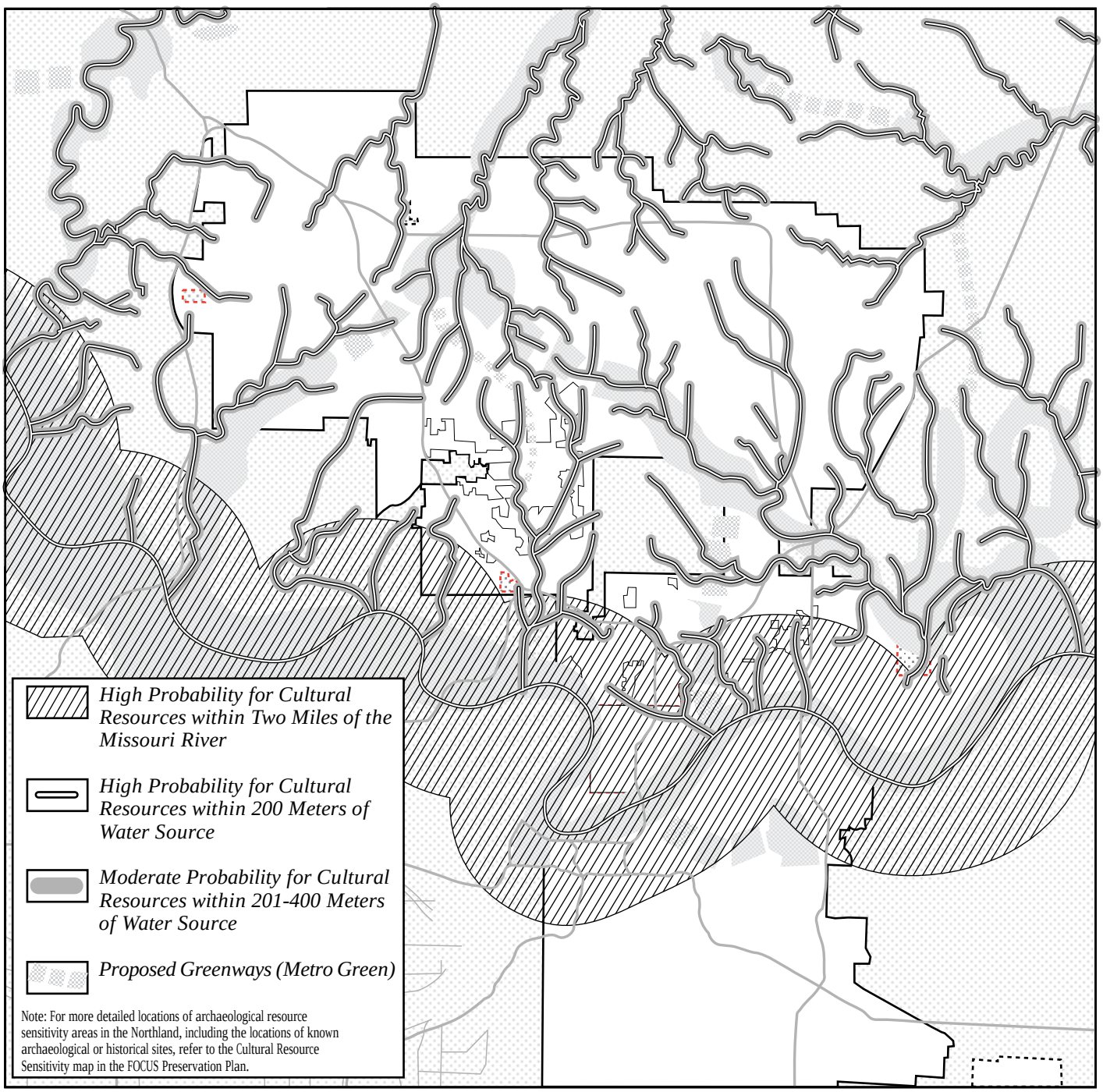
In considering the future of the Northland, a dynamic area of growth and change within a major metropolitan region, the Northland Work Team addressed a wide range of challenging issues. To provide context for the recommendations presented in later chapters of the Plan, this section summarizes some of the key existing conditions, trends, and issues that characterize the Northland today. These conditions are evaluated in the context of the four framing themes established early in the planning process:

- The Role of the Northland in the Kansas City Region
- Land Use and Development
- Transportation and Infrastructure
- Neighborhoods and Community Identity

A. THE ROLE OF THE NORTHLAND IN THE KANSAS CITY REGION

The Northland is truly a unique area in Kansas City and the metropolitan region. It has a rich history dating back to the Native American people, who occupied temporary hunting campsites in the uplands along the Missouri River as early as 12,000 to 5,000 B.C. Archaeological evidence indicates the emergence of horticulture and permanent villages during the period 1,000 B.C. to 1 A.D., with a succession of Native American cultures maintaining an active presence in the region until Euro-American settlement. Map 2 delineates major archaeological resource areas in the Northland. Clay County was first settled by white pioneers in 1818, while the area that would become Platte County remained as Native American territory until the Platte Purchase of 1837.

[1] Also shown on this map are the locations of major greenway corridors proposed by Metro Green, demonstrating the importance of this initiative to archaeological resource preservation.



Map 2.
Archaeological Resource Sensitivity Areas in the Northland

Despite its long history, the Northland is a relatively recent addition to Kansas City, having been acquired as part of the City's ambitious plan of annexation from the 1940's through the 1960's. The Northland's "First Annexation" on January 1, 1950 consisted of 19.7 square miles in Clay County; subsequent annexations in 1959 and 1962 brought the total area of Kansas City in Clay County to 93 square miles. In 1962, the City annexed an additional 66 square miles in Platte County, increasing the area of Kansas City north of the Missouri River to approximately 159 square miles.

Agricultural land in Birmingham Bottoms

At the time of the 1950's and 1960's annexations, the Northland was a predominantly rural area. Prior to the early 1950's and the opening of the Chouteau and Paseo Bridges to traffic, only one vehicular bridge - the Armour-Swift-Burlington bridge connecting Kansas City with North Kansas City - spanned the Missouri River. Before 1970, development was concentrated in the area from Gladstone to the River, with the remainder of the Northland largely in agricultural uses. Subsequent development has transformed the face of the Northland, with the completion of the interstate highway system and the KCI Airport in the 1970's being major contributing factors. Nevertheless, fully two-thirds of the Northland (109 square miles or almost 70,000 acres) remains undeveloped.

Today, the Northland plays a dual role in Kansas City and the region as a whole (Map 3). It is both:

- a burgeoning suburban development area, with many residents commuting to jobs in the Urban Core and other regional employment centers; and
- an employment center in its own right, not only for Northlanders but also for residents of the Urban Core and other parts of the metropolitan area.

In addition, the Northland represents Kansas City's major opportunity for future growth, with over 75 percent of all vacant land remaining in the City.

Key Issue: How can the Northland's connections to the rest of Kansas City be reinforced?

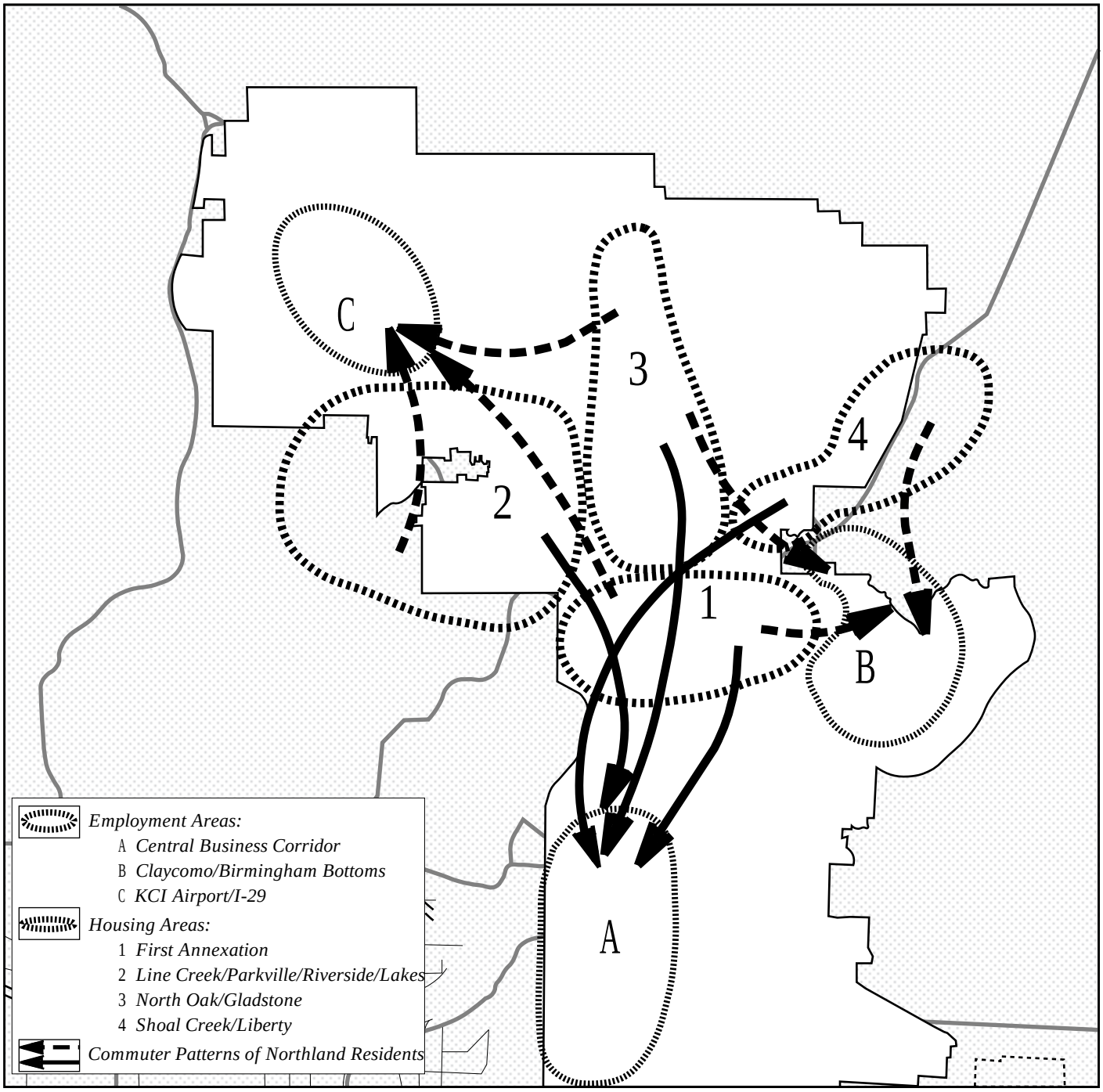
With respect to the rest of Kansas City, the Northland has a tradition of independent living derived from its past as part of rural Clay and Platte Counties, the residual effects of the annexations, and the historic barrier formed by the Missouri River. An important issue for Northlanders is the concern that the area does not receive a proportionate return on its tax dollars in terms of City investment in infrastructure and services north of the River. Nevertheless, most Northlanders recognize - and this Plan affirms as a fundamental principle - that the future of the Northland is inextricably linked to the future of the rest of Kansas City. Improving physical and human linkages between North and South will strengthen both areas and contribute to building an interconnected Kansas City for the twenty-first century.

Economic Development

Although it is sometimes perceived as a "bedroom community," the Northland's role in the Kansas City region is also derived from its growing employment centers. In his 1991 book *Edge City: Life on the New Frontier*, Joel Garreau identified the KCI Airport area as an emerging "edge city." His definition of an edge city is an area that:

- has 5 million square feet of leasable office space;
- has 600,000 square feet of retail space;
- has more jobs than bedrooms;
- is perceived by the population as one place; and
- was nothing like a "city" as recently as 35 years ago.

Garreau identified the College Boulevard/Overland Park area in Johnson County, Kansas as the Kansas City metropolitan region's only established edge city. With 2.3 million square feet of leasable office space in the greater Northland area (1.5 million square feet within the Kansas City municipal limits); more than one million square feet of retail space; more than 5,000 office jobs in the KCI Airport/I-29 corridor alone and more than 17,000 industrial jobs within the City limits north of the River; a distinct identity as "the Northland," and a history of recent development, the Northland is clearly close to meeting Garreau's criteria.



Map 3.
Dual Role of the Northland

Employment centers in the Northland include established industrial areas along the Missouri River, both inside and outside Kansas City, and the emerging KCI Airport/I-29 corridor, the major center of office activity. The office market along I-29 near the Airport has boomed in the 1990's as 20 new firms have located in the area, improving from a 50 percent vacancy rate in 1990 to a 5 percent vacancy rate in 1995. The Airport itself is a major source of employment, with approximately 6,900 direct, 3,100 indirect, and 8,800 induced employees, generating an estimated $3.3 billion in economic activity.[1]

The KCI Airport is a major economic asset for the Northland and the Kansas City metropolitan region as a whole.

The Birmingham Bottoms area is the primary industrial area within Kansas City limits north of the River, with substantial capacity for development and employment growth. The Northland Park is the area's largest industrial park. Only about 200 of the approximately 2,200 acres within this development are occupied; another 180 acres are served by roads and utilities, of which 148 acres are currently available.

According to City data and maps, approximately one-half of the total land in the Northland Park is currently capable of being served with utilities. Using typical industrial Floor Area Ratios (FARs) and square footage per employee standards, 1,000 acres could accommodate approximately 8.7 million square feet of development and 20,000 employees.

The casino industry is another contributor to employment growth in the Northland. In 1997, regional casinos are estimated to employ approximately 7,000 persons, with average wages of approximately $20,000.

[2] Direct employees are employed at the KCI Airport. Indirect employees are employed in hotels and motels in the vicinity of the Airport. Induced employees work in the Airport vicinity for businesses that support direct and indirect operations. The number of induced employees was calculated using a standard industry multiplier.

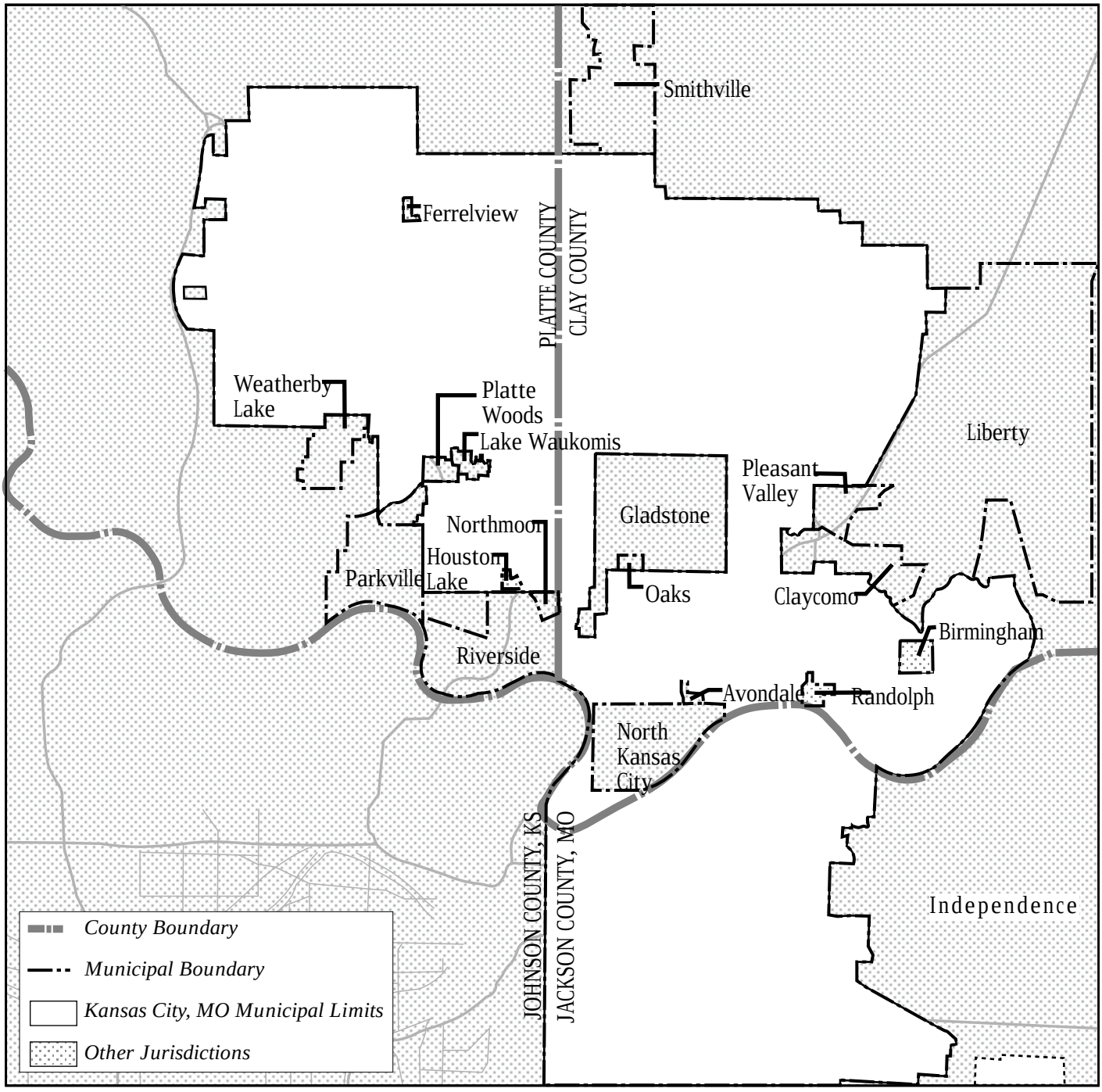
Key Issue: How much employment should the Northland support in the future, and in what locations?

It is clear that the KCI Airport/I-29 corridor will continue to develop as an important employment center in the Northland. The relatively undeveloped Birmingham Bottoms area has the potential to augment established industrial centers such as Claycomo, North Kansas City, and Riverside. Retail/ commercial areas such as Liberty, Northtown, Metro North, Antioch, and Parkville will continue to provide local centers of employment. Nevertheless, the question arises as to how much and what types of employment should be promoted elsewhere in the Northland. This question raises issues such as effects on residential areas, balancing jobs and housing as part of a regional land use and transportation strategy, and the relationship to employment in the Urban Core. Another issue of concern is the long-term viability of the gaming industry and its effect on the Northland economy.

Downtown North Kansas City

Inter-Jurisdictional Context

Kansas City north of the River is only part of the greater Northland area. This area includes Clay and Platte Counties and over 20 separate, incorporated municipalities, some of which are entirely surrounded by Kansas City proper (Map 4). Incorporated municipalities in the Northland include older cities formed in the nineteenth and early twentieth centuries, such as Liberty and North Kansas City, and 14 entities (including Gladstone) that incorporated between 1950 and 1960, presumably in response to Kansas City annexations north of the Missouri River. The Northland's identity is partially linked to incorporated cities such as Liberty, Parkville, and North Kansas City, whose traditional downtowns provide attractive centers of activity for the Northland community. In some cases, parts of Kansas City are perceived to be within these smaller communities. This perception is further reinforced by school district boundaries that do not coincide with municipal limits.



Map 4.
Interjurisdictional Context

Key Issue: ***How can Kansas City work with other incorporated municipalities to achieve the aspirations for the Northland?***

Many potential Plan initiatives, such as transportation improvements, enactment of consistent development standards, and implementation of a regional greenway system, span jurisdictional boundaries. Active coordination with Kansas City's neighbors in the Northland will be needed to successfully implement these initiatives.

B. LAND USE AND DEVELOPMENT

Rate of Growth

Growth is a fact of life in the Northland. During the ten-year period from 1986 to 1995, the area averaged 1,200 residential building permits per year (Table 2 on page 30). Although Table 2 shows that the overall rate of residential development has been lower in the 1990's than the 1980's due to the abrupt end of the 1980's multi-family housing boom in 1988, single-family housing starts are at record levels. This reflects the Northland's emergence as the "best kept secret" in the Kansas City region: closer to the downtown and with more affordable housing than many other suburban areas; offering good schools, open space, and other amenities of suburban living. Increased commercial activity, including major development projects underway in the Barry Road corridor, is further evidence of the momentum of growth in the Northland. The multi-family housing market is also starting to reemerge, with two large developments breaking ground in 1996.

New residential development in the Northland

Table 2. Northland Building Permit Trends, 1980-1985

Year	Single-Family	Multi-Family	Total
1980	193	64	257
1981	167	64	231
1982	180	87	267
1983	341	299	640
1984	507	1,016	1,523
1985	624	596	1,220
1986	797	1,289	2,086
1987	748	1,404	2,152
1988	668	1,184	1,852
1989	499	34	533
1990	660	109	769
1991	711	43	754
1992	917	50	967
1993	589	64	653
1994	928	104	1,031
1995	1,096	112	1,208
Annual Avg. 1980's	**472**	**604**	**1,076**
Annual Avg. 1990's	**817**	**80**	**897**

"Vital statistics" related to the rate of growth in the Northland include:

- From the mid-1980's to the mid-1990's, the Northland's annual share of residential building permits issued in Kansas City, MO ranged from approximately 45 to 80 percent. During the same 10-year period, the Northland's annual share of residential permits issued in the metropolitan Kansas City region was between about 10 and 20 percent. In 1995, more permits were issued in the Northland than in traditional market leaders such as Overland Park, Lee's Summit, and Olathe.

- The population of the Northland was 93,913 in 1990. The Mid-America Regional Council (MARC) has developed future population and household projections for the Northland region as a whole. These figures suggest that roughly 24,000 to 27,000 households might reasonably be expected to be added to Kansas City North between 1990 and 2020.[2] Assuming an

average size of 2.48 persons per household, this increase would result in a population of between approximately 150,500 and 158,000 in 2020 (60 to 68 percent greater than in 1990).

- The majority of residentially zoned land outside of agricultural districts is zoned either R-1a (7,500 square foot minimum lots) or R-1b (6,000 square foot minimum lots), allowing maximum densities of five to six lots per acre discounting street rights-of-way. Assuming an average density of four units per acre for future development, 6,000 to 6,750 acres will be required to accommodate the projected increase in households in the Northland by 2020.

- Approximately 20,000 to 25,000 of the 70,000 acres of vacant land in the Northland are 1) located within 3,000 feet (slightly over one-half mile) of an 8-inch or larger water main and 2) located within a watershed served by interceptor sewer.

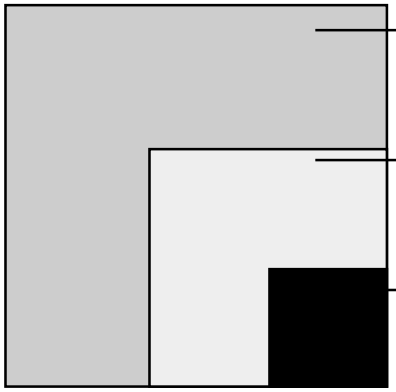
Key Issue: The Northland has an ample supply of vacant land to accommodate projected growth demand for the foreseeable future.

Even if MARC's growth projections are doubled, residential development by the year 2020 would consume at most 20 percent of vacant land in the Northland. (There is expected to be much less acreage developed for commercial and industrial uses because these uses consume less land than residential development in the Northland.) As demonstrated by the above statistics, the projected development could easily be accommodated on vacant land with access to public water and sewer at this time.

Key Issue: The quality of growth is more important than the rate of growth.

While the opinions of individual members of the Northland Work Team regarding a desirable rate of growth for the Northland vary from much slower to much faster than the current rate, there is strong consensus that "how growth happens" is more important than "how much growth occurs."

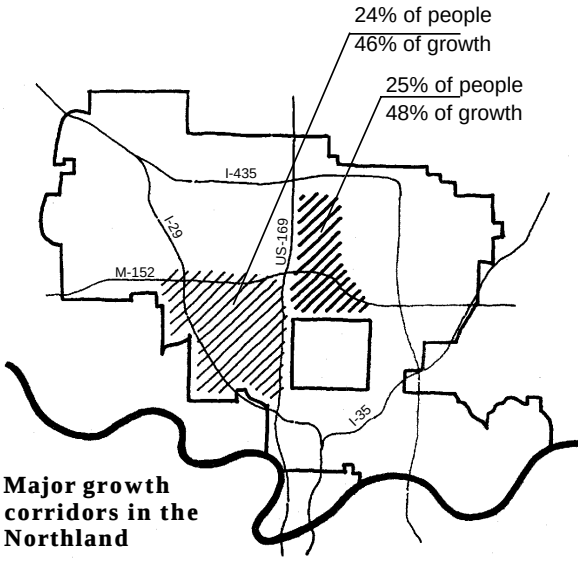
[3] The actual number could vary based upon future market conditions, City policies regarding infill development, sewer and water provision, etc., and other currently unforeseen factors that could affect development patterns.



*within 3,000' of a water main and located within a watershed served by interceptor sewer

Pattern of Growth

Since 1980, growth in the Northland has been concentrated in two major corridors: northwest along I-29 between Riverside and M-152 and north along US-169/North Oak Trafficway between Gladstone and I-435. Between 1980 and 1990, these two areas experienced 46 and 48 percent of the growth in the Northland, although they represented only 24 and 25 percent, respectively, of the area's population in 1990. By contrast, the oldest developed area in the Northland (generally between Vivion Road and the Missouri River or North Kansas City) experienced a significant population decline of 15 percent during the same period, although it still represented 47 percent of the Northland's population in 1990.



Major growth corridors in the Northland

The implications of this trend are clear: a shift in investment from the established neighborhoods of the First Annexation northward into historically more rural parts of the Northland. This trend continues as development activity increases along I-29 from M-152 to the KCI Airport and in the I-35/I-435 corridor. In addition, commercial and residential development has been increasing in the northeastern corner of the Northland, immediately adjacent to Liberty.

Key Issue: ***The current pattern of new development is a fragmented one.***

Although new development is concentrated in growth corridors and in nodes at major intersections and along major arterials within these corridors, its pattern tends to be fragmented and disconnected. In other words, individual developments and land uses are typically isolated from each other.

Natural Resources, Parks, and Open Space

Natural resources, parks, and open spaces are important elements in the pattern of land use and development in the Northland. The area's natural resources have been shaped by the interaction of landform and water. Running from northeast to southwest through the Northland is a broad ridge of comparatively flat terrain separating the drainage basins of the Missouri and Platte Rivers. From this ridge, incised stream valleys, such as Shoal and Line Creeks, flow south to cut through the steep bluffs bordering the alluvial floodplain of the Missouri River. Spectacular views of the Kansas City skyline are available from these bluffs and other high points in the Northland, for example traveling south along US-169 and I-29. North of the ridge, less steeply cut stream valleys flow in a generally northward direction to the Platte River. The streams and drainageways that feed into them largely define the distinctive, rolling topography of the Northland.

The native vegetation of the Northland is a transition between tallgrass prairie and upland oak/hickory forest, with floodplain forest dominated by cottonwoods, silver maple, elm, and mulberry found in stream and river bottomlands. Because of the area's long history of agricultural and urban use, only remnants of natural vegetation remain. Together with steep slopes and floodplains, areas of natural vegetation in the Northland are largely concentrated along stream corridors. These corridors provide a host of environmental benefits, such as attenuation of flooding, water quality protection, habitat for wildlife, and scenic quality.

Road crossing at Line Creek

Existing park in the First Annexation area

The Northland's recreational resources include a system of parks and greenways serving the First Annexation area between Gladstone and North Kansas City, two regional parks (Hodge and Tiffany Springs), and various other community and neighborhood facilities. With the exception of some of the parks and greenways of the First Annexation, the Northland's recreational resources are isolated from each other. Although Kansas City has a parkland dedication ordinance in place, the land that is dedicated for recreation and open space in new subdivisions typically has no true public access or use, serving primarily as a physical or visual buffer. In many cases, this land is characterized by steep slopes or other constraints that limit its use and can cause maintenance problems for the Parks Department (e.g., erosion/stormwater control). Moreover, the ordinance allows the developer rather than the City to decide whether land or a cash payment will be used to fulfill the dedication requirement.

Several studies, dating back to the Kansas City Parks and Recreation Department's 1964 *Plan for Parks, Boulevards, and Parkways*, have recommended development of an interconnected system of parks and open space in the Northland. This concept was reinforced by a 1979 plan prepared by the American Institute of Architect's Kansas City Regional/Urban Design Assistance Team and by updates to the Parks Plan prepared in 1983 and 1993. *Metro Green*, a 1991 Community Assistance Team Project of the American Society of Landscape Architects, developed a concept for parks and open space in the Northland as part of a regional greenway system serving the entire Kansas City metropolitan area.

The Parks Plan proposes development of a looped parkway system as the major organizing element for open space. Only six of 125 miles of parkways and boulevards proposed for the Northland have been completed or are under construction.

Key Issue: How can land be set aside for parks and open space as the Northland develops?

Open land - rolling hills and wooded valleys - is highly valued by Northlanders for its contribution to the Northland's character. Establishing a system of open space and greenways is essential to maintaining something of that character as the Northland grows. In addition, there is a need for sensitive development that conserves and integrates the best features of the landscape into the pattern of land use.

Design of the Public Realm

Parks and recreational facilities are part of the public landscape, another important component of the pattern of land use and development in the Northland. The physical design of parks, schools, major roadways, and other public facilities helps to define community character as it is perceived by residents and visitors to the Northland. Kansas City has a tradition of extraordinary urban design: the visionary parkway and boulevard system laid out by George Kessler, the graceful neighborhoods developed by J.C. Nichols, and the elegant Country Club Plaza are prime examples. However, this legacy is mostly lacking in the Northland, which as it develops resembles typical suburban communities throughout the United States.

Key Issue: A higher standard of design should be applied to the public environment.

With a few exceptions, the public landscape of the Northland has not been designed to a high standard of quality. An opportunity exists for the public sector to set an example for private development in establishing a higher quality human environment in the Northland. Parkways and boulevards, landscaped arterials, fountains, and works of art are examples of design elements that could reinforce the Northland's visual identity and help tie it to the rest of Kansas City.

C. TRANSPORTATION AND INFRASTRUCTURE

This unimproved east-west roadway is typical of the Northland's existing roadway system.

Transportation

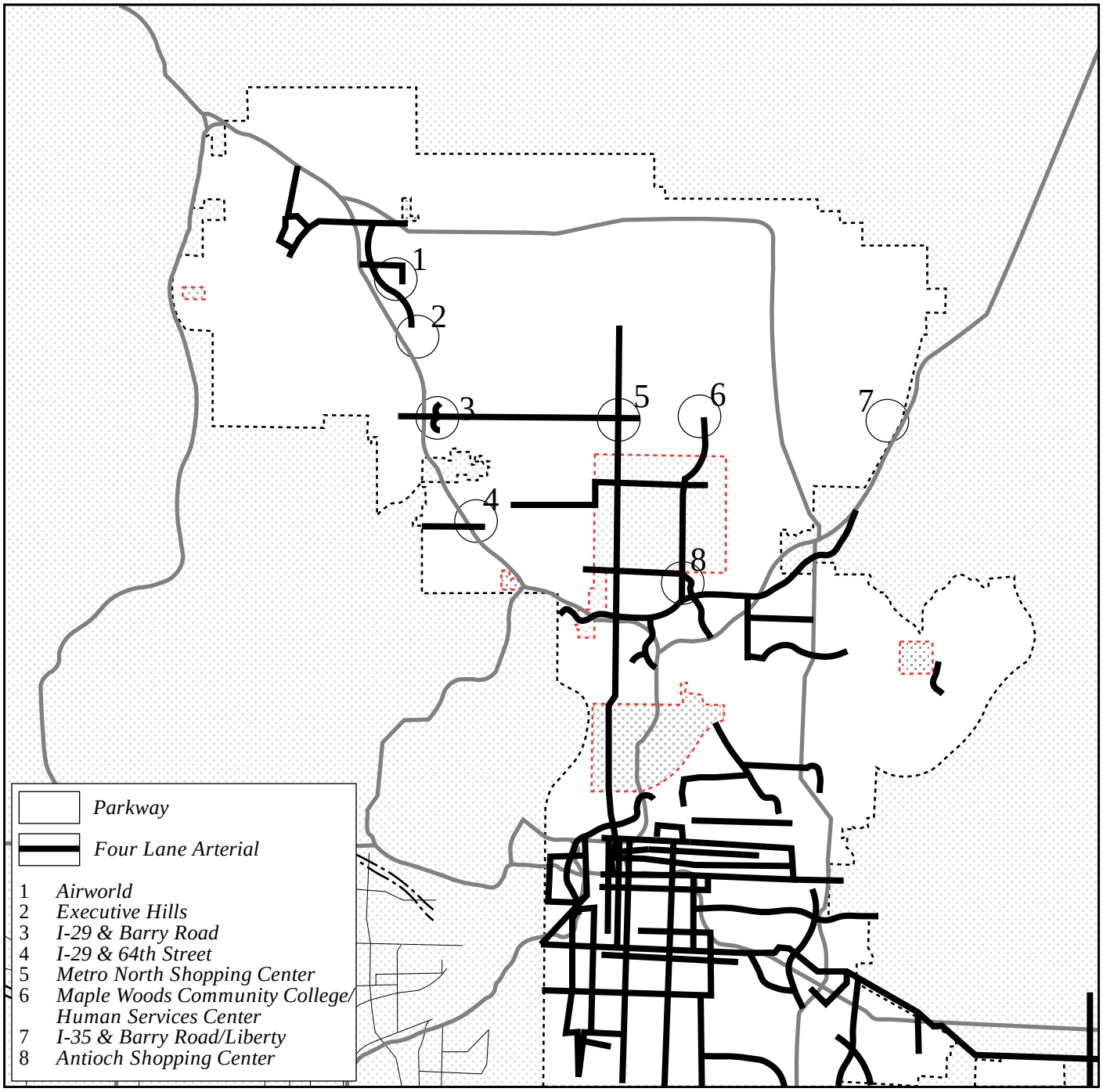
The Northland's roadway system has been shaped by the predominantly rolling terrain dissected by often steeply sloping stream valleys. In contrast to the flatter terrain of Johnson County, which facilitated development of a more complete section line road network prior to urbanization, the north-south grain of the Northland's landscape has hampered the development of east-west roadways. Developing an adequate roadway system that keeps pace with development is key to minimizing congestion and maintaining quality of life as the Northland grows. Specific issues include:

- The limited access freeway system serving the Northland is excellent. However, the diamond design typical of the existing freeway interchanges, often in close proximity to rapidly developing frontage roads, is causing congestion problems in some locations.

- Currently, over 250,000 cars per day cross one of the five bridges over the Missouri River. The Broadway, Heart of America, Paseo, and Chouteau bridges are currently at or above traffic volume design capacities. Because of the lack of signage, it is also difficult to locate bridges to access the Northland from the Urban Core.

- The arterial system is less well developed than the freeway system, in particular lacking east-west connectors. The Northland has only 2.6 miles of arterials per 10,000 residents plus employees, compared to 4.3 arterial miles south of the River (Map 5).

- The Northland lacks a continuous system of north-south and east-west secondary arterials and collector streets in support of primary arterials such as Barry Road. The developing pattern of residential subdivisions intersecting directly with primary arterials creates interruptions in traffic flow, thus causing congestion. The lack of connections between individual developments further contributes to congestion by increasing traffic on arterial roadways.



Map 5.
Disjointed Arterial Network

- Arterials such as North Oak Trafficway, Antioch Road, and Barry Road support or are developing a pattern of strip commercial development with numerous traffic signals, conflict points, and increased congestion. Major shopping centers, such as Metro North, located at freeway to arterial interchanges or arterial to arterial intersections compound this problem by requiring the interchange or intersection to serve both major through and concentrated local traffic.

Commercial development along North Oak Trafficway

- Prior to 1996, Kansas City was the country's largest metropolitan region in compliance with air quality standards set by the Environmental Protection Agency. In the summer of 1996, regional air quality exceeded federal standards for the first time. With the current trend in development patterns in the Northland, vehicle miles traveled will increase and further contribute to air emissions in the Kansas City region.

- The relative lack of public transit service limits mobility for the young, old, and those that cannot afford an automobile. Public transit within Kansas City is provided by the Kansas City Area Transportation Authority (ATA). The ATA has a total of 10 routes serving the Northland. These routes provide a traditional radial or spoke-type design, focusing on the center of Kansas City. East-west service is inadequate. Because of relatively inexpensive parking downtown and low congestion levels, park-and-ride has experienced mixed success in the Northland. Reverse transit commuting to the Northland has also been relatively unsuccessful because there is no distribution service once the transit riders reach their destinations. Even though there are an increased number of service worker jobs in the casinos and other Northland businesses, current density levels are such that transit service is difficult to provide.

68th Street near US-169 is an example of development occurring prior to construction of the road improvements needed to support it. Road projects in developed areas are more expensive due to the need for utility relocations, regrading, etc.

Key Issue: Large sums of money will be required to fund the level of roadway improvements necessary to adequately support existing and new development.

The obvious question is: where will the money come from? The slow pace of implementation of programmed improvements such as M-152 and the City's arterial system underscores the need to identify new funding mechanisms for construction of major roadways.

Key Issue: Few alternatives to automobile use exist for Northland residents.

The Northland is an overwhelmingly automobile-oriented community. Almost all trips are by car; few people have the opportunity to walk or ride bikes to school, a park, or a local store. Public transit provides limited options for Northland residents commuting to the downtown (who must rely on increasingly congested bridge crossings) or for Urban Core residents who wish to commute to jobs in the Northland.

In March 1997, the ATA and Northland Transportation Committee completed the Northland Public Transportation Planning Study. *This study proposes a framework for an enhanced bus and paratransit system to serve the social service, employment/economic development, education, health care, and recreation needs of Northland residents.*

Pedestrian and bicycle travel is difficult in the Northland due to the limited facilities available. There is no formal bicycle system and only some recreational paths. In the early 1990's, Kansas City participated in development of a regional bicycle plan by the Mid-America Regional Council but currently lacks an approved bicycle plan. Current street standards do not safely accommodate the bicyclist as new roads are constructed. Basic pedestrian facilities along arterials and local streets in the Northland are

either totally lacking or are provided as narrow attached sidewalks adjacent to high volume/high speed traffic lanes. Connections between home and transit, schools, or shops are also nonexistent in newer neighborhoods.

Key Issue: The Northland's multi-modal transportation systems are essential to sustain its employment centers.

The airport's location in the vicinity of I-29, I-435, and M-152 is a major economic asset, supporting multi-modal transfer of goods between airplanes and trucks. The convergence of I-435, M-210, M-291, and an extensive rail network provides a similar advantage for Birmingham Bottoms. An improved arterial road network will be needed to support continued economic growth. In addition, rail access would enhance multi-modal operations at the airport.

Public Utilities

The major public utility systems of the Northland - water, sewer, and stormwater drainage - are managed by the City's Water Services Department. Like the roadway system, public sewer and water lines are unevenly developed in the Northland. Although most of the Northland has access to sewer trunk lines and water distribution mains, significant areas remain without service, particularly in undeveloped locations outside of the major growth corridors (Map 6). Moreover, some older neighborhoods lack public sewer or adequate water lines. Currently about 2,300 residences (more than six percent of the households in the Northland) rely on on-site septic systems.

Adequate storm drainage facilities, ranging from storm sewers to channel and floodplain improvements, also need to be provided for established and developing areas. These facilities should be planned so as to complement the roles of natural resources (e.g., stream corridors and floodplain areas) in flood control and water quality attenuation. The stormwater management functions of the Water Services Department include basin planning, flood mapping, control of non-point source runoff, and construction and maintenance of local drainage improvements. Preparation of a storm drainage study is required for each new development, along with measures to accommodate stormwater flows generated by the development. However, some older Northland neighborhoods are served by inadequate storm drainage systems.

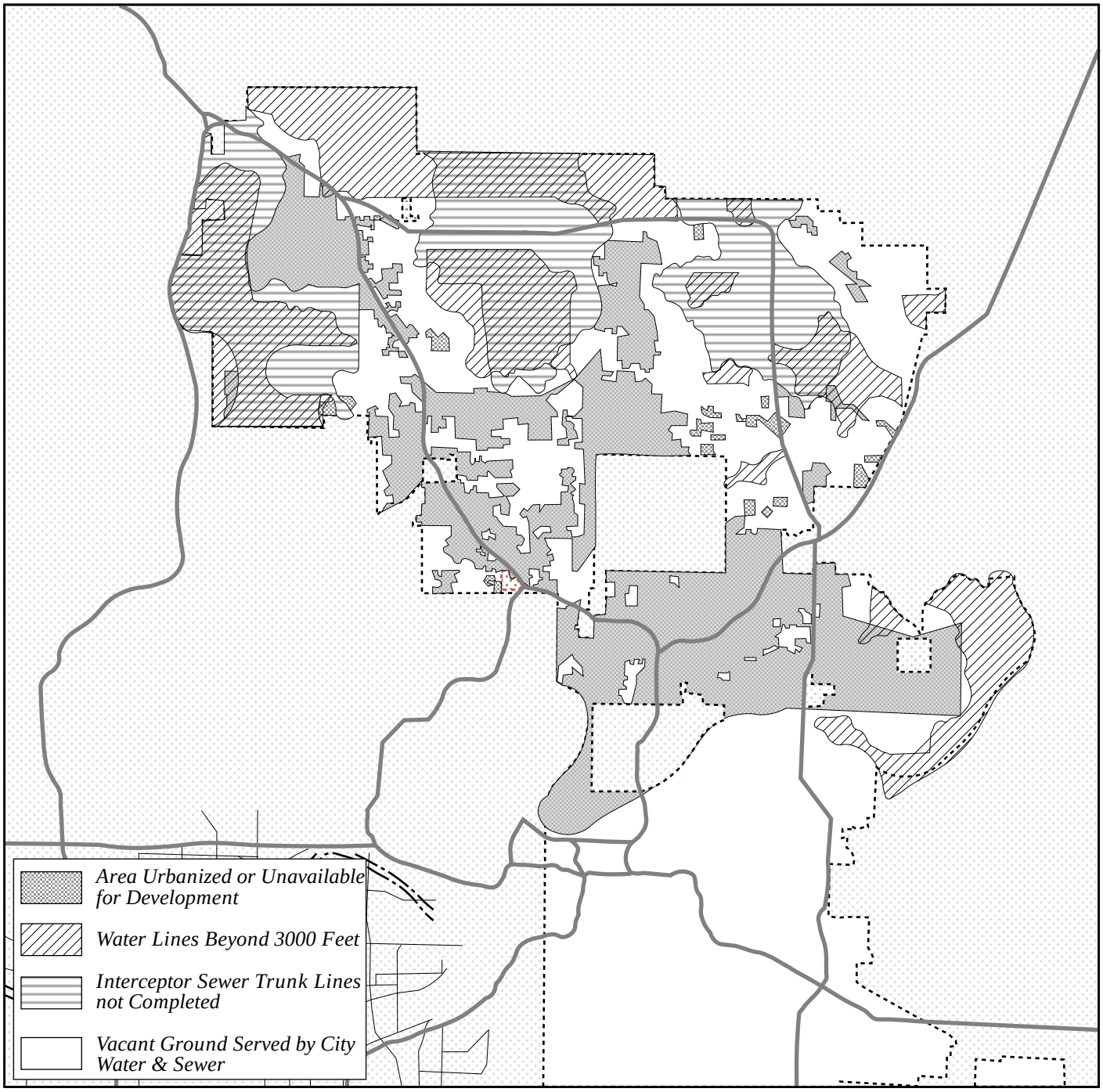
Key Issue: ***To what extent should public infrastructure investment be concentrated in areas of existing versus future development?***

Vacant land in Line Creek Valley

The Northland's incomplete roadway and public utility systems, steep topography, and fragmented ownership have contributed to a piecemeal land use pattern in which large tracts of vacant land exist side-by-side with development in growth corridors like the Line Creek Valley. These areas have significant capacity to absorb projected growth in the Northland for the foreseeable future. Nevertheless, pressure is increasing to extend public infrastructure into undeveloped areas outside of the major growth corridors. This issue is highlighted by: 1) the 1996 Water Bond Election, which approved capital funding to both improve water service for existing development and extend transmission lines into undeveloped areas; and 2) the extension of sewer lines through Hodge Park into undeveloped parts of the Shoal Creek Valley, potentially creating opportunities for "leap frog" development.

Key Issue: ***Funding is needed not only for new infrastructure, but also to maintain and upgrade existing infrastructure in older parts of the Northland.***

Maintenance is needed to ensure that older utility infrastructure continues to function properly, a task that can require expenditures near the levels of those required for new infrastructure. Further, as development occurs in areas served by older infrastructure, substantial upgrading may be necessary. An example is provided by areas currently served by rural water systems which, without increases in capacity, will not be able to provide adequate fire flows to support increased development.



Map 6.
Vacant Ground Compared to Utilities

D. NEIGHBORHOODS AND COMMUNITY IDENTITY

With a few exceptions, existing neighborhoods in the Northland are mostly residential subdivisions that lack the strong sense of identity found south of the Missouri River. In Kansas City south of the River, strong neighborhood identity reinforced by active organizations has been a positive force for change. Existing neighborhood organizations in the Northland include Northland Neighborhoods Inc., a community development corporation, and the Northland Leadership Group (an informal coalition of neighborhood groups).

Newer Northland subdivisions are inwardly focused and lack physical linkages to centers of community activity such as schools, parks, and neighborhood shopping centers (Map 7). Although the Northland as a whole contains activity centers with distinctive character - the downtowns of Liberty, North Kansas City, and Parkville are good examples - these centers are mostly located outside of City boundaries.

Schools and religious institutions are important focuses of community life in the Northland but are generally not associated with specific neighborhoods. Valued for the quality of education they provide, the region's school districts help to attract many families to the Northland. Six different school districts serve the Northland; of these, North Kansas City, Park Hill, and Platte City have schools located within Kansas City municipal boundaries. Seventeen of the schools are situated next to parks, suggesting the potential for concentrating public uses to create centers of community activity.

The Maplewoods Community College and adjacent Northland Human Services Center on Barry Road are significant resources for the Northland community. However, this notable destination is not served by public transit.

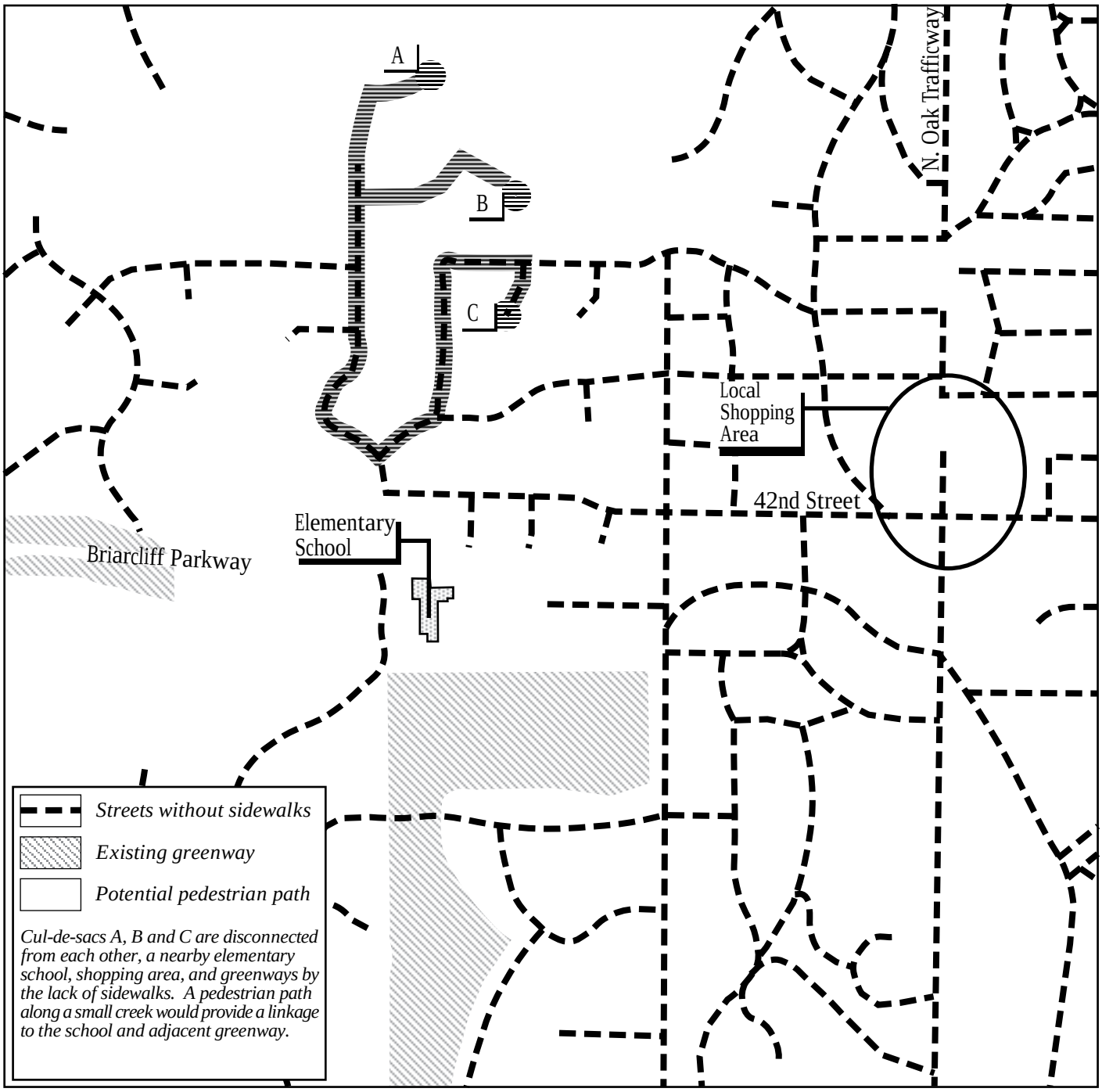
Northland Human Services Center

Key Issue: Public and private investment will be required to maintain the health of the Northland's older neighborhoods.

Many of the Northland's older neighborhoods are characterized by inadequate infrastructure, older housing, and a declining population. Yet these neighborhoods have great potential: the Northland's most complete park and greenway system, carefully planned and implemented in the 1950's, is located between North Kansas City and Gladstone. (This system does, however, need additional recreational facilities.) Significantly, the most active neighborhood organizations have developed in neighborhoods such as Gracemor where specific problems (drainage, need for code enforcement, etc.) have provided the impetus for action.

Key Issue: How can the Northland build a greater sense of neighborhood identity?

Approximately half of Northlanders live in areas developed since 1970. Recently developed suburban areas typically have less cohesive neighborhoods than established cities, and the Northland is no exception to this rule. While it is recognized that one of the Northland's strengths is its tradition of independent living, steps should be taken to foster a greater sense of neighborhood and community identity above the subdivision level.



Map 7.
Old Briarcliff/Claymont Neighborhoods
Lack of Pedestrian Connections

Chapter Two: Aspirations

As described in Chapter One, the Northland has many assets that will serve it well as it continues to grow in the future. Nevertheless, the current pattern of public and private development will not result in the Northland achieving its full potential as a great place to live, work, and play in the Kansas City region. In the worst case scenario, this pattern will result in a future of congestion, deteriorated older neighborhoods, increased costs for public services and infrastructure, and a diminished natural and visual environment.

An alternative future for the Northland is possible, one that can be achieved through proactive efforts by government and private citizens. The aspirations for this future have been crafted in terms of the four framing themes that have guided the planning process.

A. ASPIRATIONS

The Role of the Northland in the Kansas City Region

The Northland plays a dual role in the Kansas City region. It enjoys a unique local identity with a balance of neighborhoods, employment centers, and places for shopping, entertainment, and community activities. The Northland also maintains strong ties to and contributes to the vitality of the Urban Core.

The Missouri River could become a recreational greenway helping tie together Kansas City North and South.

Many of the Northland's residents work, shop, and take advantage of cultural opportunities south of the Missouri River. The Northland's ties to the Urban Core are reinforced by physical connections: landscaped boulevards, an active transit system, and the sharing of a greenway along both banks of the River. The riverfront and other Northland greenways along creeks, parkways, rail rights-of-way, etc. are part of a network of "green corridors" with recreational trails that connect the communities of the Kansas City metropolitan region.

Land Use and Development

The Northland's growth pattern is structured around clearly defined neighborhoods connected to each other and to a hierarchy of centers ranging from local shopping areas to regional commercial and employment hubs. Open space, greenways, and well-designed public facilities provide an organizing framework for development. A diversity of living choices is available to Northland residents, including thriving older neighborhoods and newer developments ranging from quality affordable housing to estate homes. The built environment is attractive and conserves scenic vistas and sensitive natural resources. The key elements of the landscape so revered by Northlanders - rolling topography, wooded stream corridors, and other scenic features - have been preserved within the fabric of development.

The development pattern has been realized by working to achieve a defined standard of quality rather than a particular rate of growth. The public and private sectors have formed partnerships to achieve the desired pattern.

Transportation and Infrastructure

The Northland has a multi-modal transportation system that supports public transit, pedestrians, and bicyclists as well as the automobile. A continuous, interconnected system of freeways, parkways and boulevards, arterials, and collector streets has been developed to serve existing and new development. This system has been financed through a blend of federal, state, county, road district, city, and private developer funds. The system is coordinated with the overall pattern of land use and em-

ployment so as to minimize traffic congestion and is integrally connected to the southern part of Kansas City.

Older neighborhoods have been stabilized by having their needs for basic infrastructure such as public water and sewer met. Logical extensions of existing roads, sewer, and other infrastructure are available to serve contiguous new development as it comes on line. Infrastructure improvements are funded through innovative mechanisms that equitably distribute costs between present and future residents and businesses.

Neighborhoods and Community Identity

The Northland has a strong sense of community with residents who are actively involved in neighborhood issues. Public and private facilities and organizations such as schools, parks, libraries, churches, and local shopping areas are focuses of community activity at the neighborhood level. Streets, sidewalks, and pedestrian/bicycle paths provide linkages within and between residential neighborhoods and community-serving uses.

Pedestrian connection in a Northland neighborhood

B. INITIATIVES AND ACTIONS

A comprehensive series of initiatives and actions are proposed to bring about the desired future for the Northland. Implementing these initiatives and actions will require a coordinated effort and commitment of resources by all levels of City government as well as active partnerships with both public and private sector entities. The following types of actions will be needed:

- Integration of the FOCUS Kansas City and Northland Plan policies into the long-range planning and day-to-day operations of all City departments and political bodies
- Revisions to the City's development regulations
- Investment of City resources in a range of projects, including transportation, infrastructure, parks, and urban design
- Development of new funding sources, plus creative partnerships with other governmental agencies and the private sector to leverage the City's fiscal resources
- Coordination with other governmental entities, including local jurisdictions and state agencies, to achieve the policy objectives for the Northland
- Partnerships with developers to bring about creative new forms of development

To ensure effective implementation, strategic priorities need to be set in order to focus the City's resources on the actions that yield the greatest benefits in terms of achieving the plan aspirations. Appendix A contains additional detail regarding the prioritization of individual transportation improvement projects in the Northland.

The following text organizes the initiatives and actions proposed for the Northland according to the four overriding aspirations for the future:

1. Affirming the Northland's Role in Kansas City and the Region
2. Land Use and Development: Shaping Quality Places to Live, Work, and Play
3. Building a Transportation and Infrastructure System that Works
4. Enhancing Neighborhood and Community Identity

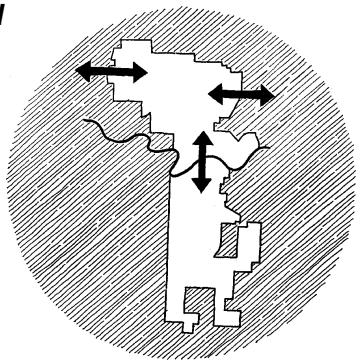
Because these four aspirations are so closely interconnected, there is inevitably some overlap in the initiatives and actions presented for each

one. Where appropriate, cross references are provided between individual actions. For further information regarding many of the proposed initiatives and actions, refer to Chapter IV (Applications).

1. Affirming the Northland's Role in the Kansas City Region

Initiative: Enhance connections between Kansas City, North and South

Kansas City as one community - joined rather than separated by the Missouri River - is a fundamental aspiration of the Northland Plan. To help turn this aspiration into reality, stronger connections should be established across the River. These connections include both physical linkages (e.g., adequate multi-modal crossings of the River and extension of the parkway and boulevard system into the Northland) and enhanced communications and programs to bring together residents of Kansas City, North and South.



Connections

Initiative: Implement the Northland's share of the "Metro Green" system

The Northland's portion of the Kansas City Metropolitan Greenway System (*Metro Green*), proposed by the 1991 Community Assistance Team Project of the American Society of Landscape Architects, Prairie Gateway Chapter, should be implemented through development of a system of greenway trails, parkways, and boulevards. This system will enhance internal connections within the Northland and help link it to the larger region. Bringing the system into reality will require a range of strategies, such as public acquisition, easement programs, and alternative development forms, implemented through coordinated public and private sector action.

Initiative: Promote development of the KCI Airport area and Birmingham Bottoms as employment centers to complement the Urban Core

The KCI Airport area and Birmingham Bottoms are important employment anchors, both for Northland residents and for employees residing in the larger region. Continued development of these areas should be promoted for their contribution to the employment strategies of the Human Investment Plan. Maintaining and supporting high quality job growth in these areas is critical to creating a vital, strong, and healthy local and regional economy, as well as to expanding the employment base of Kansas City. Also, the availability of high quality, well-paying jobs in Northland employment centers supports residential development.

Initiative: Recognize that the gaming industry will continue to have an impact on the Northland and the greater Kansas City area as the industry matures

Public civic opinion on the gaming industry continues to be mixed. Growth in the industry has had both positive and negative impacts. Gaming will continue to be a source of jobs and revenues to local jurisdictions over the short term. Long-term prospects are difficult to predict, however, as the industry has a tendency to be volatile and market share may decrease with additional competition. Other impacts include changes in employment patterns.

Initiative: Provide a range of quality housing choices in the Northland

The Northland has a vital role to play in accommodating quality suburban development in Kansas City. The availability of quality housing should be promoted at all levels, from estate housing to affordably priced homes. The Northland's large tracts of undeveloped land provide a unique opportunity for an innovative new residential "product" - one that offers a mix of housing styles and price ranges within individual developments while conserving open space.

Initiative: Coordinate with other Northland jurisdictions in implementing FOCUS Kansas City and the Northland Plan

Incorporated Kansas City within Clay and Platte Counties is inseparable from the many other jurisdictions (Gladstone, Liberty, North Kansas City, Parkville, etc.) that are also part of a vital subregion within the greater Kansas City metropolitan area. To implement the Northland Plan, Kansas City will need to work closely with the counties and other municipalities on initiatives and actions that span jurisdictional boundaries (e.g., the proposed greenway along the Missouri River).

Actions: Connection

- *Improve bridge capacity through multi-modal physical improvements and an "intelligent transit system" (ITS) (see "Building a Transportation and Infrastructure System that Works")*

- *Improve vehicular circulation from the downtown to the Broad-*

way, Heart of America, and Paseo Bridges to make it easier to drive between the Urban Core and the Northland (e.g., through improved directional signage)

- *Improve transit connections between the Kansas City North and South (see "Building a Transportation and Infrastructure System that Works")*

- *Actively involve Northlanders in the "Kansas City Spirit" program proposed by the Citizen Access and Communication Building Block*

- *Complete and implement the master plan for a shared greenway along both sides of the Missouri River, with path systems, recreational facilities, and bicycle/pedestrian river crossings*

- *In accordance with the Metro Green Plan, develop greenway trails along Line Creek, Shoal Creek, and other major stream corridors in and connecting to the Northland; are proposed by Metro Green, develop the greenway system to be interconnected through parkways and linkages across major drainage divides*

Actions: Economic Development

- *Build coalitions with Clay and Platte County economic development agencies and Chambers of Commerce to support economic development activities in the Northland. Support the needs of small as well as large businesses*

- *With economic development agencies and Chambers of Commerce, market the Northland as an affordable, desirable place to locate businesses and provide quality housing for all types of employees*

- *Work to retain existing businesses in the KCI Airport and Birmingham Bottoms areas, and support the development of complementary and supplier businesses*

- *In accordance with the Human Investment Plan strategies to "prepare the workforce for 21st century careers," take the fol-*

lowing actions to maintain and improve the Northland's workforce:

- *Work with Maplewoods Community College to provide worker training and retraining that meets the needs of existing and anticipated Northland businesses*
- *Work with local school districts and economic development agencies to develop programs providing "school-to-career" readiness in support of a skilled workforce for businesses in the Northland*

- *Establish a system of job-readiness training in FOCUS Centers*

- *Target public infrastructure investment to support economic development projects that provide jobs and expand the City's tax base*

- *Maintain and improve intermodal transportation - air, highway, river, and rail - to support economic activity*

- *Promote "reverse commuter" programs to make it easier for Urban Core residents to work in the Northland*

Actions: Gaming Industry

- *Recognize the impacts of gaming and address the gaming industry in future planning for the Northland*

Actions: Housing

- *Through zoning and other regulatory processes, provide opportunities for construction of a variety of household types in the Northland to shelter an economically and socially diverse population*

- *Work with the private sector to develop low-cost financing programs for the rehabilitation of existing housing stock in the Northland*

- *Target public infrastructure improvements to support established neighborhoods, particularly those with substandard service (see "Building a Transportation and Infrastructure System that Works")*

Actions: Inter-Jurisdictional Coordination

- *As part of the City management structure and financial management strategies recommended by the Governance Plan, develop a process for continuing coordination with Clay County,*

Platte County, and incorporated municipalities such as Gladstone, Liberty, North Kansas City, and Parkville to address issues of common concern, such as:

- *Roadway, greenway, and other projects that connect Kansas City with other jurisdictions*
- *Clay and Platte County's share of funding roadway improvements in Kansas City*
- *New development at the interface between Kansas City and other jurisdictions*

Quality Development

- *Joint promotion of economic development opportunities*

2. Land Use and Development: Shaping Quality Places to Live, Work, and Play

Initiative: Encourage a more compact, interconnected development pattern structured around existing development and defined centers

The current growth pattern in the Northland is one of isolated residential subdivisions and single-use commercial developments, resulting in a fragmented land use pattern that promotes congestion on major roadways. Public investment policies and incentives should be used to encourage infill in developed and developing areas, promote connections between developments, and define higher intensity, mixed use centers as focuses of land use, transportation, and community identity. "Leap frog" into areas that are not adjacent (contiguous) to existing development should be encouraged only for projects that implement specific objectives of the Northland Plan and FOCUS Kansas City, for example: creation of mixed use centers or multi-modal transportation facilities.

Initiative: Enact development standards to encourage "quality" development

The zoning and subdivision regulations should be enhanced to establish

clearer design standards and guidelines for new development. These standards should be designed to produce quality development and a more predictable approval process (as opposed to the case-by-case negotiation typical of the current approach). In addition, they should be linked with incentives for desired forms of development.

Initiative: Improve the development review and approval process to: 1) enhance local awareness and input and 2) create a "user friendly" climate that promotes quality development

Ways should be sought to more fully inform citizens of development proposals in order to make the City and the developer aware of the concerns of local residents. At the same time, City staff should develop a service orientation and seek ways to facilitate development proposals that meet the objectives of FOCUS Kansas City and the Northland Plan.

Initiative: Protect sensitive natural resources such as stream corridors, floodplains, woodlands, and steep slopes

Highly valued by Northlanders, natural resources contribute greatly to the character of the Northland and are critical to environmental functions such as flood control, water quality, and wildlife habitat. There are few remaining pristine hardwood forests, riparian habitats, prairie remnants, and other natural features left in the City. Special emphasis should be placed on maintaining and enhancing these special natural environments. Natural resources should be integrated into the fabric of the Northland as it develops, both at the macro scale (by maintaining a framework of greenway corridors) and at the site level (by encouraging preservation of sensitive resources within individual developments).

Initiative: Implement a comprehensive parks and open space system, structured around parks and recreational facilities; greenways; parkways, boulevards, and other landscaped roadways; and environmentally sensitive resources

Establishment of an interconnected system of parks, greenways, and other open spaces, implemented through coordinated public and private action, will help provide an organizing framework for future development in the Northland. The basic structure for such a system is set by the Parks and Recreation Department's 1993 *Plan for Parks, Recreation, Boulevards, and Greenways* and the 1991 *Metro Green* study.

Initiative: Implement an overall urban design concept establishing

aesthetic standards for public elements such as gateways, major roadways, signage, and public facilities and spaces.

The 1992 study, *A City Plan for Urban Design*, establishes an urban design concept for Kansas City as a whole. Application of this concept to the Northland should focus on reinforcing its identity as a unique part of Kansas City and on setting a standard of quality in design of the public realm for private development to follow.

Actions: Development Pattern

- *Provide fiscal and regulatory incentives to: 1) encourage re-investment in older, established neighborhoods (e.g., the First Annexation) and 2) promote infill and contiguous development*

- *Develop and implement a cluster/open space development option to help promote more efficient public infrastructure and services and preserve sensitive resources as open space*

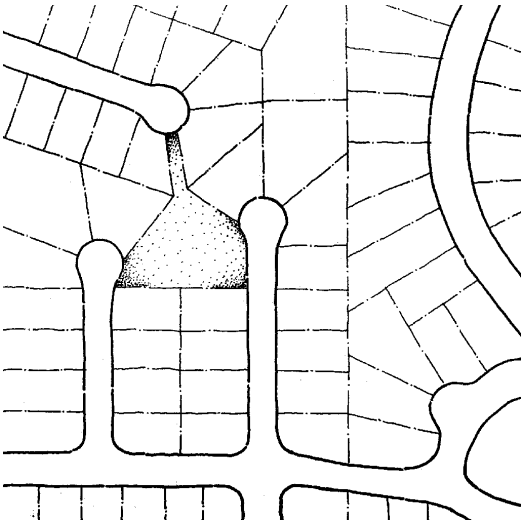
- *Identify locations for multi-modal, mixed use centers and implement regulatory mechanisms and incentives to encourage their development*

- *Through the area planning process, revise the Northland Plan's Future Land Use Plan to reflect a compact development pattern (i.e., higher density centers surrounded by lower density development in contrast to the "strip development" pattern typical of suburban areas). Ensure that future rezonings conform with the Future Land Use Plan*

- *Evaluate current zoning for conformance with the revised area plans. Consider rezoning where necessary to bring properties into conformance, combined with "sunsetting" provisions that phase the new zoning in over time*

- *Make future developments subject to sunsetting provisions that require a new review and approval process if an approved development is not implemented within a*

"Live-end" Street Concept: These three cul-de-sacs in a King County, Washington subdivision are connected by a wooded triangle that facilitates pedestrian access and increased social interaction among neighbors.
(Source: Mark Childs, Planning Magazine,



May 1996)

certain time period

Actions: Development Standards

- *Adopt design standards for new development in the zoning/ subdivision regulations, together with a new site plan review process*

- *Provide flexibility in the application of engineering standards for subdivision roads and other site improvements where necessary to preserve natural topography and vegetation in the siting of new developments*

The Northland's natural and scenic resources should be inventoried.

Actions: Development Process

- *Make the public decision-making process more accessible to citizens, especially as it relates to development issues*

- *Work to improve management of development by the City Planning & Development Department through an enhanced service orientation, establishment of mechanisms to improve and streamline the development review and approval process, and improved enforcement*

Actions: Natural Resources

- *Implement regulatory mechanisms and incentives to minimize impacts by development on environmentally sensitive resources, such as floodplains, stream corridors, steep slope areas, woodlands, scenic views, and historic sites*

- *Complete a comprehensive inventory of significant natural, scenic, historic, and archaeological resources in the Northland. This inventory will be used as the basis for a land conservation program to protect identified resources and provide a framework for open space dedication*

Actions: Parks and Open Space

- *Using the 1993 Plan for Parks, Recreation, Boulevards, and Greenways as a starting point, work with the Parks and Recreation Department to identify and prioritize park and open space acquisition projects*

- *Work with adjacent jurisdictions to develop an interconnected greenway system (see "Affirming the Northland's Role in Kansas City and the Region")*

- *Improve development regulations to encourage private dedication of land that contributes to the overall parks and open*

space system, including incentives for cluster development and improvement to the parkland dedication requirement for subdivision platting

- *Develop a coordinated, public/private strategy to fund acquisition and development of the parks and open space system, including parkways*

- *Work with the Landmarks Historic Trust Corporation to use the conservation easement program to promote open space preservation by private landowners*

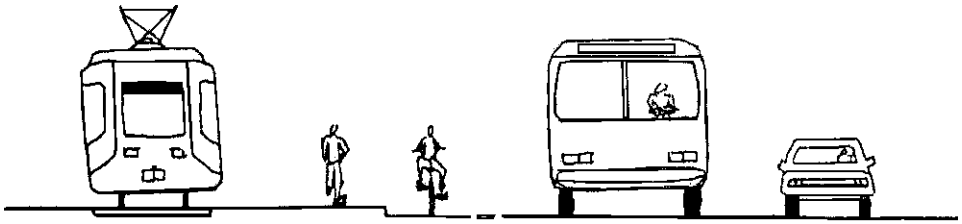
Actions: Public Urban Design

- *Develop important roadways leading to the Northland (Missouri River approaches and bridge crossings, the airport entrance drive) as "gateway entrances" with special design improvements*

- *Develop and implement aesthetic standards for roadways, bridges, government buildings, other public improvement projects, and private projects in the public view. Develop, implement, and enforce maintenance standards to ensure continued project integrity*

- *Communicate Kansas City's concerns regarding the aesthetic impact of federal/state highway projects to the Missouri De-*

partment of Transportation and work to achieve a higher degree of quality in state highway improvements in the Northland



Multi-Modal Transportation

- *Building on the examples of the Northland Fountain and Children's Fountain, seek opportunities to establish distinctive, accessible landmarks that contribute to the Northland's identity*

- *Develop a coordinated, attractive, informational and directional signage system throughout the Northland*

3. Building a Transportation and Infrastructure System that Works

Initiative: Implement a complete vehicular movement system, with an emphasis on serving existing developed/developing areas in the Northland

The Northland generally has excellent freeways but lacks a complete system of arterial roadways and collector streets. Major priorities include development of: 1) a complete system of primary (four-lane) arterials, particularly to accommodate east-west movement; and 2) a supporting network of secondary (two-lane) arterials and collector streets, to facilitate local traffic and permit diversion of local trips from the freeways and primary arterials. Because of limited funds, improvements should be targeted primarily to serve developed and developing rather than future development areas.

Access control is and will continue to be a major issue in the Northland. There needs to be a balance between providing traffic flow along the street system with adequate access to development. Arterial access should be at logical one-half mile spacing between signals to permit traffic

progression and continuous flow.

Initiative: Provide choice through multi-modal transportation in the Northland

A transportation system incorporating all modes of travel should be provided for the Northland: pedestrian, bicycling, transit, air, train, and automobile.

Transit: In accordance with the *Northland Public Transportation Planning Study*, enhanced transit service should be provided to increase mobility to jobs, health care, and meet other travel needs for residents who do not drive. Intensification of multiple activity centers as focal points would assist in the development of an overall transit system. Transit service south of the river needs to be cost competitive with automobile and parking costs.

Pedestrian/Bicycles: The Mid-America Regional Council has recently completed a plan for major bikeways in the Northland and the region as a whole. Implementation of this plan, supplemented by a secondary system of bike facilities along parkways, boulevards, and local streets, will result in an effective bikeway system in the Northland. Street standards should be updated to accommodate the bicyclist as new roads are constructed. Some existing roads could be re-striped. Retrofitting other streets and arterials will need to occur over time as roads are improved and resurfaced. Detached sidewalks along arterials and local streets in the Northland need to be provided as connections from homes and neighborhoods to transit, schools, or shopping areas.

Only 6 of 125 miles of parkways and boulevards planned for the Northland have been constructed to date.

Initiative: Complete the parkway and boulevard plan as part of the Northland vehicular movement system

South of the Missouri River, the system of parkways and boulevards is part of the basic framework for movement and contributes greatly to the

City's character. Although a similar system has been planned for the Northland for many years, only six of 125 miles of proposed parkways and boulevards have been implemented to date. The parkway and boulevard system proposed for the Northland should be completed and linked to the larger Kansas City network.

Initiative: Provide adequate multi-modal crossings to connect Kansas City, North and South

The capacity of the Missouri River bridges should be increased, including multi-modal options such as extending light rail or express bus service across the River. Adding bike lanes would also help reduce peak-hour traffic loads and lessen congestion on the bridges.

Initiative: Establish land use policies, regulations, and incentives that encourage compact development patterns and higher density centers accommodating alternative travel modes in order to reduce dependence on private vehicles

By promoting centralized destinations and providing travel choices, the City can empower citizens to select alternative modes that conserve energy and reduce air pollution from private vehicles reliant on fossil fuel. Well designed centers with travel options allow citizens to make reasonable tradeoffs between the convenience of different modes and their costs in terms of time and money. Policies and incentives that reduce vehicular traffic will help maximize the efficiency of public investment in a more complete arterial street system to serve vehicles, pedestrians, and bicycles. Policies that would positively affect the reduction of vehicular traffic include:

- Encouraging compact development patterns and mixed use centers
- Providing convenient public transit facilities
- Requiring pedestrian and bicycle friendly design with special attention to safety
- Constructing roadways that accommodate alternative modes and shorter travel distances through infill or logical extensions of existing development

Initiative: Preserve and expand existing infrastructure to maximize the value of the investment

Striking a balance between construction of new and maintenance of existing utility systems is important to maximize the value of utility investments. Intrinsic to any infrastructure system is the ongoing need to maintain old or outdated systems. Existing, inadequate public utilities

in the Northland, including sewer, water, and stormwater drainage facilities, need to be upgraded to appropriate standards.

Initiative: Concentrate utility capital investments in areas that are currently or easily served by existing utilities

Upgrading of utility systems serving existing development that have inadequate capacity or are not in compliance with codes is to be the first priority. The priority for provision of new infrastructure capacity should be areas of infill development or areas adjacent to existing development. The goal should be to provide utilities concurrent with contiguous new development. Investment of City funds should be avoided where development is remote from existing capacity, unless there is significant developer financing or significant public benefit.

Initiative: Broaden and enhance stormwater management

A comprehensive strategy for managing stormwater generated by development in the Northland is needed. This strategy should encourage environmentally sound management practices, based upon planning for the major drainage basins within the Northland. Stormwater detention and conveyance facilities should enhance the natural environment and be integrated with recreational facilities, to the extent possible. Stormwater facilities provided by developers should reinforce those constructed by the City, with stormwater detained or retained at upstream locations.

Initiative: Plan and construct infrastructure systems to harmonize with natural systems

Roadways, stormwater management facilities, and other infrastructure systems should be planned to respect topography and other natural resources in the Northland. A system of greenways, including the floodplains of the Missouri River and other significant waterways, should be preserved for their role in flood control and maintenance of environmental quality.

Initiative: Integrate water quality enhancement and the preservation of natural habitats

Existing natural areas in the Northland should be preserved to the greatest extent possible for the multiple environmental benefits they provide, including their role in water quality enhancement and flood control. Wetlands and riparian habitats should be maintained as part of the pattern of new development and integrated into greenway, open space, and wildlife habitat planning. Wetlands can also be constructed and maintained to enhance water quality.

Actions: Transportation

- *Through the area planning process, supplement the Major Street Plan by identifying secondary and collector streets that parallel primary and freeway facilities*
- *Prioritize needed capital projects for implementation by the public and/or private sector, e.g.:*
  - *Arterials*
  - *Secondary streets*
  - *Interchange improvements*
  - *Parkways and boulevards*
  - *Bridge crossings*
  - *Bicycle/pedestrian paths connecting neighborhoods to schools*
  - *Transit/HOV lanes*
  - *Light rail*

- *Develop and implement a program to 1) upgrade streets that are unsafe to current standards and 2) address the general maintenance of the Northland's circulation infrastructure*

- *In accordance with the financial management strategies recommended by the Governance Plan, identify fiscal mechanisms and incentives to fund maintenance and capital improvement projects. The funding system should identify criteria for determining the public and private share of the cost of major roadway and parkway projects, as well as long-term maintenance, as proposed by the Community Infrastructure Committee.*

- *Implement an "intelligent transportation system" (ITS) to maximize capacity of the freeway and arterial street system and to alleviate congestion on bridge crossings of the Missouri River*

- *Establish street standards for items such as access control, spacing of signalized intersections, pedestrian safety, and design of bikeways*

- *Inventory the existing street system to identify "bicycle friendly" routes and those that can be inexpensively made so*

- *Develop access control plans for major existing and emerging corridors*

- *Develop policies or regulations that require protection of the*

designated rights-of-way of arterials, boulevards, and parkways

- *Modify the City's subdivision regulations and design standards to incorporate transit and pedestrian friendly design, adapted to local topographic conditions, with appropriate street cross sections, lot orientation, and width of sidewalks*

- *Increase density permitted within 1/4 mile of transit stops in multi-modal centers and reduce required/permitted parking to promote transit ridership*

- *Expand the Traffic Impact Analysis required as part of development review to 1) more carefully consider traffic impacts on existing development and required mitigation and 2) address all travel modes and connectivity to adjacent neighborhoods*

- *Work with ATA to increase the coverage area, frequency, and service hours of bus service to employment centers and other destinations in the Northland. Coordinate service with existing "feeder" providers and establish additional feeder routes as necessary*

- *Extend Light Rail north of the Missouri River as soon as possible and provide regional and collector bus service, including park-and-ride, for the Northland. Secure a dedicated transit corridor to the KCI Airport to accommodate light rail or other form of technology over the long term*

- *Implement the KCI Airport Master Plan completed in 1995, including recommendations regarding compatible land use and zoning*

Actions: Utility Infrastructure

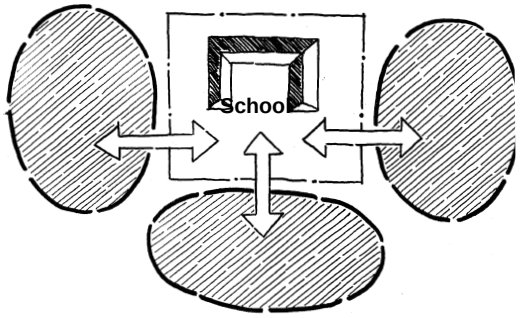
- *Implement a system for prioritizing public sector utility projects (e.g., the water improvements bond passed in August 1996) and those private-sector projects for which there is public sector involvement. This system should favor providing sewer and other utilities to inadequately served areas of existing development over extensions to undeveloped areas.*

- *Develop policies that encourage infill development in areas which are largely developed, through preferential allocation of the public and private shares of infrastructure costs*

- *Work to connect all properties served by on-site septic system to public sewer through programs such as low-cost financing and the formation of improvement districts to provide sewer collection facilities for areas served by septic systems*

- *Strengthen subdivision regulations to better protect natural drainage systems, floodplains, and associated open space areas (see "Land Use and Development: Developing Quality Places to Live, Work, and Play")*

- *Supplement existing enterprise funding mechanisms for water, wastewater, and stormwater, to increase their effectiveness in providing for necessary utility extensions and maintenance. The allocation of costs in a way affordable to homeowners, regardless of income, should be a primary objective. The provision of adequate funding to support the construction and maintenance of stormwater facilities is a particular concern.*



Neighborhood Identity

- *Evaluate future development proposals from the standpoint of maximizing the use of existing utility infrastructure*

- *Encourage the completion of basin-wide stormwater management plans for all Northland watersheds by the Water Services Department. Multi-jurisdictional agreements should be completed, as necessary, to allow basin-wide planning.*

- *Through revisions to storm drainage design criteria and subdivision regulations, encourage the use of new site drainage technologies and designs that minimize stormwater runoff. Porous surface materials should be used and impervious surfaces should be minimized.*

4. Enhancing Neighborhood and Community Identity

Initiative: Promote neighborhood identity in the Northland

With some exceptions, particularly in the older First Annexation area, the Northland lacks the strong sense of neighborhood identity typical of Kansas City south of the River. Actions should be taken to strengthen Northland neighborhoods, through targeted physical improvements, by

supporting neighborhood-serving institutions, and by encouraging grassroots efforts to address neighborhood issues.

Initiative: Develop public-serving facilities such as schools, parks, and libraries as centers of community activity

Public-serving facilities can be important focuses of neighborhood and community identity. The role of existing public facilities as centers of community activity should be reinforced and physical linkages established to adjacent neighborhoods. Future facilities should be located together and made accessible to neighborhoods to provide community activity centers and opportunities for the sharing of facilities.

Actions: Neighborhood and Community Identity

- *Participate in city wide initiatives to support neighborhoods, such as the Clearinghouse for Neighborhood Information*

- *Implement the neighborhood improvement process proposed by the Neighborhood Prototypes Plan, to provide Northland neighborhoods with a grassroots vehicle for addressing local problems and issues*

- *Identify appropriate candidates for FOCUS Centers and work with service providers to improve programmatic and physical connections to surrounding neighborhoods. These should include both an expanded center or centers (e.g., the Northland Human Services Center and adjacent Maplewoods Community College) and neighborhood-based centers oriented towards community facilities such as schools.*

- *Implement public/private partnerships to establish neighborhood centers in developing parts of the Northland, for example though incentives for community-serving facilities such as day care centers, parks, and local retail in new developments*

- *Develop bicycle/pedestrian connections to link neighborhoods to each other and to schools, neighborhood retail, and other community-serving facilities. This action should be implemented both through the design of new developments and by "retrofitting" existing neighborhoods.*

- *Target public maintenance and improvement projects to address drainage, sewage, and other infrastructure problems in neighborhoods in need of stabilization (see "Building a Transportation and Infrastructure System that Works")*

- *Provide effective code enforcement in conservation and stabilization neighborhoods*

- *In accordance with the neighborhood livability strategy recommended by the Neighborhood Prototype Plan, identify design standards that can be applied at the neighborhood level to maintain and enhance local identity and the quality of the physical environment.*

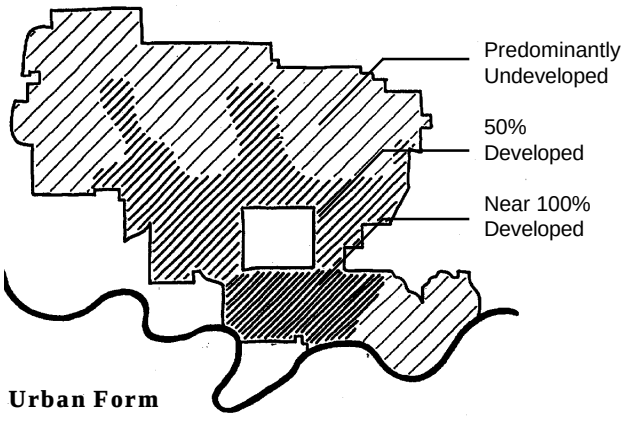
Chapter Three: Applications

Chapter Two presents the aspirations for the future of the Northland and a series of initiatives and actions proposed to be taken by the City and its partners to turn those aspirations into reality. This chapter elaborates upon and provides additional detail regarding the application of specific initiatives and actions identified in Chapter Two to the Northland. This information is presented in the context of a conceptual framework consisting of four general elements:

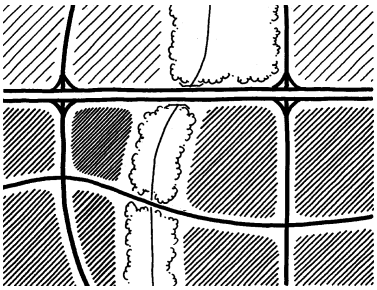
- Future Urban Form
- Urban Structure
- Physical Pattern
- Development Standards

Future Urban Form

Simply stated, this element means: "What will the Northland look like when it grows up?" In other words, what should the overall form of development in the Northland be?



Urban Form



Urban Structure

This element consists of the physical network of roads, utilities, parks and greenways, and other public facilities within the Northland. These public capital investments can be used to:

- Support the future pattern of urban form
- Physically define and reinforce neighborhoods
- Establish an urban design aesthetic

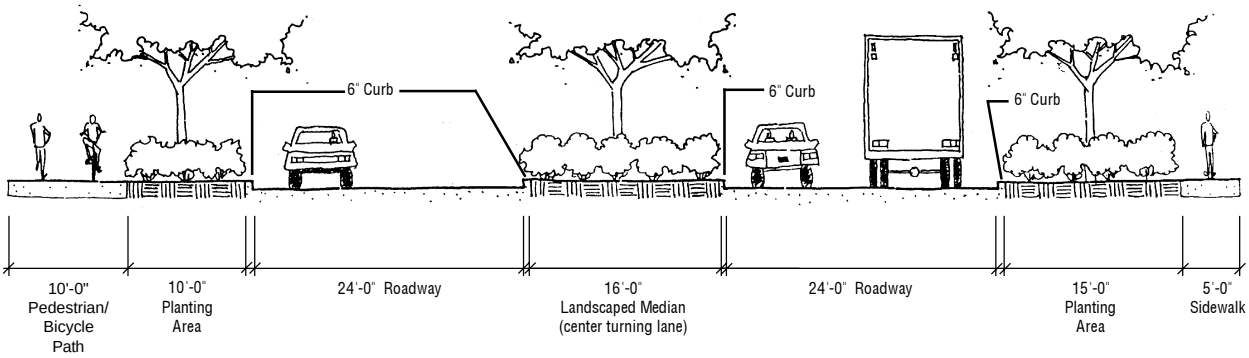
Physical Pattern

This element refers to the policies, incentives, and regulatory mechanisms that can be established to promote a pattern of private development that is consistent with the desired future urban form, for example:

- Policies and incentives regarding the share of costs for major infrastructure improvements borne by new development
- Zoning standards for use, density, and intensity
- Incentives encouraging certain forms of development (e.g., centers, affordable housing, or clustering to preserve open space)

Development Standards

A major theme of the Northland Plan is the need for a higher standard of quality for both private and public development. Quality development can be encouraged through standards and design guidelines that influence the way development occurs on a site-by-site basis.



Example of Development Standard: Boulevard with bicycle/pedestrian path on one side

A. FUTURE URBAN FORM

It is proposed that the future urban form of the Northland be organized around several key components. These components are:

- Current Urban Form
- Natural Resources, Parks, and Greenways
- Centers

Current Urban Form

The current urban form of the Northland can be characterized as consisting of four areas with generally similar development characteristics (Map 8). These areas are:

- ***Older Urbanized Area:*** The oldest developed part of the Northland (e.g., the First Annexation). This area consists of established neighborhoods with relatively little undeveloped land.
- ***Urbanizing Area:*** The major growth corridors within the Northland (e.g., the Line Creek Valley and the North Oak Corridor). This area contains a mixture of established development, more recent development, and undeveloped land.
- ***Undeveloped Area:*** Predominantly undeveloped, unplatted land, with a high proportion of agricultural use (e.g., most of the area north of I-435 and west of US-169)
- ***Employment Area:*** An area developed for non-residential uses that are focuses of business and employment (e.g., the I-29/KCI Airport corridor and existing industry in the Birmingham Bottoms)

KCI Airport Employment Area

These areas largely define the existing character of the Northland and will exert a strong influence over its growth and development into the foreseeable future. The area boundaries are not fixed, but will evolve over time as, for example, parts of the urbanizing area mature and development extends outward into the presently undeveloped area. The Northland Plan proposes that current urban form be used as an organizing principle in the application of City policies regarding future growth, for example:

- Setting of priorities for public investment in infrastructure improvements (e.g., roads, water, and sewer) to serve existing or contiguous rather than noncontiguous development
- Use of fiscal or regulatory incentives to encourage infill development

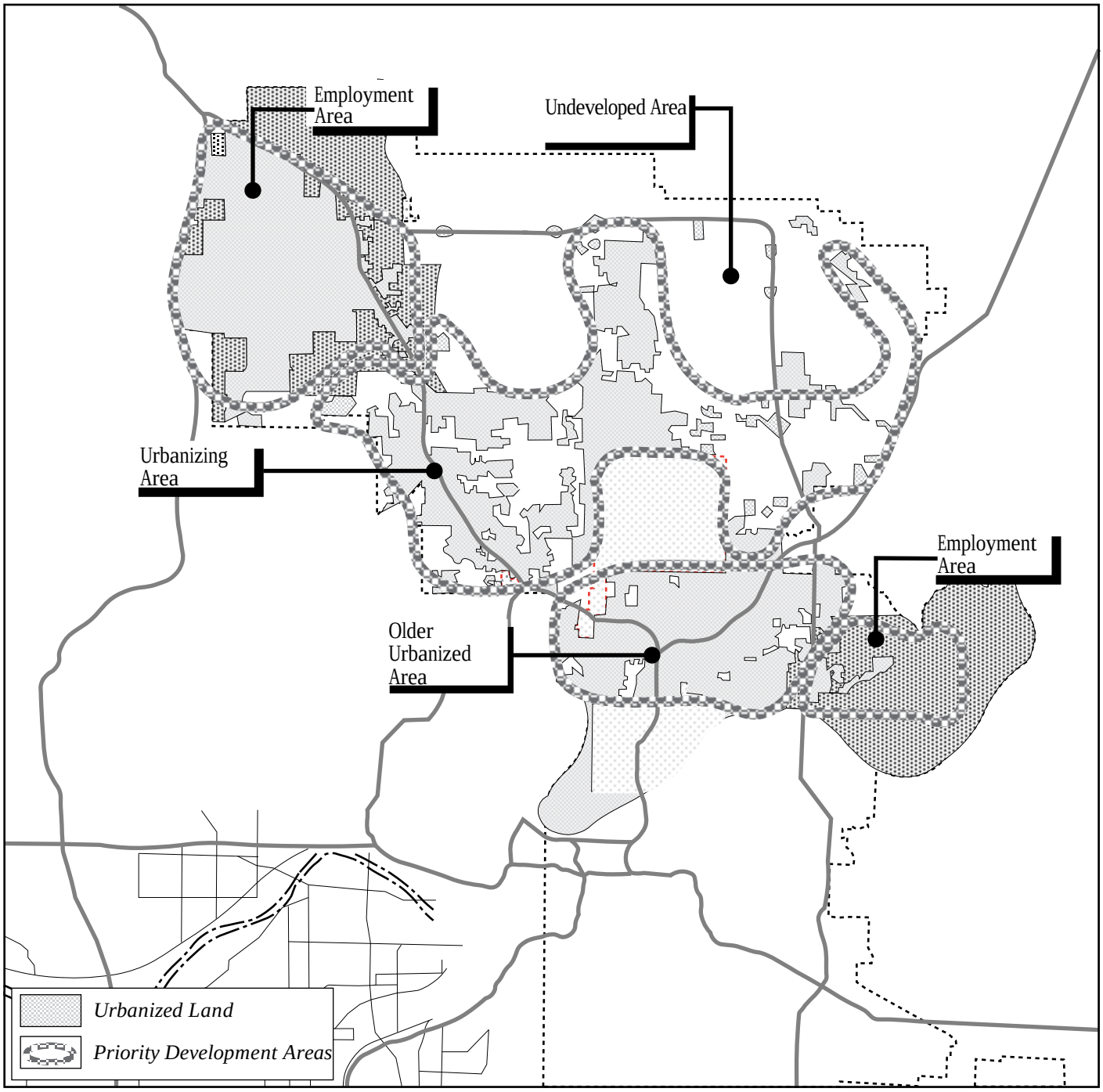
Large expanses of the Northland remain in agricultural use.

Natural Resources, Parks, and Open Space

The Northland's abundant natural resources - its wooded streams, steep topography, and expansive open spaces - contribute greatly to its character and desirability as a place to live while performing important environmental functions, such as flood control. These resources tend to be concentrated along the Northland's stream corridors. Nevertheless, upland areas, including scenic vistas across rolling, rural landscapes, have value as well.

Closely related to the Northland's natural resources is its system of parks and greenways, proposed for significant expansion by the 1991 Plan for a Kansas City Metropolitan Greenway System (*Metro Green*) and the 1993 *Plan for Parks, Recreation, Boulevards, and Greenways*. A well-developed system of parks and greenways yields multiple benefits, including:

- ***Recreation:*** Provides opportunities for walking, biking, and other leisure and recreational opportunities, thus contributing to the health of the community as a whole
- ***Aesthetic Preservation:*** Helps to conserve the visual quality of the landscape
- ***Preservation of Natural Resources:*** Sustains natural diversity and healthy ecosystems
- ***Education:*** Provides opportunities to learn about the natural environment, thus instilling natural values in future generations
- ***Organization:*** Helps to structure the pattern of private development and public facilities
- ***Flood Control:*** Through regional stormwater detention basins, eliminates the need for individual detention ponds and provides recreational opportunities associated with multi-purpose lakes
- ***Pollution Attenuation:*** Maintains the quality of natural watercourses
- ***Cost Savings:*** Reduces the need for expensive infrastructure improvements to address drainage and water quality problems



Map 8.
Northland Urban Form

- ***Connection:*** Links together existing and new amenities and facilities, and unites communities and municipalities
- ***Transportation:*** Provides routes for alternative modes of movement such as walking and biking, thus easing traffic congestion
- ***Tourism:*** Preserves the natural, cultural, and historic resources that draw visitors to a region
- ***Economic Development:*** Increases property values and provides an amenity attractive to prospective businesses
- ***Social Life:*** Creates opportunities for people to interact and develop a sense of community

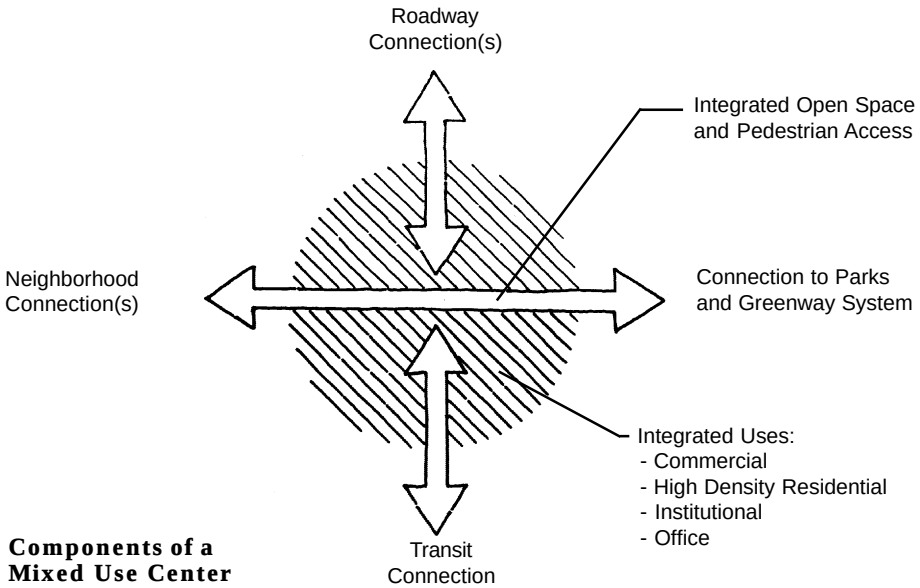
Natural resources, parks, and greenways are proposed as the second key component around which the future urban form of the Northland will be structured (Map 9). This will be accomplished by establishing an interconnected network of stream corridors, parks and open spaces, and greenway corridors as the basic framework within which development occurs. Realization of this concept will be dependent upon: 1) aggressive implementation of *Metro Green* and the *Plan for Parks, Recreation, Boulevards, and Greenways;* and 2) preservation of stream corridors and other open space areas in individual developments through use of clustering and other innovative development options. A comprehensive inventory of key natural and visual resources should be conducted to help further define the desired form of the Northland's future open space system.

Implementing a continuous network of parks and greenways within the Northland as part of a regional *Metro Green* system will require a multi-jurisdictional response. Open space acquisition and development should be financed through a combination of public and private funds. Public financing mechanisms that could be pursued in the context of the financial management strategies recommended by the Governance Plan include, among others, revenue or general obligation bonds and special benefit districts. Additional work is needed to identify the form of public financing that makes sense for Kansas City and the region. Private donations have traditionally been an important source of revenue for park acquisition and development in Kansas City and should continue to play an important role, perhaps through a coordinated public/private partnership. In many communities, private land conservation trusts have been formed to work with landowners to protect key holdings, either through outright acquisition or through the dedication of conservation easements to protect the land as open space.

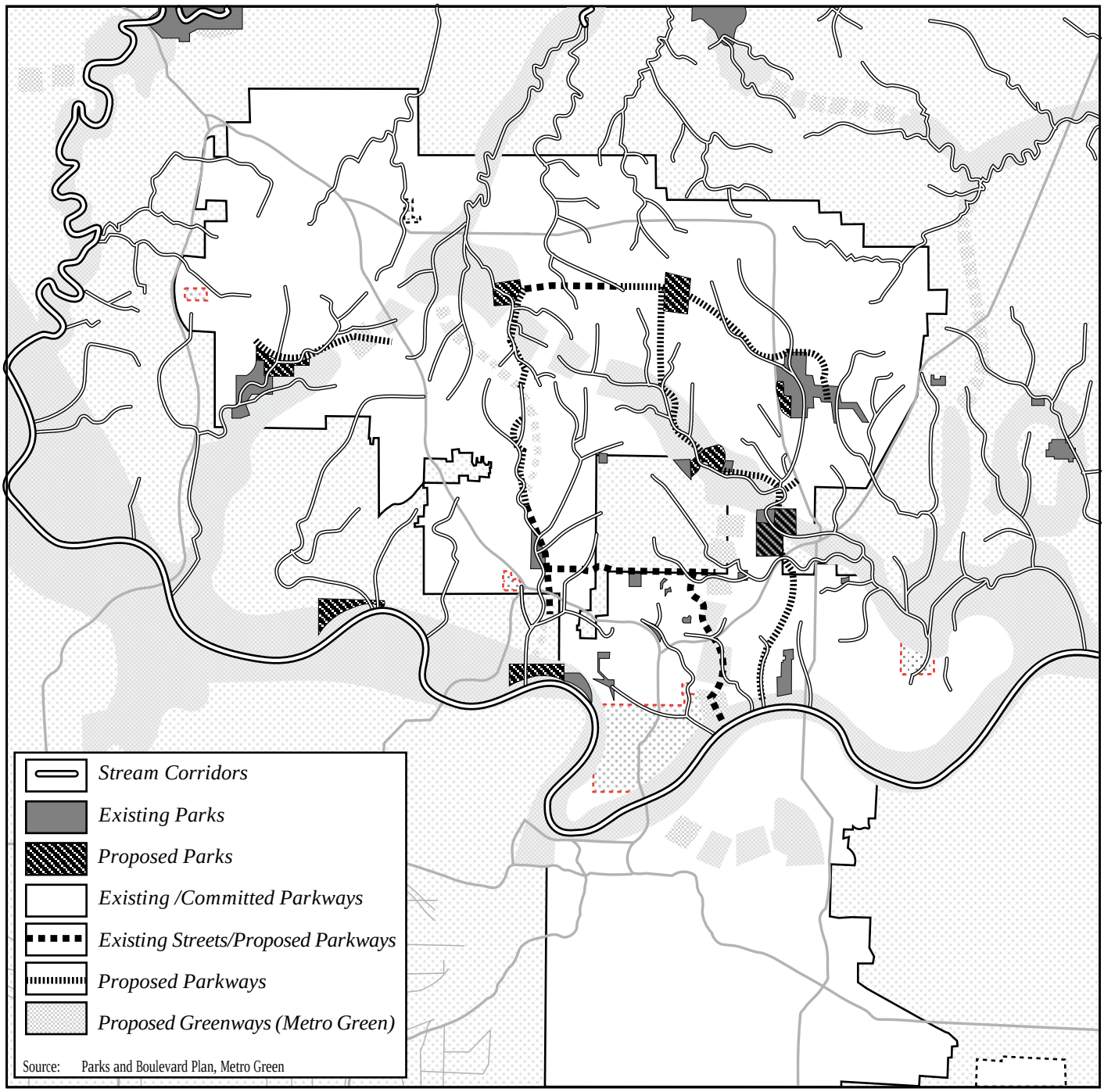
Centers

Current growth trends in the Northland are resulting in a land-consumptive, undifferentiated pattern of single-use, residential and commercial developments typical of suburban areas throughout the country. As an alternative to the current trend, future development in the Northland should be structured around a hierarchy of defined centers. The benefits of this policy include:

- The more compact development pattern promoted by centers can be less costly and more efficient to serve with public infrastructure and services than commercial and residential sprawl.
- Focusing commercial development in nodes rather than in linear strips reduces curb cuts and congestion along arterial roadways.
- Centers can provide the "critical mass" needed to make transit options viable.
- Centers can lead to a reduction in dependence on private vehicles for travel by: 1) bringing home, work, and shopping into closer proximity through mixing of uses and 2) providing opportunities for pedestrian/bicycle linkages to surrounding residential areas.
- Centers can be a source of community and neighborhood identity.



Components of a Mixed Use Center



Map 9.
Stream Corridors, Parks, and Greenways

Two general types of centers are proposed: Mixed Use and Transportation.[1] Potential Northland locations for these types of centers are shown on Map 10.

Mixed Use Centers are higher intensity nodes of development and activity for the surrounding area. In addition to commercial and residential development, they should incorporate community-serving facilities such as recreational centers and playgrounds, meeting spaces, and transit connections. Pedestrian and bicycle facilities should be provided that connect to adjacent neighborhoods and to the larger network of bike paths, greenways, and open spaces.

Mixed Use Centers are divided into Regional, Community, and Neighborhood categories depending upon their size and intensity of development:

- ***Mixed Use Centers (Regional)*** are primary concentrations of commercial development and other land uses serving an entire region. These centers typically include major land use attractions such as hotels, regional shopping, residential densities greater than 20 dwelling units an acre, cultural facilities, major office developments, hospitals, and colleges/universities.

  One existing regional mixed use center - Metro North at the intersection of US 169 and Barry Road - has been identified in the Northland. (It should be noted that this development is an automobile-oriented, single-use shopping mall that does not include all the facets of a fully functioning regional center.) Kansas City's Urban Core also functions as a regional center for the Northland.

Metro North is an automobile-oriented regional center.

[1] The concept of centers as a determinant of future urban form in the Northland is separate and distinct from the concept of FOCUS Centers, one of the twelve FOCUS Building Blocks. FOCUS Centers are neighborhood-based facilities that provide a range of services to residents. FOCUS Centers are divided into Basic and Expanded Centers:

- *Basic Centers* will offer a standard bundle of services for the surrounding neighborhood, such as a safe community gathering place, local activity programs, an information center with printed and electronic materials, and computerized access to City services. In the Northland, basic FOCUS Centers will be located through the neighborhood and area planning process. Wherever possible, they should be located in an existing or proposed mixed use (neighborhood or community) center to reinforce the community-serving function of these centers.

- *Expanded Centers* will offer a broader range of services for the Northland community, such as career training and a "one-stop" human services center. Maplewoods Community College/the Northland Human Services Center has been identified as an ideal location for an Expanded FOCUS Center in the Northland.

- ***Mixed Use Centers (Community)*** are subregional nodes of commercial and other community-serving activities. Less intense than regional centers, these centers typically include community or regional shopping, densities greater than 14 dwelling units an acre, cultural facilities, medical and professional offices, and financial institutions.

Antioch Center

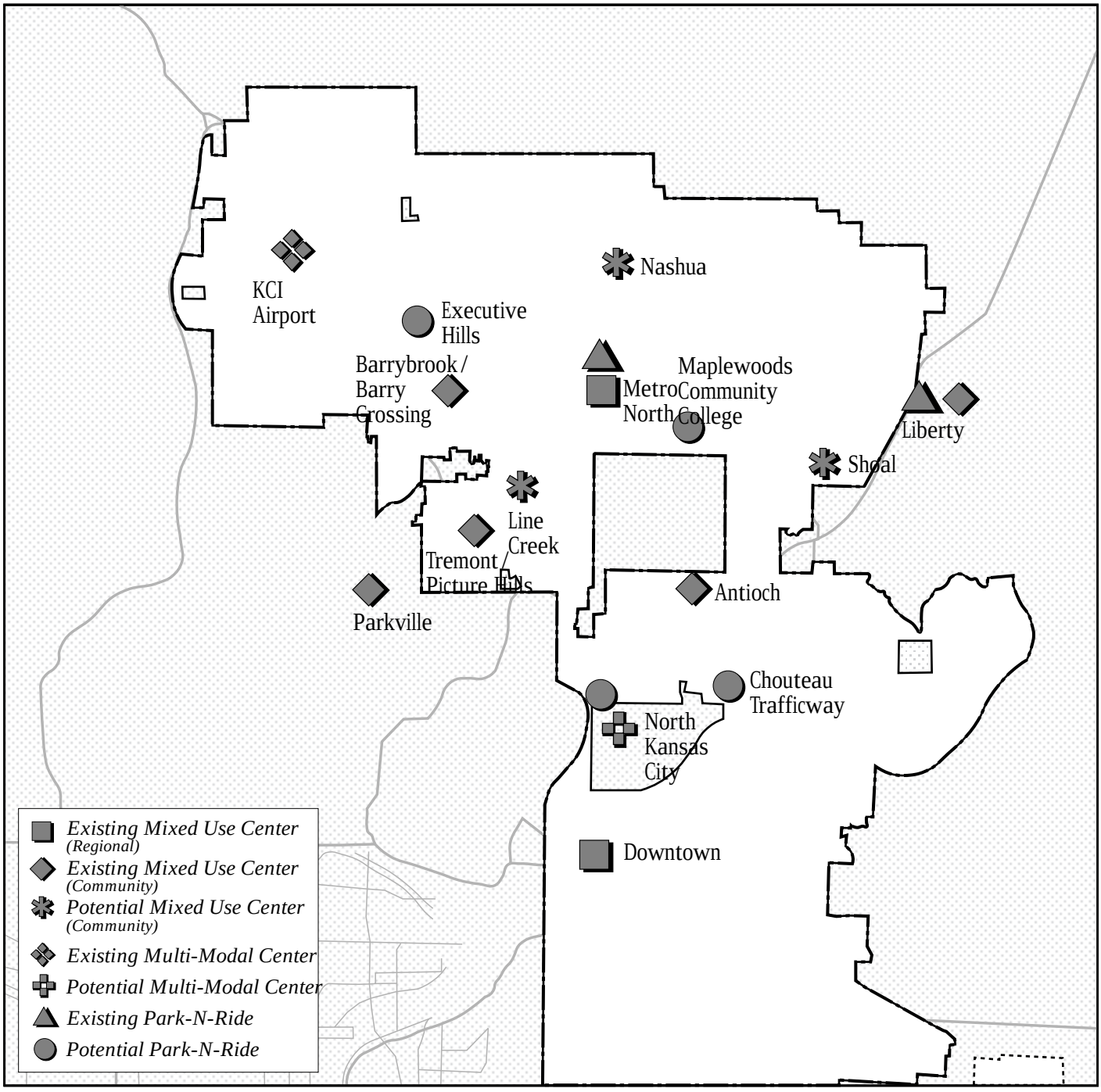
Five existing and three potential community mixed use centers have been identified in the Northland. Existing centers include the Antioch Shopping Center at Antioch and Vivion Road, the developing commercial/multi-family area (Barrybrook/Barry Crossing) at I-29 and Barry Road, Tremont/Picture Hills (commercial/residential development at I-29 and 64th Street), and the downtowns of Liberty, North Kansas City, and Parkville. Potential future centers include Line Creek (in the vicinity of Waukomis Drive, 64th Street, and the future Line Creek Parkway); Nashua (in the vicinity of North Oak Trafficway, 108th Street, and the future Shoal Creek Parkway); and Shoal Creek (east of I-435, in the vicinity of 76th Street and the Shoal Creek Parkway).

Downtown Liberty

The existing community mixed use centers vary widely in character. Like Metro North, Antioch is an automobile-oriented, single-use shopping center. Barrybrook/ Barry Crossing is characterized by a linear, automobile-oriented development pattern, but includes multi-family housing and a major institution (Saint Lukes Hospital) in addition to commercial uses. Liberty, North Kansas City, and Parkville are traditional downtown activity centers that are a strong source of identity for Northland residents.

- ***Mixed Use Centers (Neighborhood)*** are smaller scale centers that provide focal points of activity for surrounding neighborhoods. Possible components of these centers include schools, parks, and other community facilities; local-serving stores and professional offices; and higher density residential development than the surrounding area.

Neighborhood mixed use centers will be located through the area and neighborhood planning process in response to local opportunities and issues.



Map 10.
Potential Center Locations

Transportation Centers are locations that support the linking of automobile traffic to other travel modes, such as transit. Transportation Centers are divided into Multi-Modal and Park-N-Ride Centers:

- ***Multi-Modal Centers*** are locations that support the coming together and linking of many transportation modes including air travel, Amtrak, commuter rail, light rail, and major bus routes.

  Two potential multi-modal centers have been identified in Northland. The first is the KCI Airport, which provides an opportunity for enhanced linkages between air travel and other forms of transportation. The second is in the vicinity of Burlington Street and Oak Trafficway adjacent to North Kansas City, a logical location for a transit hub connecting the Northland to the Urban Core.

- ***Park-N-Ride*** is a unique type of center, typically located in outlying suburban areas along dedicated transit corridors and major express bus routes. Suburban residents can drive to park-n-ride facilities to access express service to the multi-modal, regional, and community centers.

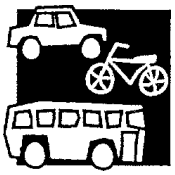
  Two existing and four potential Park-N-Ride locations have been identified in the Northland. Existing Park-N-Ride facilities include Metro North and Liberty (at the intersection of I-35 and M-152). Potential Park-N-Ride locations include Burlington Street and Oak Trafficway (in conjunction with the multi-modal center), I-29 and Executive Hills Boulevard, M-210 and Chouteau Trafficway, and Maplewoods Community College.

The potential Transportation Center locations have been coordinated with the location of "Transfer Centers" proposed in the *Northland Public Transportation Planning Study.*

Line Creek Community Center

B. URBAN STRUCTURE

Public facilities and infrastructure - transportation systems, utilities, public parks, and other community-serving facilities - form the framework within which private development occurs. Public investment in these facilities is a powerful tool that can be used to help define the future pattern of growth in the Northland. The role of City parks - as part of an overall system of natural resources, greenways, and open spaces - in shaping the future urban form of the Northland has already been described. Other important components of the Northland's "Urban Structure" include transportation, utilities, and the design of public facilities and spaces.



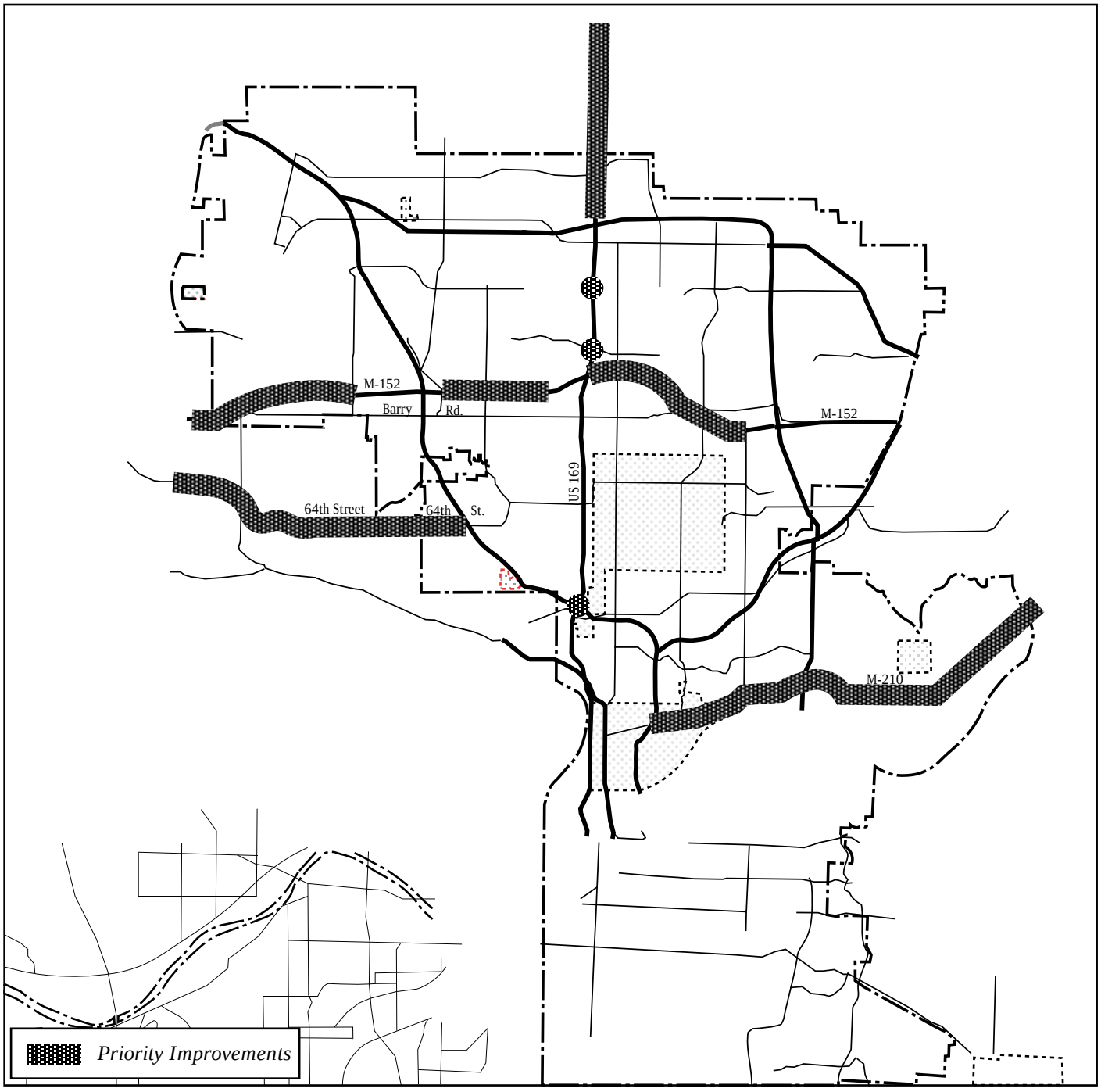
Transportation

A broad range of actions, implemented over a number of years, will be needed to provide the Northland with the transportation systems needed to adequately serve existing and future development in the Northland. These actions include:

- Major highway and arterial improvements
- Development of a supporting system of secondary arterials and collector streets
- Maintenance and reconstruction of existing substandard roadways
- Access control and transportation demand management programs
- Increased "people carrying" capacity of the bridges over the Missouri River
- Enhanced transit service
- Development of a pedestrian and bicycle path network
- Regulatory changes (traffic impact analysis) to address the multi-modal transportation impacts of new developments

Highway Improvements

Improvements to the Northland's freeways and highways should be directed toward east-west movement, problem interchanges, and providing through access for pedestrians and bicycles. Furthermore, additional capacity to the Missouri River crossings is critical to the Northland's future and maintaining strong connections with the Urban Core. Interstate, U.S. Highway and State Highway improvements that are priorities for implementation by the Missouri Department of Transportation are as follows (Map 11):



Map 11.
Missouri Department of Transportation Priority Improvements

M-152: Interchanges at Maplewoods Parkway and Green Hills Road
Completion between US 169 and Brighton Road
Increase capacity, 2 to 4 lanes, Executive Hills Boulevard to Baughamm Road
Increase capacity, 2 to 4 lanes, I-435 to Amity

M-45: Increase capacity, 2 to 4 lanes, M-9 to I-29
Increase capacity, 2 to 4 lanes, I-435 to M-9

M-210: Improve turning movement capacity at key intersections (I-35 and I-435)
Increase capacity, 2 to 4 lanes, I-435 to east of Eldon Road
Increase capacity, 2 to 4 lanes, east of Eldon Road to M-291

US-169: Increase capacity, 2 to 4 lanes, I-435 to M-92
Construct Interchanges at 96th Street and 108th Street

US-169/I-29 Interchange:
Safety improvement of south bound I-29 off-ramp to US 169
Capacity improvements of merge between I-29 off-ramp and US 169

I-35/M-210 Interchange:
Capacity improvement from north bound I-35 to east bound M-210

Major Street Plan

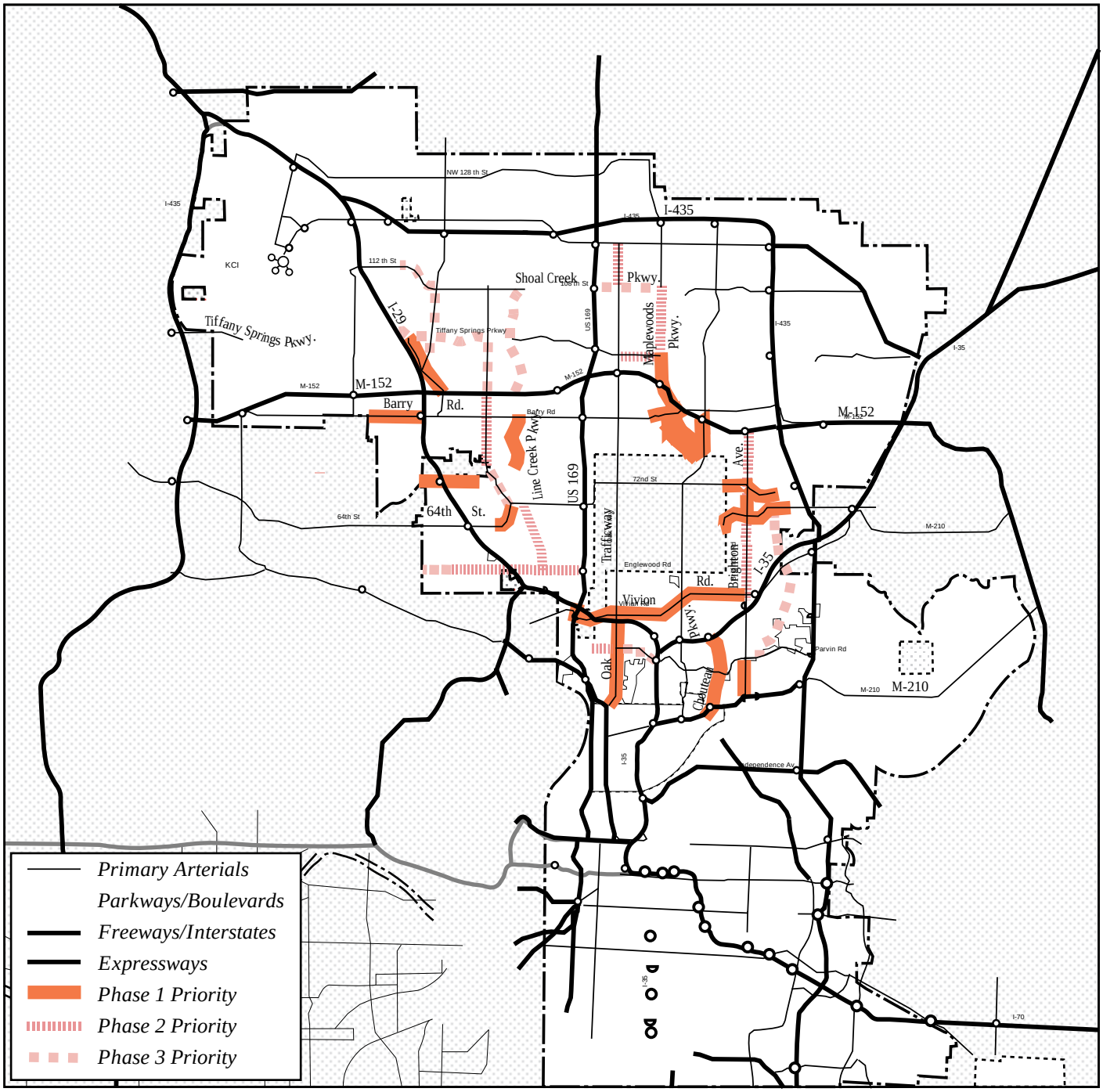
Improving the City's arterial system is a major priority for infrastructure investment in the Northland. Kansas City's Major Street Plan for the Northland is shown on Map 12. This plan presents proposed parkways/boulevards, primary arterials, secondary arterials, and the system of freeways, interstates and expressways. Arterial improvements should be directed to priority development areas (i.e., the older urbanized, urbanizing, and employment areas). Arterial improvements within and serving undeveloped areas, particularly those areas that do not have other utilities, should be given a lesser priority.

Waukomis Drive is identified as a future parkway on the Major Street Plan.

Based on a preliminary cost analysis using linear cost estimates for roadway type and segment length, it is estimated that the total cost to complete the arterial street system in the Northland is approximately $1.5 billion. Included in this figure are approximately $700 million in improvements within priority development areas and $800 million within non-priority development areas.

Because of the magnitude of the arterial improvements required to support the full development of the Northland, individual improvement projects were prioritized into three categories (Phase 1, Phase 2, and Phase 3) using the Preliminary Transportation Improvement Prioritization methodology described in Appendix A. The prioritization was based upon the effects of the projects on system continuity, congestion mitigation, safety enhancement, the environment, and economic benefit. Table 2 presents the three tiers of improvement projects, each totalling approximately $100 million in estimated costs, along with the cumulative costs of the projects.

The three phases of arterial improvements are shown on Map 12. This phasing plan is intended only as a guide and should be regularly updated to reflect current development trends.



Map 12.

Northland Major Street Plan

Table 3. Northland Priority Arterial and Boulevard Improvements

Phase 1 Arterial and Boulevard Improvements (0 to $100 million)

Name of Street	From Street	To Street	Improvement Type	Length	Cost	Cum. Cost
Barry Road	Highlands	Mo Rt. 1	Widen from 2 to 4 lanes	5,500	9,900,000	9,900,000
Maplewood Parkway	Barry Road	96th Street	Construct 2 lanes	7,500	9,000,000	18,900,000
Brighton Avenue	M-210	Parvin Road	Widen from 2 to 4 lanes	5,000	6,000,000	24,900,000
64th/68th/72nd Street	KC City Limits	Brighton	Widen from 2 to 4 lanes	2,600	2,600,000	27,500,000
Barry Road	Amity	I-29	Widen from 2 to 4 lanes	7,500	9,000,000	36,500,000
Chouteau Trafficway	M-210	I-35	Widen from 2 to 4 lanes	8,700	14,790,000	51,290,000
64th/68th/72nd Street	Brighton	I-435	Construct 2 lanes	6,600	5,280,000	56,570,000
72nd Street	Overland	Waukomis Drive	Construct 2 to 4 lanes	3,000	3,750,000	60,320,000
72nd Street	Mo. Rt. 9	Overland Drive	Widen from 2 to 4 lanes	5,500	5,500,000	65,820,000
Pleasant Valley Road	Gladstone City Limits	East of Brighton	Widen from 2 to 4 lanes	5,000	5,000,000	70,820,000
Vivion Streetscape	Oak Trafficway	Vivion Road	Curbs, Sidewalk	16,000	1,280,000	72,100,000
Executive Hills Blvd.	North of Barry Road	Tiffany Springs	Construct 4 lanes	10,000	12,000,000	84,100,000
Oak Streetscape	32nd Street	Vivion Road	Curbs, Sidewalk	9,000	720,000	84,820,000
Brighton Avenue	1st Valley Road	72nd Street	Widen from 2 to 4 lanes	3,200	4,000,000	88,820,000
Line Creek Parkway	68th Street	Barry Road	Construct 2 lanes	10,600	8,480,000	97,300,000
64th/68th/72nd Street	Gowen Drive	Waukomis Drive	Widen from 2 to 4 lanes	5,000	4,000,000	101,300,000

Phase 2 Arterial and Boulevard Improvements ($100 to 200 million)

Name of Street	From Street	To Street	Improvement Type	Length	Cost	Cum. Cost
North Brighton	Vivion Road	1st Valley Road	Widen from 2 to 4 lanes	9,700	17,460,000	118,760,000
Maplewood Parkway	Brighton Avenue	Barry Road	Construct 2 lane	12,500	12,500,000	131,260,000
Line Creek Parkway	Englewood Road	68th Street	Widen from 2 to 4 lanes	8,400	8,400,000	139,660,000
Maplewood Parkway	96th Street	108th Street	Construct 4 lane	8,000	10,000,000	149,660,000
Brighton Avenue	72nd Street	Barry Road	Unimproved to 2 lanes	7,500	6,000,000	155,660,000
Waukomis Drive	M-152	76th Street	Widen from 2 to 4 lanes	8,000	8,000,000	163,660,000
Englewood Road	Waukomis Drive	US-169	Widen from 2 to 4 lanes	5,000	6,000,000	169,660,500
56th Street	Overland Drive	I-29	Widen from 2 to 4 lanes	6,000	7,500,000	177,160,000
Englewood Road	I-29	Waukomis Drive	Construct 4 lane	4,000	5,000,000	182,160,000
Briarcliff Parkway	Briarcliff Road	North Oak	Construct 3 to 4 lanes	4,000	7,500,000	186,160,000
108th Street	US-169	Oak Trafficway	Widen from 2 to 4 lanes	2,800	2,800,000	188,960,000
96th Street	Oak Trafficway	Woodland	Widen from 2 to 4 lanes	5,300	5,300,000	194,260,000
Oak Trafficway	108th Street	M-291	Widen from 2 to 4 lanes	5,000	9,000,000	203,260,000

Phase 3 Arterial and Boulevard Improvements ($200 to 300 million)

Name of Street	From Street	To Street	Improvement Type	Length	Cost	Cum. Cost
Skyview Drive	I-29	108th Street	Unimproved to 2 lanes	10,000	12,000,000	215,260,000
Greenhills Road	76th Street	68th Street	Widen from 2 to 4 lanes	5,000	6,000,000	221,260,000
108th Street	Oak Trafficway	Woodland	Construct 2 lanes	5,300	6,360,000	227,620,000
56th Street	City Limit	Overland Drive	Unimproved to 2 lanes	6,000	6,000,000	233,620,000
Greenhills Road	M-152	Tiffany Springs	Widen from 2 to 4 lanes	6,000	6,000,000	239,620,000
Line Creek Parkway	Tiffany Springs	108th Street	Construct 2 lanes	7,000	8,400,000	248,020,000
Shoal Creek Parkway	Liberty	Pleasant Valley	Construct 4 lanes	7,000	14,000,000	262,020,000
Shoal Creek Parkway	Parvin	Liberty	Construct 4 lanes	12,000	14,400,000	276,420,000
Pleasant Valley Road	Brighton	P.V. City Limits	Unimproved to 2 lanes	5,000	4,500,000	280,920,000
Tiffany Springs Parkway	I-29	Greenhills Road	Construct 2 lanes	8,000	8,000,000	288,920,000
Briarcliff Parkway	North Oak Trafficway	Parvin	Construct 3 or 4 lanes	5,000	7,500,000	296,420,000
Line Creek Parkway	68th Street	Barry Road	Widen from 2 to 4 lanes	10,600	5,300,000	301,720,000

Secondary Arterials and Collector Streets

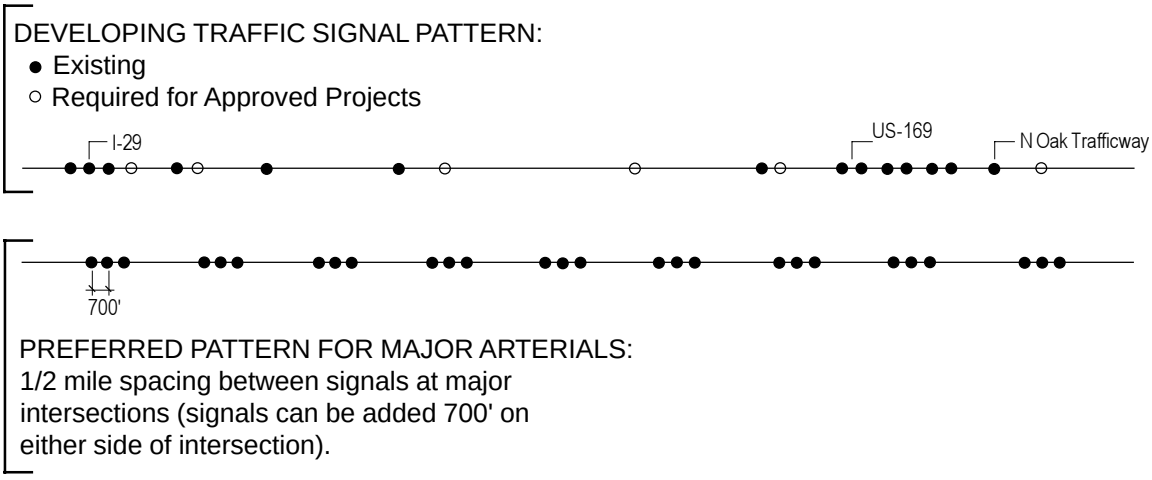
A system of secondary arterials and collector streets is necessary to support the freeways and primary arterial system. Ideally, the system of north/south and east/west secondaries and collectors should be spaced at approximately one-half mile increments to the freeway and primary arterial streets. Area traffic studies should be conducted to determine development access to the secondary and collector street system.

Maintenance and Reconstruction

A significant number of major and secondary arterials in the Northland are below current design standards and are in need of maintenance. In order to safely serve the existing Northland population, a ten and 20-year improvement program should be developed to address the most critical maintenance needs. Maintenance and reconstruction resources should be allocated to upgrade to acceptable condition the roadways identified as most in need of improvement. Maintenance of newer and yet to be constructed facilities is also critical to long-range transportation planning for the Northland. Without ongoing maintenance, major additional improvement costs will occur in the future.

Access Control

Access control plans should be developed for all arterials identified in the Major Street Plan. Locations for proposed signalized intersections should be based on both signal warrants and strategic locations which will maintain design progression speeds. Locations which are not identified as locations for signalized intersections should not be permitted full movement access. Traffic studies for all proposed developments requesting locations for non-signalized left turn in, right turn in and out movements should be prepared to address level of service, traffic flow, weaving, and queue analysis. Consolidation of access between developments should be considered as part of development approval.



The developing traffic signal pattern along Barry Road from I-29 to North Oak Trafficway will lead to increased congestion.

Transportation Demand Management

The Missouri Department of Transportation, City of Kansas City, the Mid America Regional Council, and the Kansas City Area Transportation Authority should enter into an agreement to develop and promote Transportation Demand Management support services for businesses and residents in the Northland. This would include management assistance for businesses to develop Transportation Management Organizations (TMO), car pool matching, and van pool programs.

Bridge Capacity

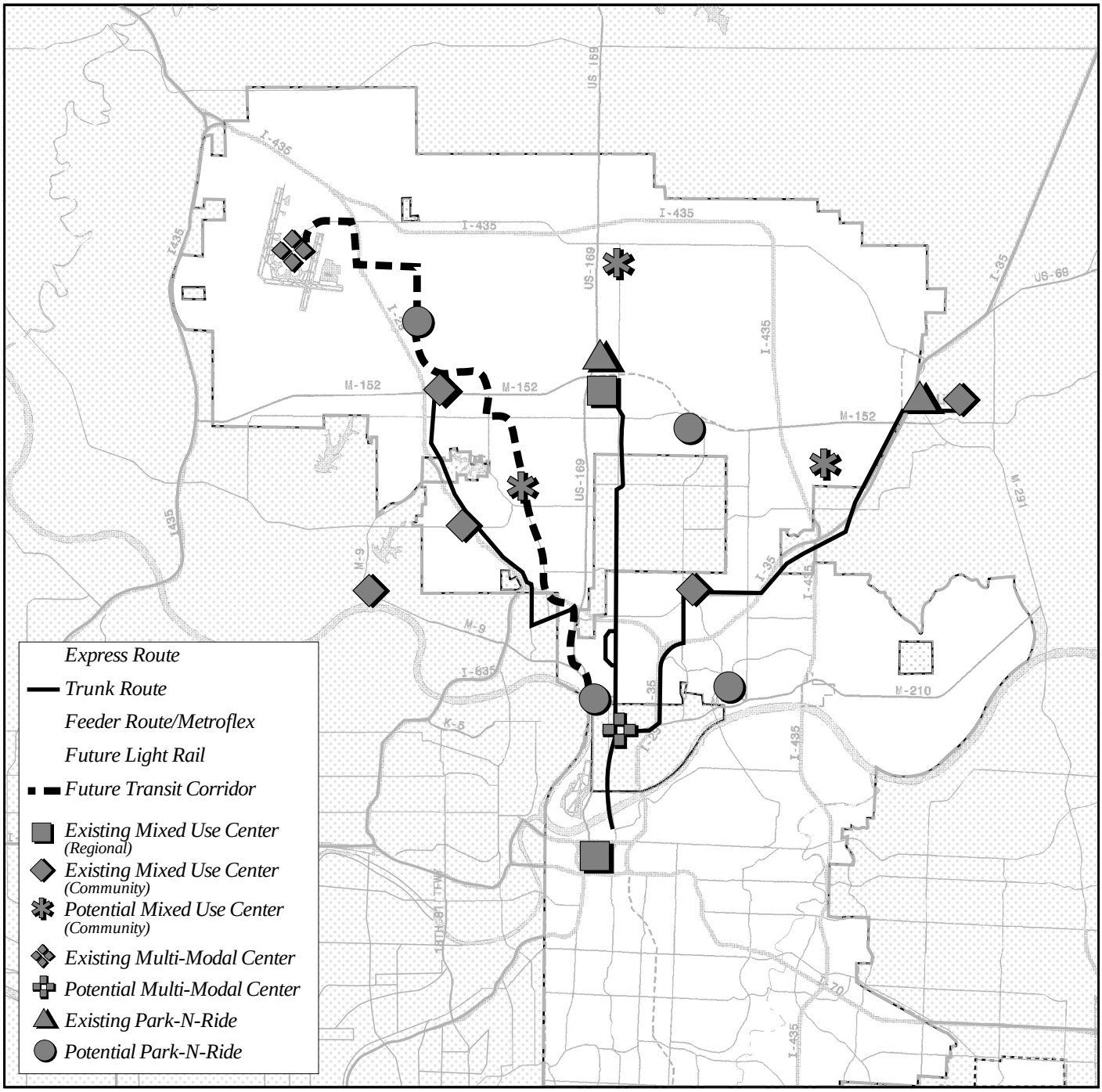
Actions should be taken to increase the people carrying capacity of the bridges connecting the Northland and the Urban Core. Increased capacity may include adding additional general purpose and high occupancy vehicle lanes, extension of light rail, and/or bike lanes. Management of existing demand through promotion of staggered work hours or flextime should be promoted. Intelligent transportation systems (ITS) should be implemented to reduce congestion through electronic management of bridge traffic, providing motorists with real time information regarding congested bridges and alternative routes with available capacity. Reversible lanes during the morning and evening peaks should be considered as part of this system.

Transit

Transit provides a critical service for the Northland's young, old, and transit dependent. A proposed transit plan for the Northland, based upon the March 1997 *Northland Public Transportation Study*, is illustrated on Map 13. The plan calls for a series of express routes, trunk routes, and feeder routes to serve the Northland. In addition to the bus service, Map 13 identifies the preliminary alignment for a dedicated transit corridor from south of the River to the KCI Airport.

Transit utilization is a function of coverage, accessibility, frequency, hours of service, and route structure. Coverage is defined as the number of stops and development intensity within one-quarter mile of each stop. Adding routes and stops is very costly to increase coverage, particularly at lower densities. Therefore, higher density infill development should be promoted to increase potential residential and business ridership. This would require changes in zoning to permit higher densities within one-quarter mile of a mixed use center/transit stop. This change in density and development patterns will not yield rapid increases in ridership, but should result in a sustainable level of service over the long term.

Accessibility is critical to the success of transit. Regardless of the density, number of routes and service provided, transit patronage will not reach fruition if the potential user cannot access the system. This lack of access may be because there are no safe sidewalks, walls and barriers separating residential and commercial developments from the stop, or the design of the development creates large parking areas between the transit stop and building destinations. It is therefore proposed that all

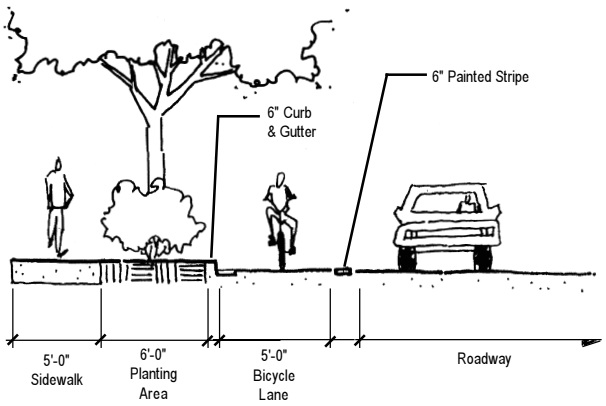


Map 13.
Northland Transit Plan

development proposals be reviewed and analyzed as to pedestrian connections between the existing and potential future transit stop and destination.

Park-N-Ride lots and connecting express bus or light rail transit service to south of the River should be promoted. As previously noted, two existing and four potential Park-N-Ride locations have been identified for the Northland. The success of linking Park-N-Ride to transit in the Northland is closely tied to the overall City transportation strategy. To promote transit usage to and from the Northland, capacity could be added to Missouri River crossings through light rail extensions or high occupancy vehicle lanes instead of general purpose lanes, to improve the travel time benefit of transit compared to the automobile. Also, the amount of new parking within the Urban Core should be limited and the price of parking structured to allow transit to be competitive.

Reverse transit from south of the River to the Northland would increase the utilization of transit and benefit the Northland. These services have typically failed because Northland destinations do not currently provide the local density needed to support transit. Further promotion of mixed use centers or local destination shuttle service should be a part of any future reverse transit proposal.



Roadway with bicycle lane, sidewalk, and planting area

Pedestrian and Bicycle Paths

Pedestrian sidewalks and bicycle paths should be developed to link neighborhoods to each other and to transit, schools, parks, shopping and other community services. Area plans should be prepared that refine the Mid-America Regional Council (MARC) bikeway plan. Street standards should be revised to require bike lanes and sidewalks for all new roads. Existing streets should be examined for the lack of safe, continuous bicycle and pedestrian facilities, particularly within one-quarter mile of all commercial areas, transit routes, schools, parks, and other high activity areas.

Traffic Impact Analysis

All developments of significant size should be required to conduct a traffic impact analysis addressing automobile, transit, pedestrian, and bicycle circulation. The objective of these studies is to identify necessary

on-site and off-site improvements to offset project impacts. The City may require the developer to make any required improvements; the cost of off-site improvements could be deducted from development fees if a traffic impact fee system were implemented. If a development requires significant off-site improvements because the phasing of the project does not follow a logical development pattern, the developer could be required to pay a higher fee, to be reimbursed when subsequent fees are collected from future development requiring the same improvements. Key elements of the traffic impact study should be as follows:

- *Introduction:* Proposed development and the extent of study area should be described.

- *Existing Conditions:* a.m. and p.m. peak hour turn movements and level of service analysis within the study area should be conducted to determine whether existing traffic volumes exceed standards. This analysis would also be required to address existing pedestrian, bicycle, and transit circulation within the study area.

- *Cumulative Conditions:* Previously approved or anticipated developments that may affect the study area's circulation system should be identified and projected traffic assigned to the existing roadway network. Annual growth rates should be estimated for a ten and 20-year plan horizon and mitigation measures identified to offset cumulative conditions if level of service exceeds standards. Pedestrian and bicycle improvements should be provided to serve adjacent developments, schools, parks, transit, and activity areas within one-quarter mile of the proposed development.

- *Trip Generation / Distribution / Assignment:* Using established rates identified in the Institute of Transportation Engineers Trip Generation Manual or as agreed to with City staff, daily a.m. and p.m. peak hour trip generation for the proposed development should be determined. The anticipated trip distribution patterns for the proposed development should be described and the projected traffic assigned to the intersections and streets within the study area.

- *Future Condition Plus Project Analysis:* Project a.m. and p.m. peak hour and daily traffic volumes should be added to existing plus committed traffic volumes. Intersection level of service analysis should be conducted to determine whether traffic volumes exceed street standard thresholds.

- *Signal Warrant/Progression and Access Analysis:* A determination should be made as to whether proposed full access intersections can be accommodated within acceptable signal progression guidelines and that volumes exceed signal warrants. Projects involving access to the arterial street system should indicate appropriate conformance with City's access requirements.

- *Mitigation Measures:* On and off site automobile, pedestrian, and bicycle project mitigation to offset project impacts should be determined.

Transportation Project Funding

Given the major scope of new circulation improvements plus safety and capacity upgrades to existing facilities needed in the Northland, a creative and comprehensive program for funding transportation projects will be needed as part of the financial management strategies proposed by the Governance Plan. Tools to be considered in implementing this program include the following:

- *Right-of-Way Dedication:* All future developments would be required to dedicate their share of the needed right-of-way for roads, consistent with the Major Street Plan and right-of-way standards.

- *Developer Exactions:* Developers would be required to construct a fair share of road improvements abutting their property, or off-site improvements that are required to mitigate development impact. "Their share" may include curb, gutter, sidewalk, landscape parkway, street lights, and one travel lane. Off-site improvements would be based upon a traffic impact analysis.

- *Local or Special Improvement Districts:* Some local governments make extensive use of local or special improvement districts to finance construction of arterials in growing areas. Typically, property owners within the district pay for the majority of the improvements with some level of contribution from local government. Proposed Missouri state legislation would allow Community Improvement Districts (CIDs) to be established in the Northland and is further discussed later in this section.

- *District Financing:* Special district financing for infrastructure improvements, such as roads and bridges, is funded through property tax or sales tax collected within a defined

district. Special districts have been established within Clay County; however, current State of Missouri statutes do not permit districts within the City of Kansas City portion of Clay County. Clay County has a sales tax to fund road and bridge projects, but the return on the tax collected is significantly lower in Kansas City (which is not in a district) compared to the portion of the County within road districts. Three special districts exist within Platte County, two of which have portions of Kansas City within them. In order for special road district financing to be effective within the Northland, there will need to be a change in state statutes to permit the creation of new districts or the expansion of existing districts and a more equitable distribution of the revenues collected. As recommended by the Governance Plan, the City should cooperate with other jurisdictions to promote this and other legislative initiatives that provide more funds for priority local programs.

- *Oversizing:* It may be appropriate in some instances to require developers to oversize road or intersection improvements to serve future development. This would be coupled with a reimbursement program from subsequent developments that also benefit from the oversized improvements.

- *Impact Fees:* Road impact fees may finance new road construction including lanes in addition to the single lane required by adjacent developments, medians, special intersection treatments, drainage improvements, bridges, and bikeways. These fees would only be used for the improvements required to serve future development and could not be applied to improvements necessary to mitigate existing problems or deficiencies.

- *Transportation Maintenance Fees:* In order to maintain the existing transportation infrastructure, some jurisdictions collect a transportation maintenance fee, based upon property tax, vehicle registration fees, or sales tax.

- *Tax Increment Financing:* Commonly used to fund local transportation improvements in the Northland, this mechanism involves use of a percentage of the revenues generated by a project to pay back construction of public infrastructure improvements that benefit the development. Tax increment financing should be carefully evaluated for its effect on future tax revenues available for other necessary services, such as schools.

A preliminary system for prioritizing Northland transportation projects is presented in Appendix A. This system needs to be coordinated with ongoing City and regional efforts at prioritization.

Utilities

Water Service

With the passage of the 1996 water system capital improvement program, the Northland is in a relatively favorable position regarding public water supply. Various system improvements are either underway or planned, including mandated improvements in water treatment facilities and water quality monitoring and analysis capabilities. Various other system improvements are needed, such as elevated storage to assist in the maintenance of system pressures in the Northland and distribution system capacity improvements. The latter will provide enhanced fire protection and improved service to established areas.

A major water supply issue is the extent to which public investment should be directed towards new service extensions. In general, maintenance of the existing water supply system and selective upgrading of inadequate segments in developed areas should have a higher priority than extending water service into undeveloped areas. This concept should be applied in setting priorities for projects to be implemented through the water system capital improvement program. (It should be noted, however, that some of the improvements planned for areas currently without service are needed to provide adequate service to existing neighborhoods and/or allow infill development on existing lots.) System expansions should only be done in concert with established land use plans and policies.

As a related matter, Kansas City currently supplies treated water to several surrounding jurisdictions. Consistent with the financial management and intergovernmental relations strategies recommended by the Governance Plan, this practice should be continued, as it optimizes the use of existing infrastructure and provides revenue to support facilities that would otherwise represent stranded investment.

Sewer Service

As with water service, priority should be given to maintenance of the existing sewer system and selective upgrades to improve service to developed areas. Development that is remote from existing sewer service should

be expected to pay most of the cost for connection to the public sewer system. The City may wish to consider options to improve the flexibility of providing sewer to areas that are currently without service. One is to expand the definition of Bond Sewers to include any oversize required to accommodate future development beyond the 8-inch line needed to serve an individual project. This would be similar to current water service practice. In addition, other options for remote development need to be explored, such as pumping to existing treatment plants and the use of community waste treatment systems. In the latter category are common collection systems, waste treatment lagoons or similar facilities, and package treatment plants. If such local treatment facilities are used, the systems need to be designed to facilitate ultimate connection to the public sewer system. Any sewage collection and treatment arrangements that do not involve connection to the public system should be carefully evaluated as a part of the subdivision review process.

The approximately 2,300 residences in the Northland currently served by on-site septic systems should be connected to public sewers. The priority for these connections should be established on the basis of health or environmental hazards resulting from continued use of the septic systems and the financial feasibility of connections. The City should consider implementing financial assistance mechanisms, including the formation of improvement districts and provision of low-cost financing.

Stream corridors and floodplain areas should be preserved for their natural drainage functions.

Stormwater Management

Overall stormwater master planning in the Northland is only partially accomplished. Comprehensive planning for the various drainage basins in the Northland needs to be implemented on a multi-jurisdictional basis. Updated floodplain mapping also needs to be completed. From these efforts, funding requirements and priorities can be established for both new construction and maintenance. Current funding mechanisms and the sufficiency of revenues should also be reviewed.

The surface elements of stormwater conveyance lend themselves to integration with natural features, such as swales, channels, and open space. Natural drainage patterns and floodplain areas should be preserved to the greatest extent possible to prevent flooding problems. This policy would also help to preserve the natural character of the landscape so

highly valued by Northlanders. Wherever possible, stormwater runoff should be accommodated using swales and other natural drainage features rather than storm sewers.

Public Urban Design

A high standard of quality in the design of public facilities and spaces will both improve the Northland's physical environment and set an example for private development to follow. The 1992 *City Plan for Urban Design* lays out an urban design concept for all of Kansas City, encompassing both public and private development. Within the framework set by the city-wide plan, it is recommended that a coordinated urban design concept be implemented for the Northland, as a focus for action to enhance the quality of the public landscape (Map 14). The basic components of this concept are:

- Gateways
- Corridors
- Public facilities and spaces
- Landmarks
- Scenic views
- Signage

Gateways are important roadway entrances to and from the Northland. They establish the initial visual image of the Northland as well as its relationship to Kansas City South and the rest of the metropolitan region. Key gateways include the Broadway, Heart of America, Paseo, Chouteau, and I-435 bridges; the KCI Airport; and entrances into the Northland from neighboring jurisdictions along interstates and arterial roadways such as I-35, M-152, and I-635.

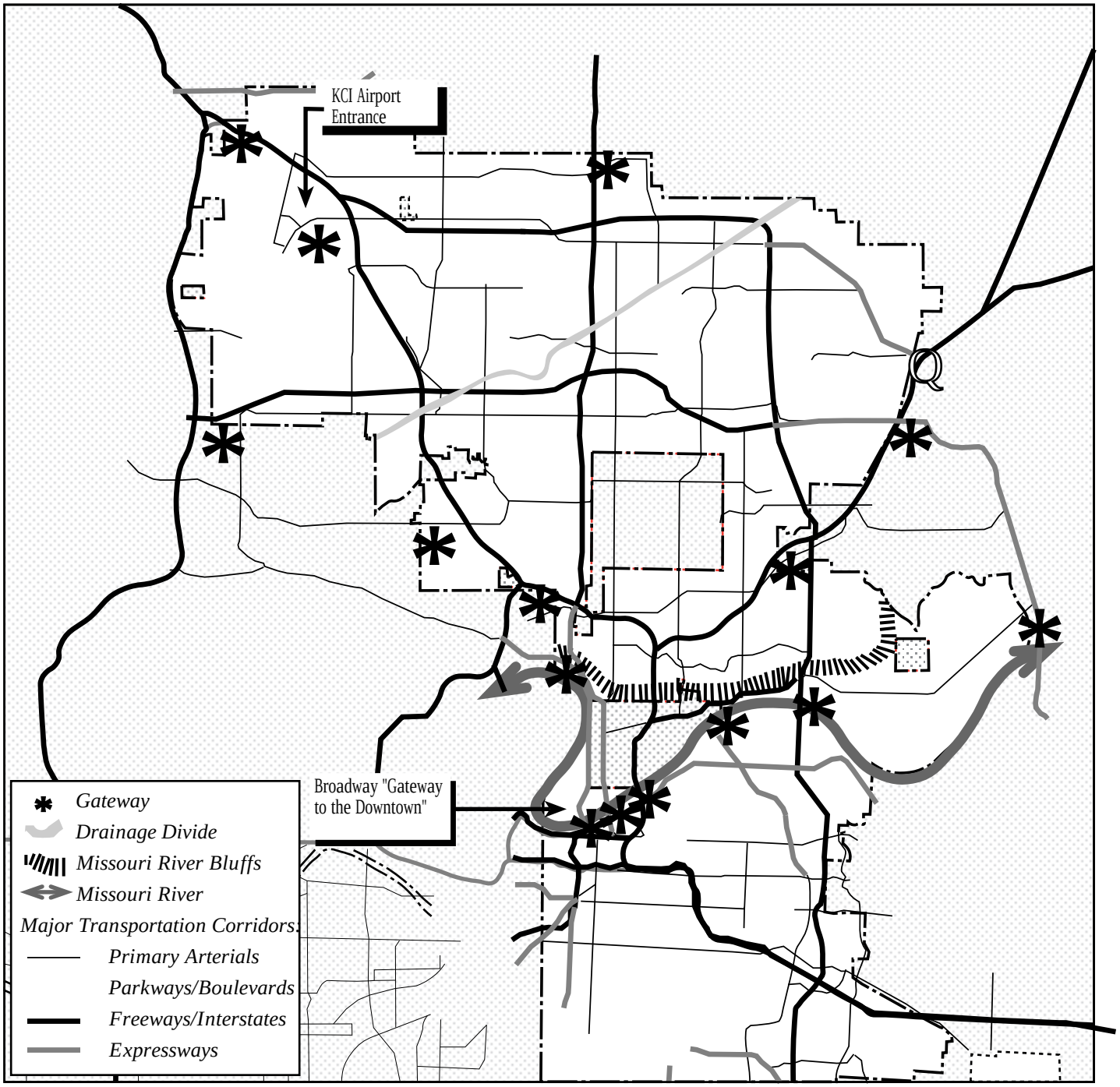
Identified gateways should be developed with landscaping, signage, public art, and other improvements to establish a positive visual image signalling entry into a special part of Kansas City. Priorities for these improvements include the bridges and the KCI Airport entrance roadway (Cookingham Drive). The current landscape improvements on Cookingham Drive should be continued and enhanced with signage and public art (e.g., fountains, sculpture). The bridges are particularly important due to their high traffic volumes and role in connecting Kansas City North and South. Potential visual improvements to the bridges include special lighting to transform them into visual landmarks at night and opening up views of the River for users. Aesthetic standards should be developed for future bridge improvement projects, to address design considerations such as lighting, views to and from the bridge, railings,

pedestrian access, and the overall structural form of the bridge. The programmed Chouteau Bridge improvement is an example of a project that should incorporate urban design elements.

The ***"gateway to the downtown"*** from the KCI Airport along the Broadway Extension to the Broadway Bridge has been identified as a priority for visual improvement. This roadway should be developed with landscaping and other design improvements to establish a more attractive approach to the Urban Core. These improvements could be coordinated with development of the proposed North Kansas City multi-modal transportation center.

Corridors include the major freeways, arterials, parkways, and boulevards that define the visual experience of travelling through the Northland. The City has in place aesthetic standards for parkways and boulevards. "Enhanced" arterial standards have also been adopted but are generally not used. These standards should be reviewed for application to arterial roadways such as Barry Road, to improve their attractiveness and emphasize their role in linking centers of activity. These standards should address street tree planting and other landscaping, lighting, pedestrian amenities, and the provision of medians, wherever possible. The standards should also address roadway design with respect to existing topography, other sensitive natural features, and significant views, such as of the downtown skyline. Examples of current projects that should incorporate urban design improvements include the Barry Towne project at US-169 and Barry Road, the widening of M-45 Highway west of I-29, and the bridge widening at Englewood Road and US-169. A "percent for streetscape" program, similar to the current "one percent for art," should be considered as a way of integrating urban design improvements into roadway projects.

Freeways and many major arterials in the Northland are, of course, not constructed or maintained by Kansas City. The design of M-152, for example, will help shape the visual character of the Northland as the highway is completed. The City's visual standards should be communicated to the Missouri Department of Transportation so that the objectives of the Northland community with respect to roadway design are understood, existing Missouri highway projects can be revised to meet them, and proposed projects can be designed to include them.



Map 14.
Northland Urban Design Concept

Public facilities and spaces are important to both civic life and the visual identity of the community. To reinforce the important role of these facilities, design guidelines should be established for government buildings, schools, parks, and other public spaces. These standards should address elements such as architectural design, landscaping, pedestrian/bicycle facilities, transit access, and parking. Where possible, existing facilities should be improved in accordance with the guidelines. A flexible "one percent for art" policy should be continued for all public facilities to the extent that it enhances quality of life for residents.

Landmarks serve as visual focal points and sources of community identity. The Children's Fountain and Northland Fountain are two existing public landmarks in the Northland. Opportunities should be sought to develop new landmarks that enhance the Northland's image and identity in public (as well as private) development projects. Such landmarks could include additional fountains, sculpture, or creative designs of buildings or landscapes. The landmarks should be located in visually prominent locations, such as well traveled roadways, and should be accessible to pedestrians as well as to passing vehicles. The "one percent for art" program is one possible mechanism for funding such landmarks.

The Children's Fountain is one of two fountains that are important Northland landmarks.

Scenic views of the natural and built landscape are provided in parts of the Northland by its distinctive topography. Particularly spectacular are views of the downtown Kansas City skyline from high points on the south face of the ridge that defines the two major drainage basins of the Northland. Major views and view corridors should be protected from encroachment and, where possible, made available for the enjoyment of the public (e.g., through the provision of pulloffs on roadways with scenic vistas).

Signage is another important urban design element in the Northland landscape. As part of a larger effort for all of Kansas City, a coordinated, attractive, informational and directional signage system should be developed throughout the Northland. The purpose of this system would be to 1) direct residents and visitors to important destinations such as activ-

ity centers, attractions, and the bridges to the downtown and 2) reinforce the visual identity of the Northland and its neighborhoods. The system should incorporate larger, more attractive, and more readable signing of major streets.

In addition to improved public signage, enhanced regulation of private signage is needed to reduce the number of confusing or unattractive signs in the Northland. The existing signage ordinance should be more aggressively enforced. The ordinance should be reviewed for changes to improve regulations regarding signage size, appearance, location, and quantity. There should be a policy change with respect to billboards, discouraging them to the extent feasible and attempting to remove them wherever possible.

C. PHYSICAL PATTERN

Public policies, incentives, and regulatory mechanisms should be used to encourage a more integrated land use pattern than the current one consisting of isolated residential subdivisions with commercial uses concentrated along arterials and at major intersections. These policies can promote:

- Infill of developed and developing areas rather than "leapfrog" development into fringe areas lacking urban infrastructure and services
- A more compact, interconnected pattern of development structured around defined centers
- A variety of lifestyle choices made available through a varied development pattern
- Preservation of open space through clustering

This section elaborates upon several mechanisms proposed to help shape the future physical pattern of the Northland. These mechanisms are:

- Area planning
- Infrastructure funding policy
- Compact development options: centers, cluster or open space development
- Housing choice: to shelter an economically and socially diverse population
- Sunsetting provisions

Area Planning

For planning purposes, the City Planning & Development Department has divided the Northland into nine areas (Map 15):

- KCI Airport General Planned Development District
- Line Creek Valley
- Gashland
- Nashua-New Mark
- Briarcliff-Davidson-Antioch
- Winwood
- Birmingham
- Harlem
- Shoal Creek Valley

The area plans developed for these planning areas constitute a primary tool for shaping the physical development pattern of the Northland. They define desired future land use throughout the Northland in terms of residential, commercial, industrial, and public uses. Most of the currently adopted area plans are relatively old and do not take into account recent land use changes or the FOCUS Kansas City comprehensive planning process. Updating the area plans will provide the City with the opportunity for detailed application of the principles, policies, and actions recommended by FOCUS Kansas City and the Northland Plan.

Infrastructure Funding Policy

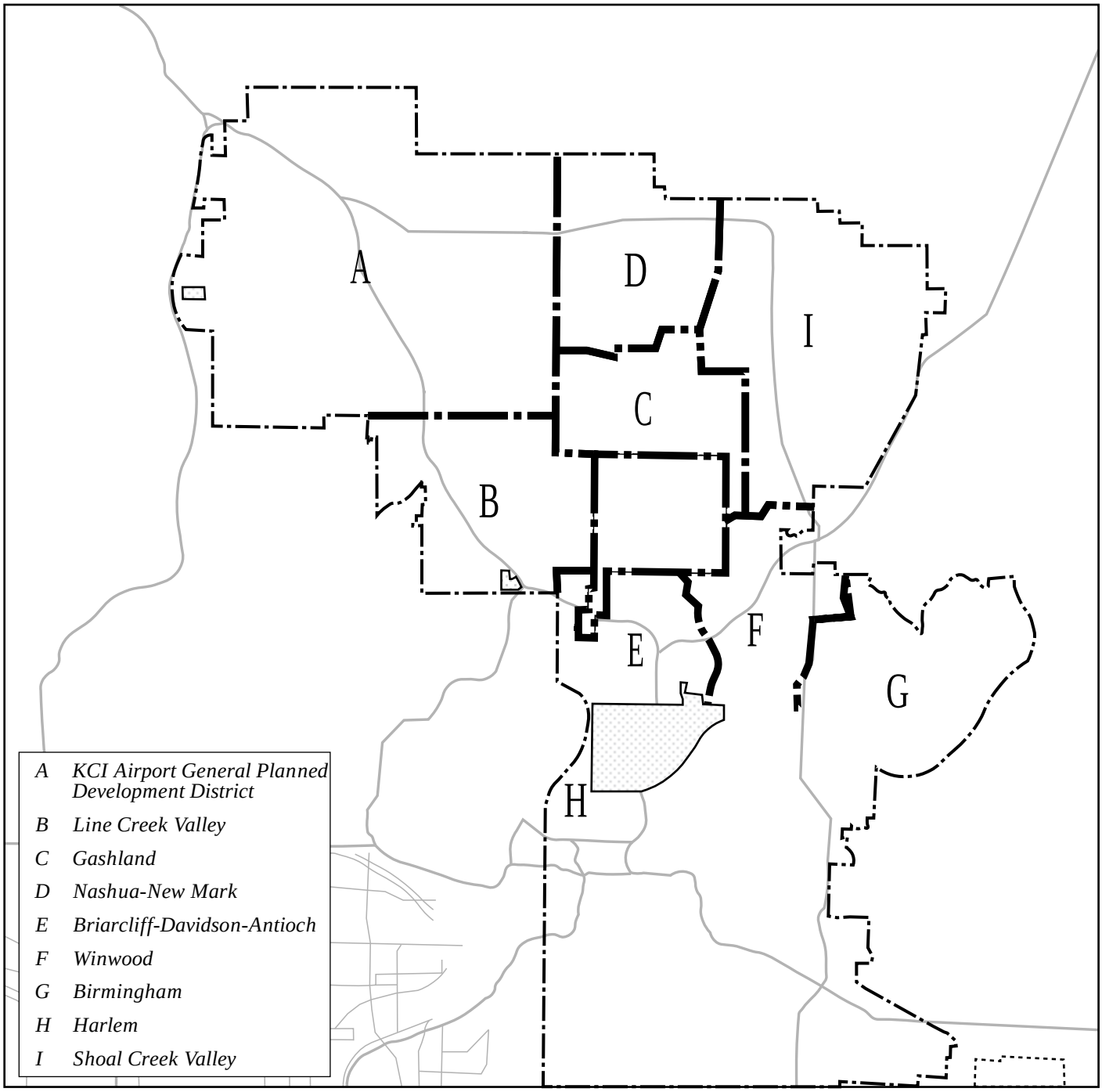
The City's policy regarding the private share of the costs of constructing arterial roadways, sewers, and other infrastructure needed to support new development exerts a strong influence over the physical pattern of the Northland. As previously described, public investment in infrastructure improvements should be directed to encourage infill development in predominantly developed areas and in developing areas such as the Line Creek Valley that are characterized by fragmented uses. In undeveloped areas that are not contiguous with existing development, developers should be responsible for the full cost of infrastructure improvements unless the project meets specific objectives of the Northland Plan and FOCUS Kansas City. Even with this policy, the City's funding ability is constrained by the limited resources available compared to the need for deferred maintenance and new improvements. Accordingly, creative private funding mechanisms are needed if adequate infrastructure is to be provided to infill and developing areas.

Under the current system, only owners and developers adjacent to arterial streets or parkways are assessed for major roadway improvements. Persons owning property that is not contiguous with arterials are not assessed a share of the costs, although they benefit from and contribute to the need for these improvements. Special benefit districts are one way to equitably distribute infrastructure costs in developing areas. This technique has been effectively applied in Kansas, and would become available in Missouri through new Missouri state legislation authorizing the establishment of Community Improvement Districts (CIDs). This legislation allows private parties, by vote of a majority of landowners by assessed value and per capita within the CID, to assess or tax themselves for improvements and services that benefit the entire community.

Compact Development Options

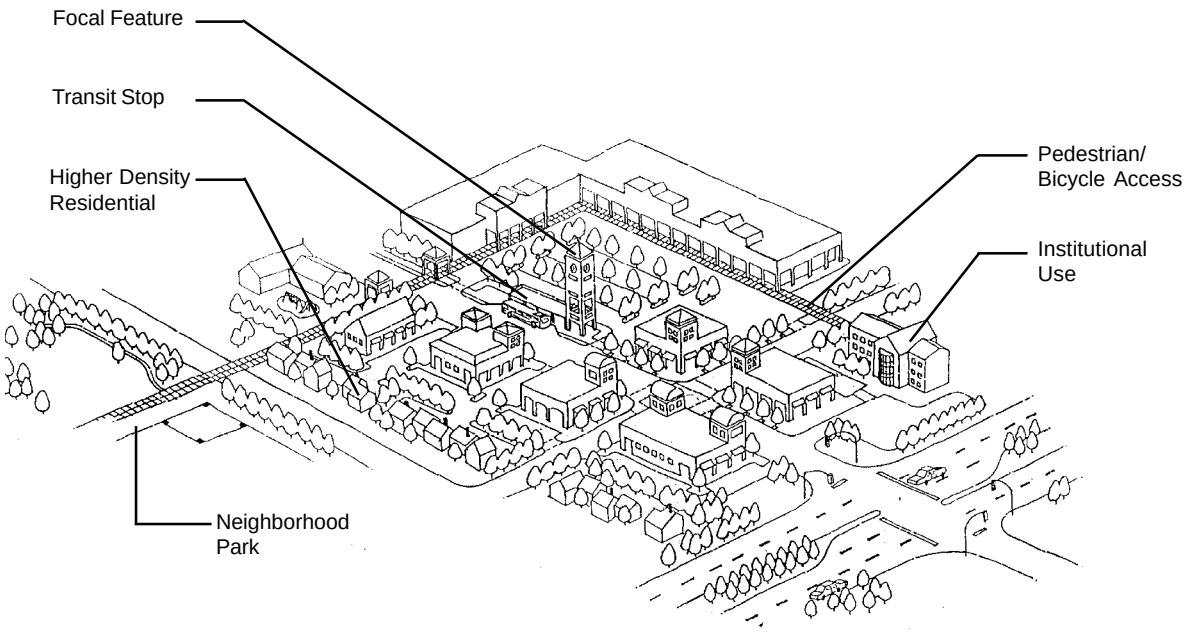
One of the key recommendations of the Northland Plan is that the future development pattern of the Northland should be structured around defined **centers** ranging from low intensity (neighborhood) to high intensity (regional). The "centers" concept is discussed at length above. A variety of regulatory and policy changes will be required to implement this concept:

- The area plans should be revised to delineate the locations of centers.
- The Zoning Ordinance should be revised to permit higher density, mixed use developments in designated center locations. This change should be coupled with site design and architectural standards to encourage a pedestrian and transit-friendly environment. Incentives could be provided for the provision of community-serving uses such as day care.
- Public/private partnerships and incentives should be used to encourage retrofitting of existing automobile-oriented centers (e.g., Metro North and Antioch) with the characteristics of a mixed use center.
- New community-serving facilities should be sited within designated centers.
- The roles of public schools and other community facilities as focuses of community activity should be reinforced through center designations (where appropriate) and through coordination with the school districts and other agencies. Schools provide logical anchors for the smaller scale neighborhood centers.
- Transit service provided by ATA should be coordinated with center locations.



Map 15.
Northland Planning Areas

- City infrastructure investments, including arterial roadways and pedestrian/bicycle paths, should be targeted to support centers.
- The role of traditional centers such as Liberty should be sustained through inter-jurisdictional coordination.

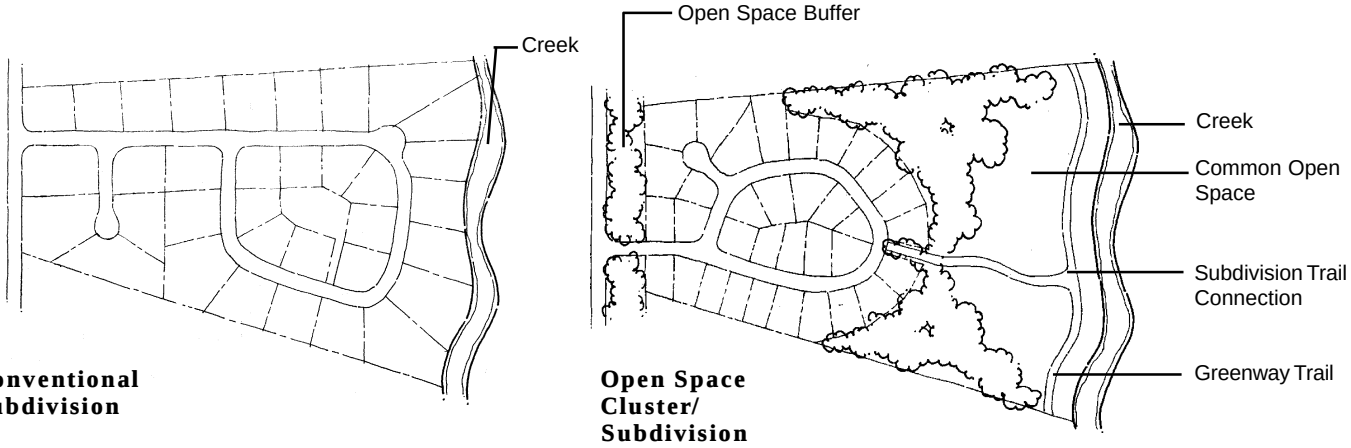


Concept for a Mixed Use Center retrofitted from existing shopping center

Centers should be relatively compact in size to promote pedestrian/transit use and discourage linear development along arterial roadways. As a general rule, areas within 1/4 mile of a major transit stop should support increased density and mixed uses, including higher density residential development. The greatest density should be permitted and encouraged within 600 feet of the transit stop. Automobile-oriented uses should not be permitted within this area. The required number of parking spaces should be reduced on a "sliding scale" based upon the availability of transit and other modes of travel. In addition, shared parking between uses that have parking demands at different times should be encouraged. These measures could also be applied to existing shopping centers to promote the partial redevelopment of expansive parking lots (largely underutilized except for a few days during the year) for mixed uses configured to promote pedestrian traffic.

An orderly transition of uses should be provided from the higher density core of the center to surrounding lower density residential neighborhoods. Local street, bicycle, and pedestrian connections should be provided between the center and the neighborhoods. The center should be served by secondary as well as arterial roads to provide multiple points of access, separate local from through traffic, and minimize congestion on the primary roadway system.

Cluster or **open space development** is another technique that has potential to encourage a more compact pattern of development in the Northland. With the exception of the provisions of Section 80-270 regarding community unit projects (residential developments with a mix of dwelling types), the City's Zoning Ordinance does not currently provide an option allowing the lots in a subdivision to be reduced in size in order to preserve the remainder of the tract as permanent open space. This option would appear to be particularly well suited for the R-A zone, where the three-acre minimum lot size provides an excellent opportunity to preserve meaningful open space through clustering. (As an example, clustering on one-acre lots would theoretically preserve two-thirds of the site as open space). In order to make clustering a more attractive option, some communities provide incentives in the form of higher permitted densities for open space developments. For example, the density permitted in the R-A zone could be increased to one unit per two acres for cluster developments. This would still allow 50 percent of the site to be preserved as open space if the units were clustered on one-acre lots.



Conventional Subdivision

Open Space Cluster/ Subdivision

The advantages of open space compared to conventional development include the following:

- It guides development to the most suitable portions of the tract while allowing key environmental resources to be protected (e.g., woodlands, wetlands, and steep slopes).
- By facilitating setbacks from roads and preservation of key natural features, it preserves the visual quality of the landscape as viewed from public rights-of-way.
- It can reduce site improvement costs by up to 30 to 50 percent due to lower infrastructure expenses (roadways, sewer and water, etc.) resulting from decreased lot size, frontage, and road length requirements.
- It promotes more compact development patterns with reductions in the amount of streets and utilities, lowering long-term costs for maintenance and services.
- It preserves open space for the community at little or no expense to the taxpayer. With proper planning and design, the open space can form part of an integrated, community-wide system of parks, open space, and greenways.
- If units are properly clustered, it allows maintenance of natural drainage patterns on the site, reducing the need for structural solutions to stormwater runoff.
- It provides open space and recreational amenities to residents while lowering initial housing prices if the reduction in development costs is passed on to purchasers. Studies have found that homes in open space developments typically have a higher resale value than those in conventional subdivisions.

Cluster development should be encouraged not only in the R-A zone and other lower density areas of the Northland, but also on infill sites in developed and developing areas. Allowing clustered attached housing (townhouses) should be considered as one way of preserving significant open space in zones with relatively small minimum lot sizes (e.g., 7,500 square feet in the R-1a zone). The proposed inventory of natural and scenic resources in the Northland should be used to define areas that are best suited for open space development.

The following measures should be considered to promote open space development:

- Provision of density incentives
- Relaxation of selected development standards for required public improvements such as road construction. The standards

could be relaxed on a sliding scale related to the density of the development, with the greatest reduction granted to the lowest density developments in outlying fringe areas, provided that they preserve significant open space.
- Expedited review procedures compared to the current system, which subjects conventional subdivisions to lesser amounts of scrutiny than innovative forms of development

Housing Choice

The regulatory and fiscal policies of the City should be designed to promote a range of quality housing choices available in the Northland, including both higher-priced homes and affordable housing to increase diversity and provide persons with low and moderate wage service jobs the opportunity to live in the Northland. The benefits to be derived from this strategy include:

The attractiveness of this new subdivision was enhanced by preserving existing trees.

- A more diverse community with a variety of housing densities and types is healthier than a homogenous one, supporting different household types and life phases.
- It will reinforce Kansas City's competitive position in the metropolitan region by offering a variety of lifestyle choices to complement the urban core.
- Higher-priced homes enhance the City's tax base and strengthen the Northland's developing middle and upper income job base.
- Affordable housing provides Northland businesses with access to a larger pool of local workers in a tight job market.

The Northland has a relatively diverse housing stock, including newer suburban development, a number of multi-family projects constructed during the last decade, and neighborhoods with significantly older homes. Programs to promote rehabilitation and improvement of existing homes and neighborhoods should be implemented as a cost-effective way to ensure a supply of quality affordable housing. In addition, incentives and public/private partnerships should be used to promote the construction of affordable housing. Potential mechanisms include:

- Fiscal incentives for rehabilitation of existing or construction of new affordable housing. These could include tax abatements or deferrals, or waiving of fees if an impact fee system were implemented by the City.

- Regulatory incentives (e.g., increased density) for the construction of affordable housing. Infill sites may be particularly attractive for higher density housing, including the empty-nester/move-down market.
- Modifying zoning to allow the mixing of unit types (single-family detached, townhouses, and multi-family) in the same development
- Targeting of public investments and low-cost financing programs to address deferred maintenance and/or substandard infrastructure in older neighborhoods

Wherever possible, new affordable units should be integrated with market rate housing to promote a more balanced and healthy community. For example, studio apartments in single-family areas would accommodate elderly residents who could make significant contributions to neighborhood life.

One issue related to housing choice in the Northland is large lot or "mini-estate" development. Until recently, Kansas City's development regulations allowed creation of large residential lots in the R-A zone without subdivision review. However, the City has taken the position that such development is undesirable because of its effect on future growth in the Northland. Specifically, large lot development can impede the extension of sewer and water lines and result in higher costs or lower levels of urban services such as road maintenance, schools, police, and fire. Accordingly, the regulations have been changed to require subdivision review of any proposal to divide land zoned R-A into two or more lots which are less than 20 acres in size. This change requires developments with less than 20-acre minimum lots to comply with subdivision standards with regard to roadway construction, stormwater drainage, etc. The following additional regulatory changes should be considered by the City:

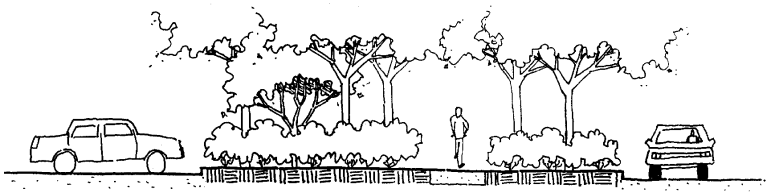
- Further increase the minimum lot size in the R-A zone subject to subdivision review to 40 acres (the same as in the GP-7 zone in Platte County), coupled with incentives for open space development as previously discussed. Use of this development option in lower density areas will provide alternative housing and lifestyle choices while preserving open space and promoting an orderly development pattern.
- Establish subdivision design standards to discourage the creation of multiple lots along existing section line roads. Instead, development access roads should be limited to existing access points where possible, with open space buffers maintained along the existing roadway.

Sunsetting Provisions

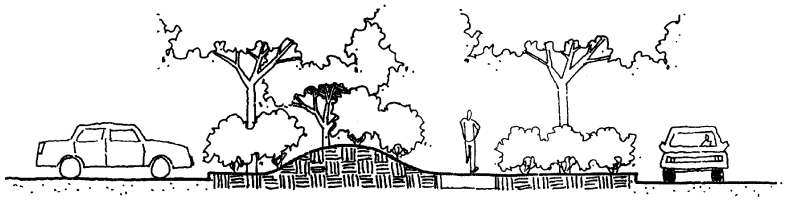
A major issue for the future physical pattern of the Northland is the large amount of vacant land zoned for residential or commercial use, much of which has been has been platted into subdivisions. Approved residential and commercial developments have sufficient capacity to accommodate many years of growth at current rates. Some of these developments were approved many years ago and may not promote the future pattern of growth desired by the Northland Plan. Existing undeveloped areas with zoning that is inconsistent with Plan aspirations and policies will be identified through the area planning process. Rezoning these areas to bring them into conformance with the revised area plans should be considered. The new zoning should be phased in over time to allow owners a reasonable length of time to develop their properties in accordance with the zoning that existed prior to the change. In addition, future projects should be subject to "sunsetting" provisions. These provisions would trigger new review and approval of projects if they have not been implemented within a specified number of years, with the requirement that they comply with current regulations. Time limits should also be set on City commitments to support approved developments.

D. DEVELOPMENT STANDARDS

To achieve the aspirations for the future of the Northland, a higher standard of quality in private as well as public development at the site level will be required. This should be linked to an improved development review and approval process that is more "user friendly," increases certainty, and streamlines good development proposals. One way to promote higher quality is through the establishment of clearer design standards and guidelines for new development. These standards should be designed to produce a more predictable approval process (as opposed to the case-by-case negotiation typical of the current approach), and should be linked with incentives for the desired forms of development and a service orientation by City staff in order to improve the overall development process. The standards would be applied through:



Tree Preservation



Landscape and Berms

Grade Change

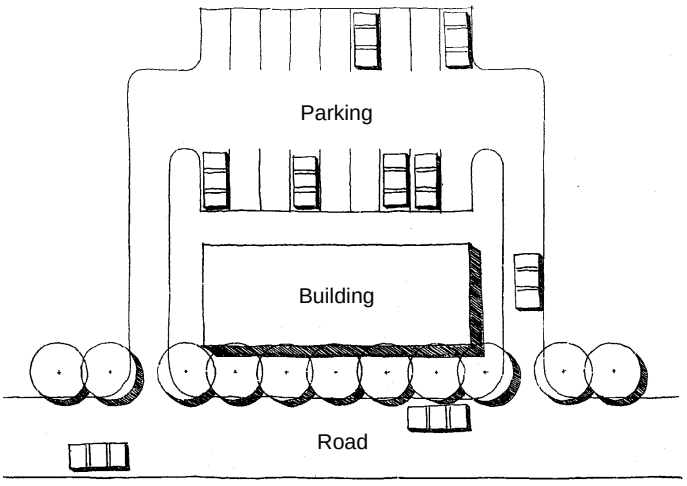
Screening of parking areas

- A new Site Plan Review Ordinance with defined standards for the review of development proposals.
- Strengthening of the standards contained in the Subdivision Regulations to promote quality development.

Site Plan Review

Currently, requests for rezoning require site plan review by the City Planning & Development Department and the City Plan Commission. Developments that do not require rezoning or subdivision approval are not subject to site plan review. Problems with the current process include:

- Although most major developments in the Northland involve rezoning, not all significant non-residential developments are subject to site plan review.
- The lack of explicit development standards can increase uncertainty, the work required by both City staff and the applicant, and the length of the development review process.
- The linking of rezoning approval to a specific site plan can create problems in the future if the proposed development is not built in a timely fashion.



Locating parking behind building defines street "edge," increases visibility, and fosters pedestrian environment.

Many smaller communities in the Kansas City region - for example, Lee's Summit, Liberty, and Overland Park - have site plan review procedures with design standards for new development in place. Kansas City should similarly implement a Site Plan Review Ordinance applicable to commercial, industrial, multi-family, and mixed use developments. The site plan procedures would need to be coordinated with the rezoning process to avoid increasing the time and level of effort required for review and approval. To ease the burden on applicants, size thresholds could be established to allow minor developments to receive a streamlined, administrative review.

The following are the types of standards that could be applied through a Site Plan Review Ordinance:

- Landscaping, including the use of vegetation and landform to buffer non-residential uses from boulevards, other arterial roadways, and adjacent residential areas
- Location and design of parking (e.g., siting parking lots behind rather than in front of buildings)
- Minimization of impacts on critical natural and cultural resources (floodplains, stream corridors, steep slope areas, woodlands, historic sites). A tree preservation ordinance could be enacted with requirements for replacing mature trees removed for development.
- Pedestrian/bicycle amenities and connections (e.g., between commercial/mixed use developments and adjacent residential areas)
- Location and design of signage
- Location and design of buildings

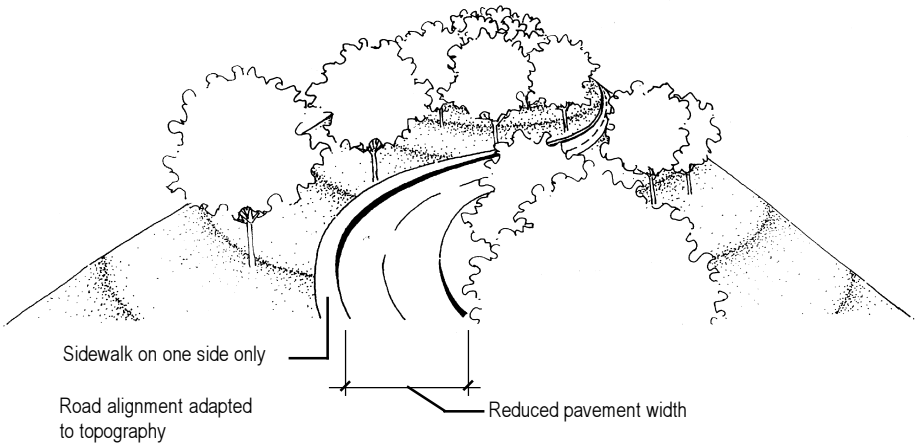
Not all of the standards would need to be applied to all development proposals. For example, architectural guidelines (reduced building setbacks, front porches, rear garages facing on alleys, etc.) might be applied to "urban village" developments to encourage pedestrian orientation and communication among neighbors. These standards could be linked to development incentives, such as increased density.

Subdivision Review

The current standards contained in the Subdivision Regulations should be strengthened to promote better quality development. Potential changes include:

- Allow flexibility in the application of subdivision engineering standards where necessary to preserve sensitive natural resources

  Standards such as road width, horizontal curve radius, and the requirement for sidewalks on minor streets could be relaxed where appropriate to encourage sensitive design with respect to topography, vegetation, and natural features. In general, the Subdivision Regulations could more clearly address the preservation of natural resources by requiring the delineation of steep slopes, existing woodlands, and other significant resource areas on the plat and setting standards to minimize impacts.



Flexible engineering standards can be applied to local streets to minimize impacts on natural resources.

- Enhance the requirements for dedication of parks, playgrounds, and open space areas

  The current acreage required to be dedicated for parkland purposes (.006 acres per person expected to live in the subdivision) is relatively progressive by national standards. However, the parkland dedication requirements could be improved by giving the City rather than the developer the option to accept money in lieu of land, and by increasing the required monetary contribution to more adequately reflect the value of the land not donated.

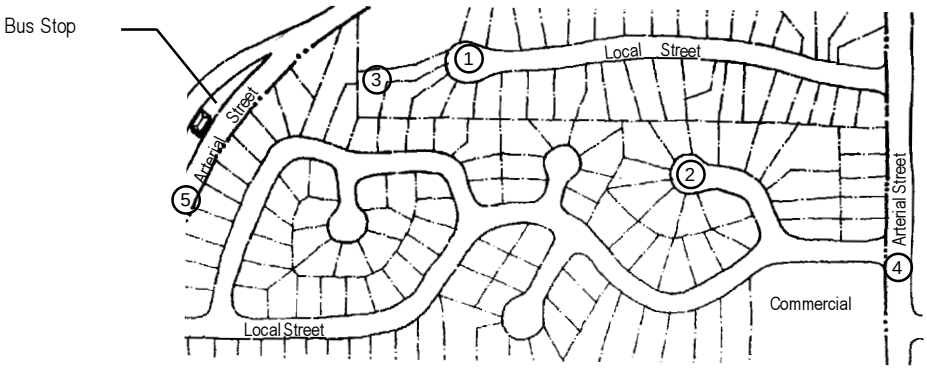
- Make street tree planting a required rather than a recommended improvement for residential subdivisions

  Perhaps more than any other single element, mature trees can define a "great" residential street. Requiring planting of street trees would enhance the character and livability of the Northland's future neighborhoods while contributing to environmental quality.

- Introduce standards to promote connectivity for vehicles, pedestrians, and bicycles

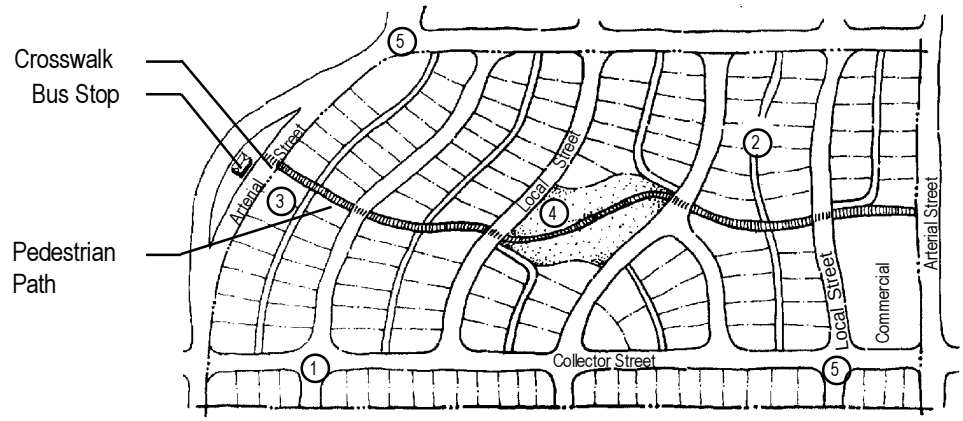
  The conventional subdivisions being built in the Northland, with winding street patterns, cul-de-sacs, unbroken private lot lines, and limited connectivity to adjacent neighborhoods and the larger street system, are not conducive to transit, bicycling, and pedestrian modes of movement. Standards should be introduced into the subdivision regulations to promote the development of interconnected streets, sidewalks, and path systems through roadway layoutand relationship to adjacent properties, lot orientation, and the provision of pathway easements.

Conventional Subdivision



1. Lack of connecting streets isolates neighborhoods, creates long travel distances, and forces all autos onto the arterial street.
2. Cul-de-sac layout discourages walking and encourages more driving.
3. A family living 200 feet from a bus stop must walk 2,640 feet to catch a bus.
4. "Dog-leg" intersections create unsafe traffic movements.
5. There is no safe pedestrian crossing to the bus stop.

"Interconnected" Subdivision



1. Connected streets allow convenient auto, pedestrian, and bicycle circulation within the neighborhood and to adjacent activities.
2. Alleys reduce congestion, take parking/utilities off the street.
3. Bus stop has direct pedestrian access.
4. Neighborhood park has direct pedestrian access.
5. System of arterials and local streets provides most direct routes between origins and destinations.

Source: Snohomish County Transportation Authority, Washington

Development Review and Approval Process

In order to realize the aspirations for the future of the Northland, a partnership will be needed between the City and the development community. Developers will need to be willing to test new ideas and implement innovative forms of development. The City will need to 1) set an example for the private sector by holding to a high standard of quality in public development; 2) provide incentives that make it worthwhile for developers to test new forms of development; and 3) improve the development review and approval process to enhance customer service, increase certainty, and minimize the amount of time it takes to receive a permit, while providing for neighborhood input. Specific ways in which the development review and approval process can be approved include:

- Provide technical assistance by City planning staff to applicants interested in pursuing innovative forms of development
- As part of the new City management structure recommended by the Governance Plan, establish "one-stop shopping"; i.e., a single point of contact for all questions and issues related to the development process
- Specify maximum time periods to be met in reviewing and approving development proposals
- Improve the review and approval process to make the City and developer more aware of community attitudes regarding the effects of the development on the local neighborhood. Possible ways to improve the current process include disseminating information on public meetings/development proposals through the City's cable access channel and web site, expanding notification requirements to more fully inform neighbors, and scheduling meetings to make them more accessible to citizens.

Appendix A

PRELIMINARY TRANSPORTATION IMPROVEMENT PRIORITIZATION SYSTEM

Funding of the multi-modal transportation system needed in the Northland is a complex issue. Not only is there competition between transportation capital improvements needed in the Northland, but funds must also be allocated between Northland improvements and capital and maintenance projects throughout the City. Also, funding categories in part are set outside the authority of the City at the federal and state levels. Some of these allocations can and should be challenged, particularly where it is the opinion of Northland residents that the allocations are not in their best interest.

It is assumed that future transportation improvements for noncontiguous development projects in undeveloped areas will be the responsibility of the new developments. Programs such as right-of-way designation, developer exactions, user fees, registration and vehicular sales taxes, local or special improvement districts, developer impact fees, and tax increment financing all should be considered for funding future transportation improvements. Maintenance of existing and future components of the City's transportation system must also be considered and strategically planned for.

Nevertheless, funding of the Northland transportation improvements necessary to serve existing and infill development is an important priority. Regardless of future transportation budgets, funding will be inadequate to accommodate all the transportation improvements needed and

proposed. Because the needs will likely exceed the available funding, steps should be taken to allocate existing resources in the most cost effective manner possible. Therefore, a prioritization process needs to be established for ranking the benefit or importance of one improvement over another.

Not only is there a need to determine on a comparative basis which transportation improvement category is of greatest benefit to the Northland, but, given limited fiscal resources, decisions must also be made on which projects within a transportation improvement category should receive priority over the others.

A potential system for prioritizing transportation projects in the Northland has been identified. This system involves a two-step process. First, resources are allocated to each transportation category. Second, priorities are established between projects within a project category.

Prioritization between funding categories for the Northland should be in part based upon needs identified by Northland residents. It should be noted that the allocation of resources may be limited by what the funds can be used for. As an example, Federal transit funds can only be used for transit projects. The prioritization process should be largely a technical comparison of the need for and the merits of identified projects and, therefore, can and should be conducted by a technical approach. Projects with value added through state/federal matching funds or developer participation would be a desired objective of the ultimate selection process.

Five project categories have been defined for prioritization in the *Moving About the City* Building Block. These include:

- Highway
- Transit/HOV
- Light Rail
- Bike/Pedestrian
- Mobility Strategies

In order to assess projects within these five categories, five evaluation criteria are proposed. The importance of one measurement over another is reflected through an evaluation weighting consensus developed by the Northland Work Team. Projects are prioritized based on a ranking of their total score which is the sum of the products of measurement weighting and score. Measurement weighting, general measurement criteria, definitions, and scoring definitions for roads and highways are as follows:

System Continuity (Weight 25)

Projects should complete gaps or improve incomplete or inadequate segments of the Northland transportation system. Emphasis should be place on projects located within existing development areas and those that will serve the Northland's Priority Development Areas. In addition, emphasis should be placed on Northland connections (major origins to major destinations) rather than local connections.

3 Project will complete a segment which helps to provide a continuous link between two points of regional or Northland significance within or to the Northland's Priority Development Areas (i.e., developed or developing areas).

2 Project will bring to standards an existing roadway segment which is significant to existing development areas within the Northland or will serve existing and future development within the Northland's Priority Development Areas.

1 Project will complete or bring to standards a segment which enhances continuity of a local system.

0 Project is on a segment which does not enhance continuity within the Northland's Priority Development Areas or existing local development.

Congestion Mitigation (Weight 25)

Projects should reduce congestion by capacity or operational improvements, or by reducing demand through trip reduction or shifts to alternative modes. It should be noted that congestion improvements are not just widening of existing arterials, but also include transportation system management solutions such as signal system improvements, storage lane requirements or consolidation of access points.

3 Congestion is frequently experienced and the project will measurably improve capacity and/or travel time.

2 Congestion is experienced primarily at peak hours and project will measurably improve capacity and/or travel time.

1 Congestion is not currently experienced but would occur with future in-fill development.

0 Project would not measurable improve any congestion problems.

Safety Enhancement (Weight 25)

Projects should enhance safety by addressing an existing hazardous situation, a potentially unsafe situation, or a facility of substandard design. Safety is not just for the automobile, but would include safety improvements for pedestrians and bicyclists.

3 Facility is a "high hazard" situation or substandard design and the improvement will clearly improve the problem.

2 Facility is of a substandard design and has a higher than average accident rate. The improvement would bring the facility to standards and help avoid hazard conditions.

1 Improvement is a high hazard but the project is expected to have only limited success at reducing accidents or the location is of moderate hazard and the improvement would bring the facility to current standards.

0 Project would not provide any beneficial effects on safety.

Environment (Weight 5)

Projects should improve the quality of the environment in the Northland. This would include both improved air quality and amenities such as parkway enhancements.

3 Project will clearly improve air quality through reduction in Vehicle Miles Traveled or improved traffic flow, will enhance the Northland's Parkway System, or will significantly improve the quality of other environmental objectives such as avoidance of any environmentally sensitive areas.

2 Project may improve air quality and would enhance the Parkway System or avoid environmentally sensitivity areas.

1 Project would not improve, but would have no adverse impacts on air quality or other environmental objectives.

0 Project could have adverse impacts on air quality or other environmental objectives that would difficult to mitigate.

Economic Benefit (Weight 20)

Projects should be economically sound and provide a good value to the existing and future residents of the Northland. The Economic Benefit rating is calculated based on the sum of the points from the system continuity, congestion mitigation, safety enhancement and environmental categories divided by the projected improvement costs. The scoring for the economic impact measurement is as follows:

More than 100 points per $1 million	=	3
50 to 100 points per $1 million	=	2
25 to 50 points per $1 million	=	1
Less than 25 points per $1 million	=	0

Appendix B

GLOSSARY OF TERMS

Activity Centers:
Areas of the city with a concentration of attractions and activities, which may include any combination of offices, manufacturing facilities, retail stores, residences, institutions, entertainment and recreation. Also referred to as "Hubs".

Adaptive Re-use:
The renovation of a building to serve a use other than the one for which the building was originally constructed, e.g., the conversion of a school to apartments or a warehouse to offices.

Affordable Housing:
Housing where the occupant pays no more than 30 percent of gross income for gross housing expenses, including utilities.

Area Plan:
Plan prepared as a guide for public policy regarding land use and development in a specific planning area of the City. There are nine planning areas in the Northland.

Area Transportation Authority (ATA):
Metropolitan organization in the Kansas City area responsible for providing public transportation.

Arterial Street:

Roadway designed for large traffic volumes and moderate- to high-speed travel, providing access through and around cities and regions and/or linking major activity centers within the city. Arterials are classified as primary or secondary according to the volume of traffic conveyed. See "Primary Arterial" and "Secondary Arterial."

Blight:

Portions of the city which the City Council determines that, by reason of age, obsolescence, inadequate or outmoded design or physical deterioration, have become economic and social liabilities and where the conditions are conducive to ill health, transmission of disease, crime or inability to pay reasonable taxes.

Boulevard:

As defined by Kansas City's Plan for Major Parks, Boulevards, Parkways, and Greenways, "A boulevard is conceived as a wide formally designed street of distinguished character with a broad right-of-way, often with a substantial median, and with formal landscape effects. It is normally bordered by residences and makes connections with most intersecting streets."

Brownfields:

A piece of property, usually industrial, that is unused or underused due to real or perceived environmental problems, such as soil or groundwater contamination.

Building Blocks:

The FOCUS Building Blocks are Kansas City's twelve strategies to develop a successful model for a new American City by building a connected city. Connections are physical, social, economic, technical and people-oriented. These strategies provide the foundation for all the specific recommendations in the seven component plans that comprise FOCUS.

Capital Improvements:

A permanent addition to the city's physical assets including structures, infrastructure (sewer and water lines, streets), and other facilities, e.g., parks and playgrounds. May include new construction, reconstruction or renovation that extends the useful life. The cost of land acquisition, design, construction, renovation, demolition, and equipment are all included when calculating capital expenditures.

Chapter 353 or "353":
Missouri State redevelopment law which allows cities to establish incentives to improve blighted areas. Incentives, which aim to stimulate private investment, may include tax abatement and granting of the power of eminent domain to a developer to acquire properties and carry out activities according to a development plan approved by the City.

Citizen Access and Communication Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that will make information available and accessible to citizens, thus increasing communication between citizens, businesses and government.

City:
The government of the City of Kansas City, Missouri. Includes any of the various boards, agencies, commissions, and official bodies.

City Life Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block recognizes the importance of culture and entertainment, which enrich the quality of life and make Kansas City a unique and urbane community.

City Plan Commission:
An eight-member commission appointed by the Mayor to oversee the planning and development of the city. The Commission's role and function is to make recommendations to the City Council planning and zoning matters. On rezoning cases, subdivisions, area or neighborhood plans, and most planning activities, the Commission must hold public hearings and submit a recommendation to the City Council on development cases.

Citywide Physical Framework Plan:
One of the seven Focus component plans developed during Phase II. This plan addresses the character of future growth, development and redevelopment, along with capital and infrastructure needs for the city. It also provides strategic land use planning guidelines.

Clean Sweep:
City Program for delivering certain City services in the priority and manner determined by the community. Clean Sweep is done in a partnership between citizens, businesses, institutions, and the City.

Cluster Development:
A residential development designed to preserve open space by clustering homes on a portion of the property, leaving the remainder as open space.

Collector Street:
Roadway designed to carry moderate volumes of traffic and "collect" vehicles, funneling them to arterial streets. Collector streets provide connections between arterial streets.

Community Anchors:
Important organizations within a neighborhood or the city which contribute significantly to the quality of life and economy in that area. They may be organizations, businesses or institutions that provide a strong presence in the community.

Community Anchors Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that enable businesses, institutions, organizations and neighborhoods to work in a cooperative manner to ensure their individual well-being and success and to implement FOCUS.

Community Development Block Grant (CDBG):
A Federal funding program that provides annual funding to eligible local governments for housing, community revitalization, development programs and social services, particularly in low- and moderate- income areas.

Community Development Corporations (CDCs):
Not-for-profit development organizations established to redevelop and revitalize housing and commerce that provide services in a particular area of the city.

Community Infrastructure Committee (CIC):
Committee established in 1995 by Greater Kansas City Chamber of Commerce and charged with the responsibility of assessing how Kansas City, Missouri can better address its infrastructure needs with particular attention given to developing strategies and mechanisms for resolving the City's deferred maintenance backlog. The committee developed a framework of policies, procedures, systems, and mechanisms aimed at improving the overall administration of the Capital Improvement Program including its planning, decision making, funding, and monitoring processes. The CIC worked closely with the Citywide Physical Framework Work Team and their recommendations are included in the FOCUS Citywide Physical Framework Plan and the Governance Plan.

Community Impact Statement:
A process designed to evaluate major expenditures and investments by the City. This process is proposed in the FOCUS Governance Plan.

Community Improvement District (CID):
A district established to allow private parties, by vote of a majority of property owners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Community Policing:
Program linking police with neighborhoods and social service agencies in an effort to increase positive and preventive citizen-police contact and interaction, reduce crime and increase visibility and service.

Compact Development:
Pattern of development in which structures and uses are located in close proximity to one another. In areas of the city that are developing, compact development refers to development that is contiguous or adjacent to existing development. See "Contiguous Development."

Competitive Economy Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines strategies for providing Kansas Citians with the opportunity to thrive and succeed in a rapidly evolving and highly competitive economic system. Employment training, education, transportation, incentives for businesses, business retention, and business assistance activities are some of the components of our economic strategy.

Connecting Corridors Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes recommendations to strengthen and create a variety of corridors in Kansas City. Cultural, entertainment, employment, transit and environmental corridors, among others, are addressed in this Building Block.

Conservation Areas or Neighborhoods:
One of four neighborhood types developed in the FOCUS plan. This term describes neighborhoods that contain any age and type of development that is in good condition and of good quality with a strong market. The actions needed are to keep these areas stable, and to predict and address any emerging negative trends in order to avoid potential problems.

Contiguous Development:
Development of tracts of land in areas immediately adjacent to existing development.

Cul-de-sac:
A local street with only one outlet and having an enlarged area for the safe and convenient reversal of traffic movement.

Density:
Term used to describe the amount or intensity of development on a tract of land. Density is generally measured in two ways: as the ratio of housing units to total land area (e.g., dwelling units per acre) or as the ratio of total building floor area to total land area or Floor Area Ratio (FAR) (e.g., a FAR of 2:1 indicates that the total square feet of building area is twice the total square feet of land area.)

Design Guidelines:
A set of policy statements used to direct or guide the external features of a development, as well as the relationships within the development site and between the development and adjacent uses, in order to promote quality places.

Developing Areas or Neighborhoods:
One of four neighborhood types developed in the FOCUS plan. This term describes areas located throughout the city where there are major expanses of land that have never developed, areas where development is imminent, and where some new development has occurred in recent years. The actions needed in these areas are related to planning considerations for new development and to the construction of new/adequate infrastructure.

Development Pattern:
Configuration or organization of the built environment.

Diversity:
Differences among groups in terms of age, gender, culture, race, ethnicity, income, religion or disability.

Down Zoning:
Rezoning of a property to a lower density or intensity, i.e. from a commercial to a residential, or from a multifamily to a single-family zoning district.

Downtown Loop:
Area of the Urban Core that is defined and contained within the I-35/I-70 highways. Its distinguishable skyline and the agglomeration of commerce, civic and other activities make the Downtown Loop an essential component of Kansas City.

Environmental Stewardship:
Responsible use and management of natural resources and energy.

FOCUS:
"Forging Our Comprehensive Urban Strategy" or FOCUS, is the name of Kansas City, Missouri Strategic and Comprehensive Plan.

FOCUS Center:
A neighborhood-based facility providing a range of services to local residents. See "FOCUS Centers Building Block."

FOCUS Centers Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block proposes the creation of neighborhood-based facilities to provide citizens with information and services. FOCUS Centers would be created through partnerships between the City, businesses, community anchors, neighborhoods and community groups.

FOCUS, Phase I: The Policy Plan:
Completed in 1994, Phase I of FOCUS provides a vision statement for Kansas City and fourteen supporting Principles for Policy. The vision statement emphasizes putting people first in all decisions.

FOCUS, Phase II: The Strategic and Comprehensive Plan:
Completed in 1997, Phase II of FOCUS consists of seven technical component plans. These are: Citywide Physical Framework Plan, Neighborhood Prototypes Plan, Preservation Plan, Urban Core Plan, Northland Plan, Human Investment Plan, and the Governance Plan.

Gateway:
Major point of arrival into the city, or a particular part of the city, such as a neighborhood or business district. A gateway can either mark the physical entrance to the area, or it can mark the location where most people would feel they have entered an area, such as the first point along a major roadway where a person can see the downtown skyline of Kansas City.

Governance Plan:
One of the seven FOCUS component plans developed during Phase II. The plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening citizenship and metropolitan cooperation. The plan also provides a framework to ensure the implementation of initiatives in the other FOCUS component plans.

Great Streets:
A concept that promotes the concentration of new development and/or rehabilitation activity along specific corridors linking key activity centers across the community.

Greenspace:
Land not available for construction and designated for conservation, preservation, recreation or landscaping.

Greenway:
A continuous corridor of open (green) space that is preserved and not developed. Greenways offer a variety of benefits, such as recreation, bicycle/pedestrian movement, and preservation of wildlife habitat along with other natural resources.

Healthy Community Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block incorporates "partnership" and "prevention" as strategies to help people achieve their full potential and addresses health issues, homelessness, racial intolerance, and other barriers.

Heart of the City:
See "Urban Core."

High Density Housing:
Generally includes apartment buildings over six stories in height, with more than 75 dwelling units on an acre of ground.

Housing Choice:

Refers to the availability of a variety of types and locations of housing. Housing can vary according to size (e.g., number of rooms or stories), style (e.g., bungalow, construction frame, two story, ranch), type (e.g., single family versus multi-family or duplex), location (e.g., urban versus suburban), price and other characteristics.

HOV:

Typically refers to highway lanes dedicated for use by vehicles with multiple riders (carpools, vanpools, and buses) during rush hour.

Human Investment Plan:

One of the seven FOCUS component plans developed during Phase II. The plan outlines recommendations related to life-long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

Identity:

The distinguishing character or elements of a place, neighborhood, commercial area or any other part of the city. See also "Sense of Place."

Impact Fee:

Fees charged to a developer to cover the costs that a development imposes on the community.

Incentive:

Inducement provided by government to encourage development of a certain type or in a certain area. Examples include tax abatement, tax reduction, power to condemn and acquire property, density bonuses, etc. The term "highest incentive" is used in the FOCUS Plan to indicate the most significant incentives, to be offered businesses or developers who meet a specific list of criteria.

Infill Development:

Development of vacant or underutilized properties within predominantly built up neighborhoods and commercial areas.

Infrastructure:
The basic facilities and equipment necessary for the effective functioning of a city, such as the means of providing water service, sewage disposal, telephone service, electric and gas connections, and the street network.

Intelligent Transportation System:
A transportation system employing technology designed to increase the carrying capacity of existing roadways (e.g., actuated traffic signals based upon real time traffic flow).

Intermodal Transportation:
Multi-modal transportation, with an emphasis on the transfer of people and goods from one mode of transportation to another.

Investing in Critical Resources Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines the city's fundamental responsibilities: to protect the lives and property of Kansas Citians, to be responsible stewards of the public's capital assets, and to safeguard the natural environment. Commitment of resources and investments in these basic and essential services is one of the highest priorities for Kansas City.

Kansas City Register of Historic Places:
The list of buildings, structures, sites and objects in Kansas City that have been recognized by the City Council for their architectural, historical, cultural or aesthetic significance. See "Landmarks Ordinance."

Land Use:
A description and classification of how land is occupied or utilized, e.g., residential, office, parks, industrial, commercial, etc.

Land Use Regulations:
Ordinances and resolutions which govern and direct development of land in a city. Examples include Zoning and Subdivision Regulations.

Landmark:
Urban design feature serving as a visual focal point and source of community identity.

Landmarks Ordinance:
The section of City Code that defines and establishes the Kansas City Register of Historic Places, the Landmarks Commission and the powers of the Landmarks Commission.

Leapfrogging:

Development of a tract of land located beyond previously developed areas, leaving undeveloped land in between. Utilities, infrastructure, police and fire protection and other public services must be provided to these "leapfrog" developments, making them costly to the City and to other taxpayers.

Life Long Learning Building Block:

One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block describes strategies providing people with learning opportunities throughout their lives. By focusing on people at all stages of their lives, life long learning ensures that Kansas City will become known for "Citizens Involved in Learning."

Light Rail:

Transit technology which runs at grade or street level at approximately the same speed as adjacent vehicular traffic. The trains are typically two cars in length and run quietly. Light rail stations can be as close as a few blocks apart.

Low Density Housing:

Generally one to three story single family and duplex housing, with no more than 14 dwelling units allowed on one acre of land.

Low-Income Housing:

Housing which is affordable to households with incomes from 51% to 80% of the median income of a given area, as determined by the Department of Housing and Urban Development (HUD). Adjustments exist for smaller and larger families and for areas with unusually high or low incomes or where needed because of prevailing levels of construction costs or market rents. Two additional categories have been created by HUD: very low income housing - 31% to 50% of median income, and extremely low income - 0% to 30% of median income.

Major Street Plan:

Official public document outlining the network of existing and proposed freeways, interstate highways, expressways, primary and secondary arterials, parkways and boulevards required to support the current and future development of Kansas City. The first Major Street Plan was adopted by the City Council in 1971. The current Plan was adopted by the City Council in 1996.

Medium Density Housing:

Generally includes apartment buildings up to six stories in height, with generally no more than 75 dwelling units on an acre of land.

Metro Green Plan:

Study conducted by the Prairie Gateway Chapter of the American Society of Landscape Architects' Community Advisory Team (1992) that defines a concept for developing two concentric greenway corridors in the region. The Mid-America Regional Council is currently administering the concept's implementation, and many cities in the region have adopted it.

Metropolitan (Metro) Area:

The five-county metropolitan area used by the City Planning and Development Department to define and describe greater Kansas City in FOCUS background reports. The counties included are: Jackson, Clay and Platte in Missouri and Johnson and Wyandotte in Kansas.

Metropolitan Statistical Area (MSA):

The eleven-county metropolitan statistical area defined by the U.S. Census Bureau to describe a broader metropolitan area for analyses and reporting. The Kansas City MSA includes Jackson, Clay, Platte, Cass, Ray, Clinton and Lafayette in Missouri and Johnson, Leavenworth, Wyandotte, and Miami in Kansas.

Mid-America Regional Council (MARC):

The Mid-America Regional Council (MARC) serves as the association of city and county governments and the Metropolitan Planning Organization (MPO) for the bistate Kansas City Region. MARC functions as an ongoing forum for area jurisdictions and diverse community interests to address mutual problems; conducts long-range planning and coordinates public policy to support the economic, social and environmental health of metro area; provides important services to the community and promotes the effectiveness of local governments through technical assistance, independent research and cooperative programs.

Mixed Income Housing:

A multi-family housing development which includes a range of income groups. This mix is determined by the type of project financing. For example, a 100 unit development financed with low income housing tax credits, CDBG funds and private financing might have 60 units restricted for households with incomes below 60% of the median area income, 25 units for households below 80% of the median area income, and 15 units at market rate with no maximum income cap.

Mixed Use:
A land use type which recognizes that many land uses and activities are compatible and can be co-mingled to promote physical development at a human scale. Mixed use allows the integration of commercial, retail, office, medium to high density housing, and some light industrial land uses. These various land uses can be integrated either horizontally or vertically in a single building or structure, or on a parcel or parcels of land.

Mixed Use Center:
A node of development and activity that provides a focal point for the surrounding area. This node incorporates mixed uses such as commercial, office, residential, and community serving facilities. The transportation/circulation system in a mixed use center is designed to accommodate a variety of modes, including pedestrian, transit, bicycle and the automobile. Mixed use centers are divided according to function and scale into regional, community and neighborhood centers.

Mixed Use Center - Community:
A type of mixed use center designed to serve multiple neighborhoods which includes major retail, shopping, light industry, medium to high density housing, and low to mid-rise office buildings.

Mixed Use Center - Neighborhood:
A type of mixed use center designed to serve adjacent neighborhoods which provides services such as a grocery store, pharmacies, small to medium size office spaces, banks, low to medium density housing and other low-rise office buildings.

Mixed Use Center - Regional:
A type of mixed use center designed to serve the entire metropolitan area, providing specialty shops, discount stores, major retail and entertainment venues, hotels, high density housing and mid to high-rise office buildings.

Mixed Use Center - Small Neighborhood:
A type of mixed use center designed to serve a neighborhood and which provides small scale services, such as an ice cream parlor, coffee shop, small sit-down restaurant, a hair salon and other small businesses. These centers are located close to low density housing areas.

Mode:
See Transportation Modes.

Moving About the City Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block represents our transportation strategy and addresses the need to move people and goods throughout the city. Our transportation strategy emphasizes reliability, efficiency and choice which are best achieved through a multi-modal transportation system providing a wide range of transportation choices in an interconnected system. These choices include transit, automobiles, pedestrians, bicycles and other modes.

Multi-Modal Center:
Locations which support the coming together and linking of multiple transportation modes, such as air travel, automobile, pedestrian, rail, commuter rail, light rail and/or major bus routes.

Multi-Modal Transportation:
A transportation system using a variety of travel modes to transport people and goods. Components of this system include vehicular roadways, transit (bus, rail), bikeways, pedestrian paths (sidewalks), freight railways and airplanes.

Municipal Art Commission:
A six member board appointed by the Mayor with two advisors charged with oversight of projects including: the One-Percent-For-Art program, an annual photography contest and bi-annual urban design awards.

National Register of Historic Places:
The list of buildings, structures sites and objects that have been recognized by the National Park Service for their architectural, historical, cultural or aesthetic significance.

Neighborhood Assessment:
A process for neighborhoods to identify priorities and improvement strategies according to their neighborhood type. The four neighborhood types, as defined in the Neighborhood Prototypes Plan, are conservation, stabilization, redevelopment, and developing.

Neighborhood Improvement District:
A district established to allow private parties, by vote of a majority of landowners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Neighborhood Livability Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes strategies to make Kansas City's neighborhoods livable and enjoyable.

Neighborhood Prototypes Plan:
One of the seven FOCUS component plans developed during Phase II. This plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of City services. A unique neighborhood assessment process helps citizens identify neighborhood improvement strategies.

Nodal Development:
Pattern of development in which the most intense uses are located at the intersection of major streets, roadways and transit corridors and also in areas surrounding a transit station or transit stop. See also "Activity Centers."

Northland:
Area within the limits of Kansas City, Missouri, located north of the Missouri River. This area, measuring 159 square miles, is mostly undeveloped and contains some of the region's major activity centers, such as KCI airport, Executive Hills, and Metro North Shopping Center.

Northland Plan:
One of the seven FOCUS component plans developed during Phase II. This plan was developed specifically for the Northland. This plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle-friendly arterials.

Older Urbanized Area:
The oldest developed part of the Northland (e.g., the First Annexation). This area consists of established neighborhoods with relatively little undeveloped land.

Open Space Development:
See Cluster Development.

Oversizing:
The practice of requiring sewer, water, and other infrastructure improvements to be larger than necessary to serve an individual development so that the improvement can accommodate the area's ultimate capacity at build-out.

Park-and-Ride Centers:
Centers located in the outlying suburban areas along transit corridors which allow suburban residents to drive to the center, park their cars, and use the transit service to reach the city or major activity centers.

Parks and Boulevard Plan:
Plan prepared by the Parks, Recreation and Boulevards Department addressing the city's needs and priorities for new parks, community centers, recreation areas, parkways and boulevards. The current plan was adopted in 1993.

Parkway:
See "Boulevard."

Pedestrian-Oriented Development:
Development which provides facilities for walking and encourages pedestrian use, designed to make movement on foot attractive and comfortable and to reduce the dependence on motorized vehicles for short trips.

Physical Environment Plans:
Term that describes the five (out of seven) component plans of FOCUS, Phase II, that are "physical" in nature. These "physical" plans are the Citywide Physical Framework Plan, the Neighborhood Prototypes Plan, the Preservation Plan, the Urban Core Plan, and the Northland plan.

Plans, Zoning and Economic Development Committee:
One of four standing City Council committees. The Committee's responsibilities include holding public hearings to review all planning and development proposals and making recommendations for action to the full Council.

Policy Statements:
Specific directives outlined in the FOCUS Policy Plan that indicate criteria for making decisions as well as priorities and issues of importance for the city.

Preservation Plan:
One of seven FOCUS component plans developed during Phase II. This plan highlights the importance of Kansas City's rich

legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

Primary Arterial:
Street designed to move through traffic. These streets can also accommodate major access points from abutting properties. Where traffic is heavy or movements may become congested, access to abutting land is often restricted to traffic moving in one direction.

Principles for Policy:
The fourteen major themes and statements of philosophy developed during Phase I that are essential for the city to achieve Kansas City's vision. All City actions are measured against these fourteen principles.

Priority Development Areas:
Concept developed in the FOCUS Citywide Physical Framework Plan which is designed to help in guiding land use and development policies. Each Development Priority Area represents an area which is currently developed, which is contiguous or adjacent to existing development, and where public facilities and infrastructure are already in place. Development outside of these areas should only be encouraged when it meets a larger FOCUS objective.

Property Maintenance Code:
Part of the City's Code of General Ordinances that set standards for the maintenance and rehabilitation of properties to insure public health, safety and welfare and to upgrade neighborhoods.

Public Housing:
Housing for persons with incomes generally below 50% of the median income level which are owned by the local public housing authority.

Quality Places to Live and Work Building Block:
One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block provides guidelines to ensure that development in the city will establish a good relationship between people and the various physical elements of the city, including residential and commercial areas, focal points, activity centers, landmarks, corridors, waterways, and others.

Rezoning:
Process by which the authorized uses of a property are changed or modified. The City Council, upon recommendation from the City Plan Commission, is authorized to change the zoning of any property within the city as long as the action is justified by public necessity, convenience or general welfare.

Redeveloping Areas:
A FOCUS concept describing areas in which severe problems exist — the existing fabric of the area is generally gone and significant public and private investment is necessary. Redevelopment of these areas can meet market needs for residential and commercial development in older parts of the city. The actions needed are preserving structures that are sound or that may be historically significant, demolishing structures which are in poor condition, building new structures and creating a new fabric for the area.

Recycling:
Process of separating, collecting, processing, marketing, and ultimately using material that would have been otherwise thrown away. For example, a newspaper can be "recycled" for other printed matter or other paper products. Cans and bottles can be crafted for other uses.

Red-lining:
A practice among businesses, financial institutions, insurance companies and other organizations of refusing to provide services to certain supposedly high-risk geographical areas, regardless of the merits of the individual applicants; derived from the red line that the institutions may draw around the area on a map.

Right-of-way:
Property designated to be used for streets, highways, transit corridors, and other transportation related needs.

Road District:
A district established to allow property tax or sales tax to be collected to finance road and bridge improvements.

Secondary Arterial:
Street designed to provide access for one or more neighborhoods to various activity centers, community shopping centers, strip commercial areas, employment centers and community and regional recreation areas. Secondary arterials pick up traffic form collector streets and preserve the integrity of residential neighborhoods by keeping traffic out of them.

Sense of Place:
The sum of attributes of a locality, neighborhood or property that give it a unique and distinctive character.

Septic System:
An on-site system designed to treat and dispose of domestic sewage. A typical septic system consists of a tank (septic tank) and a system of tile lines or a pit for disposal of the liquid effluent (sludge) that remains after decomposition of the solids by bacteria in the tank. A septic system must be pumped out periodically.

Signage:
Display boards or surfaces used for directions, identification, instructions, or advertising; usually consists of lettering, pictures, diagrams, decoration, etc., often in combination, on a contrasting background surface.

Solid Waste:
Refers to garbage, refuse, sludges and other discarded materials. Even though the word "solid" appears in the name, solid waste can be a solid, liquid, semi- solid, or contained gaseous material.

Stabilization Areas or Neighborhoods:
One of four neighborhood types developed in FOCUS. The term describes areas that contain any age and type of development that is having problems — with building renovation, stagnant property values, increasing vacancies and/or a weakening market. These problems can range from relatively minor to severe. These areas contribute a variety of housing, commercial and industrial space at a variety of cost levels. The actions needed involve addressing the problems that exist — stabilizing where feasible and maintaining and upgrading where necessary.

Streetscape:
The environment along a street in an urbanized area. Streetscape elements include the roadway, including medians and associated landscaping, fountains, sculptures, sidewalks, on-street parking, street lighting, pedestrian lighting, traffic signals, signage, benches, trash containers, newspaper and other vending machines, bus shelters and other features within the area of the right-of-way.

Strip Commercial Development:
Development pattern that consists of long stretches of uninterrupted commercial development. This type of development pattern is generally oriented to shoppers in automobiles and is not friendly to pedestrian usage.

Subdivision:
Land, vacant or improved, which is divided or proposed to be divided into two or more lots, parcels, sites, units, plots or interests for the purpose of offer, sale, lease or development.

Subdivision Regulations:
Ordinance regulating the subdivision of land within the city.

Sunsetting:
Elimination of preexisting zoning and development approvals on properties affected by changes in regulations.

Sustainability:
An approach to design, development and management of community, which does not compromise the environment or the ability of future generations to meet their needs.

Tax Incentives:
Tools and mechanisms that convey one or several financial advantages to a particular employer, developer, or homeowner for a specific period of time. Incentive programs include Tax Increment Financing and Tax Abatement, the forgiving of a portion or all taxes due.

Tax Increment Financing (TIF)**:**
A state legislated incentive mechanism whereby certain redevelopment project expenses are financed by Payments in Lieu of Taxes (PILOTS) and a portion of Economic Activity Taxes (EATS) that result from the redevelopment project. PILOTS are equal to the tax revenue that would accrue from the increase in assessed property valuation in the project area. EATS are composed of taxes generated by economic activities within the project area, including sales taxes, utility taxes, earnings taxes and others. The project must be located in a blighted area, a conservation area, or an economic development area, and it must be determined that without TIF assistance redevelopment would not occur. A TIF plan must comply with the general development plan of the municipality.

Transit:
Term used in reference to public transportation, including buses, light rail, commuter rail, and others.

Transit Corridor:
Corridor which is served by public transit and which supports the development pattern of the surrounding areas. Development along transit corridors is generally pedestrian friendly. Higher

development densities are generally allowed at the intersection of transit corridors or at transit stops.

Transit Impact Zones:
Areas surrounding transit stations where higher density development should be permitted to provide support for transit usage. The zones are divided as primary impact zones, which extend to a radius of 600 feet around the transit station, and secondary impact zones, which extend from 600 feet up to a quarter- mile radius around the transit station.

Transit-Oriented Development:
Development and land uses which support and encourage public transportation. Buildings may provide minimum areas for parking; ancillary support uses for transit, such as a waiting area or ticket purchase station; pedestrian friendly streetscape and street furniture; and multiple uses within a building.

Transportation Demand Management (TDM):
Refers to developing policies plus public and private programs to manage the demand placed on transportation supply. Actions may include increasing the use of public transit and carpools, staggered work hours, etc.

Transportation Management Organization:
Organization whose mission is to promote transportation demand management. Transportation Management Organizations can be comprised of public sector agencies and/or private sector businesses.

Transportation Modes:
Term used in reference to the various mechanisms that move people or goods. Transportation modes include automobiles, bicycles, transit, rail, barges, airplanes, pedestrian and others.

Undeveloped Area:
Predominantly undeveloped, unplatted land, with a high proportion of agricultural use (e.g., most of the area north of I-435 and west of US-169).

Urban Core:
Area of dense development and activity in Kansas City, Missouri. The area generally from the Missouri River on the north, 75th Street on the South, the Kansas-Missouri state line on the west and the Blue River on the east.

Urban Core Plan:
One of seven FOCUS component plans developed during Phase II. The plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

Urban Form:
The large-scale organization and design of the city, including the massing and organization of buildings and the space and relationship between them.

Urbanizing Area:
The major growth corridors within the Northland (e.g., the Line Creek Valley and the North Oak corridor). This area contains a mixture of established development, more recent development, and undeveloped land.

Urban Villages:
Communities within the city with many locally available amenities and services and a pedestrian-friendly environment. An urban village is characterized typically by residential, commercial, educational, religious and recreational activities that recognize and reinforce the unique character of a specific neighborhood and include a village center which is within walking distance for neighborhood residents.

Zoning:
Mechanism through which cities regulate the location, size and use of properties and buildings. These regulations are designed to promote the health, safety, morals or general welfare of the community; to lessen congestion in streets; to prevent the overcrowding of land; to avoid undue concentration of population; and to facilitate the adequate provision of transportation, water, sewage, schools, parks and other public requirements.

Zoning Ordinance:
Chapter 80 of Kansas City's Code of Ordinances implementing zoning as a tool for regulating land use.

Acknowledgements

Mayor and City Council

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford
First District-at-Large

The Honorable Ronald Finley
Third District-at-Large

The Honorable Ken Bacchus
Fifth District-at-Large

The Honorable Teresa Loar
First District

The Honorable Mary C. Williams-Neal
Third District

The Honorable Kelvin Simmons
Fifth District

The Honorable Jim Glover
Second District-at-Large

The Honorable Evert Asjes III
Fourth District-at-Large

The Honorable George Blackwood
Sixth District-at-Large

The Honorable Paul Danaher
Second District

The Honorable Aggie Stackhaus
Fourth District

The Honorable Judith Swope
Sixth District

City Plan Commission

Chair:
Mr. Whitney E. Kerr Sr.

Vice-Chair:
Mr. Phil Klawuhn

Members:
Ms. Eloise Allen
Mr. Al Caudle
Mr. Charles F. Myers
Mr. Cris Medina
Mr. Frank Zilm, FAIA

FOCUS Steering Committee

Co-Chairs:
Father Thom J. Savage, S.J.
Mr. Leonard J. Graham, P.E.

Members:
Ms. A. Lee Alexander
Rev. Stan Archie
Ms. Edie Ballweg
Ms. Angela Bennett
Ms. Janet Blauvelt
Mr. Jim Bergfalk
Mr. Alvin Brooks
Mr. Ben Bryan
Mr. Arthur Diaz
Mr. Peter Dreyfuss
Mr. Alex Ellison
Mr. Richard L. Farnan, FAIA
Mr. David Fenley
Mrs. Frances Foerschler
Mr. Charles A. Garney
Mrs. Ellen Holmes
Dr. Brenda Kelly
Mr. Charles F. Myers
Mr. Kelley M. Martin
Mr. Clyde McQueen
Ms. Pauline Rios
Mr. Steve Roling
Mr. Thomas M. Rule
Mrs. Dorothy Stroud
Ms. Ana Valdez
Mr. Turner White

Ex-Officio Members:
Mr. Whitney E. Kerr Sr.
Chair, City Plan Commission
Mr. Frank Zilm, FAIA
City Plan Commission

Northland Work Team

Co-Chairs:

Mr. Stuart Hunt
Ms. Linda Ward

Members:

Ms. Carol T. Adams
Mr. Raymond R. Brock
Ms. Cindy Brown
Mr. Ken Burkhead
Mr. Burt Canfield
Dr. David Crockett
Mr. Jay B. Dillingham
Mr. F. D. Galloway
Mrs. Roberta Galloway
Ms. Anne Garney
Mr. George Goodale
Mr. Myron Haith
Mr. Steven D. Hamilton
Mr. Jeff Hancock
Ms. Beth Harmon-Vaughn
Mr. Stan Harris
Ms. Deborah L. Hermann
Mr. Doug Hintzman
Mr. Richard Holwick
Mr. Wesley B. Jennings
Mr. Mark L. McHenry
Mr. Charles Miller
Mr. Gary Moore
Mr. Ed Mulcahy
Ms. Margaret Murphy
Mr. Frank Pogge
Ms. Kathy Potter
Mr. John Stufflebean
Ms. Marilyn Schweitzer
Mr. Tom Steadman
Mr. Bill Trickey
Mr. Ron Yaffe
Mr. Hugh J. Zimmer

Northland Community Advisory Team

Staff Leaders:

Ms. Patty Elbert Noll
Mr. Steve Abbott
Mr. Jim Hedstrom

Volunteer Project Leaders:

Mr. Jon Niemuth
Mr. Steve Noble

Members:

Mr. Mark Long
Ms. Sally Berkley
Ms. Jennifer Blake
Mr. Stuart Borders
Mr. Michael Burke
Mr. Randy Condit
Mr. Brad Crosser
Mr. Brad Culver
Ms. Linda Daily
Mr. J. B. Dillingham
Mr. John Fairfield
Mr. Margaret Doty
Ms. Kathy Fausset-Brock
Mr. Pete Fullerton
Mr. Bill Grotts
Mr. Brian Hall
Ms. Meg Harding
Ms. Deborah L. Hermann
Mr. Mike Hull
Mr. Wesley B. Jennings
Mr. Rob Kinder
Mr. Wayde S. Kindiger
Mr. Tim Kristl
Mr. Mark Long
Ms. Corrinne McCall
Mr. David K. Miller
Ms. Brenda Morehead
Mr. Gary Moore
Mr. David K. Nelson
Mr. Jerry Nelson
Mr. Dewey Newton
Ms. Mary Ode
Mr. David Peironnet
Mr. John Poehlman
Ms. Kathy Potter
Mr. Larry Smith
Mr. Curtis Stock
Mr. John Stufflebean
Mrs. Kathy Stump
Ms. Sheila Tracy
Ms. Carolyn Vellar
Mr. Shad Vermeesch
Mr. Chuck Weber Jr.
Mr. Chuck Weber Sr.
Mr. Roger Yarberry
Ms. Bernice Yarberry

Consultant Team

Wallace Roberts Todd
Philadelphia, PA
Mr. Richard Huffman, FAIA
Mr. David Rouse
Mr. Paul Rookwood

Balloffet & Associates
Fort Collins, CO
Mr. Ray Moe
Mr. Robert Kitchell

Community Futures Inc.
Denver, CO
Ms. Shawne Ahlenius

Abend Singleton Associates, Inc.
Kansas City, MO
Mr. E. Crichton Singleton, FAIA

Management Team

Ms. Vicki L. Noteis, AIA, **Director**
City Planning & Development
FOCUS Kansas City

Mr. Robert L. Collins
City Manager

Ms. Therese Brekke
Assistant Director of FOCUS

Ms. Patti Banks
Project Manager,
Northland Plan

Ms. Lynnis Jameson
Manager, Physical Environment Plan

Additional Staff Support

Mr. Joe Perry
Mr. Bob Hurst
Ms. Katherine Linder
Mr. Thad Biggerstaff

Ms. Judy Hansen
Mr. Mario Vasquez

Special Thanks

North Kansas City School District
Farmland Industries
Platte Brooke North Neighborhood and
Park Hill School District for providing meeting facilities.

We sincerely regret any inadvertent spelling errors or omissions.

May 1998

To the Mayor, City Council and Citizens of Kansas City:

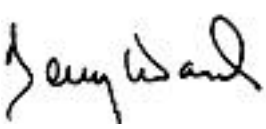
On behalf of the Human Investment Work Team of FOCUS Kansas City, we are pleased to submit the FOCUS Human Investment plan. This one is one of seven components of the FOCUS Kansas City Plan unanimously adopted by the City Council in October of 1997.

The Human Investment Plan builds on the FOCUS vision of Kansas City as a people-centered community. The plan builds on a strong Kansas City tradition of capable, hard-working people who are self-supporting and connected in community with their neighbors. We think that the eight core human investment strategies and supporting actions that are included in this plan will help our city address the collective needs of our citizenry.

Putting the plan together has been an enjoyable experience. In its present form, the plan provides a broad foundation upon which we can begin to improve the lives of the people of Kansas City. As time goes on, we expect that even though the specific issues will change, the overall aspirations of this plan and of the FOCUS Kansas City Plan will continue to serve as guide for addressing our future challenges and opportunities.

Thank you for the opportunity to shape the future of our city.

Very Best Wishes,



Terry Ward Rabbi Michael R. Zedek

Joanne Collins

Table Of Contents

Introduction to FOCUS i

Executive Summary 1

Putting People First 23

Building on Our Strengths 33

Aspirations 45
- Healthy People 45
- Productive People 46
- Caring People 47
- Civil People 48

Applications - The Human Investment Plan 51

Core Strategies
- Eliminating Racism and Other Forms of Unfair Discrimination 55
- Promoting Entrepreneurs 65
- Developing a Skilled Labor Force 68
- Preparing People for Work. 71
- Promoting Universal Child Care and Development 77
- Providing Sound Education and Lifelong Learning 80
- Preventive Health Care 86
- Enhancing City Life 92
- Implementation Resources 97
- Plan Evaluation and Monitoring 101

Appendix
- Glossary A-1

Acknowledgements

This plan is dedicated to Larry Ramsey

Elise Gourguechon

INTRODUCTION

FOCUS Kansas City

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities to follow in the future.

Thousands of Kansas City citizens have created this blueprint for our city's future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS - Forging Our Comprehensive Urban Strategy - is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the City of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that people are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

> *We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.*
>
> *We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, or neighborhoods, our schools, our businesses and our city.*

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for the City to achieve its vision. These are the foundation of our City's character. All City actions are measured against these fourteen principles. They were derived from the wealth of citizen ideas generated in the Phase I Perspective Group process.

Elise Gourguechon

Reaffirm and Revitalize the Urban Core

Central to the city's vitality is the Urban Core, with its diverse population, historic neighborhoods; cultural, recreational, and sports attractions; central business corridor, and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development

The health of our city depends on recognizing the interdependency of the city's suburban areas and the Urban Core. Each must be healthy for the city to attract development and grow. Quality suburban development enables the city to compete for residents and jobs and is an important part of the city's ability to grow in the future.

Plan for a Well Designed City Framework
The design and maintenance of the city's transportation and infrastructure systems create a framework for sustainable development. Excellent planning systems create a framework for sustainable development. Excellent planning and urban design create a unique city that is physically unified and beautiful.

Strengthen Neighborhoods
Well-planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship
Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City
Personal comfort, safety, security and peace of mind are essential to residents and businesses in a livable city.

Respect Diversity
Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts
Learning is fundamental to citizenship, self-enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city's economic base.

Develop Jobs for the Future
The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its competitive role and provide employment opportunities for its citizens.

Create Opportunity
Community and individual self-esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People
Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow's world.

Target Financial Investments Strategically
The City must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city's vision.

Build Government through a Strong Partnership with Citizens
Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional cooperation
The City of Kansas City is at the center of a metropolitan community where the challenges of building on the region's strengths and addressing its problems demand a collective response.

FOCUS Phase II - The Strategic and Comprehensive Plan

Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded Steering Committee, with the help of seven Work Teams made up of over 350 people and additional Community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

Chuck Kneyse

The Citywide Physical Framework Plan provides strategic land use planning guidelines, addresses the future character of growth, development and redevelopment as well as capital needs of the City.

The Neighborhood Prototypes Plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies to their distinct requirements.

The Preservation Plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

The Urban Core Plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

The Northland Plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water,

sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle friendly throughways.

The Human Investment Plan outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

The Governance Plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven Work Teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues enabling all parts of the city to work in concert toward the same goals.

Elise Gourguechon

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks". With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a new American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relates to these Building Blocks. A more detailed description of the Building Blocks can be found in the document entitled *FOCUS Kansas City - Overview*.

Building The New American City
Making Connections For The 21st Century

The qualities in our heritage that have made us a great city will also help us move into the 21st Century as the **New American City.** Kansas City has always had the willingness to take the bold step--from the construction of the Hannibal Bridge in 1869, that guaranteed us pre-eminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face our future challenges.

Current trends tell us that the American city of the 21st Century will be an eclectic place with a diverse population, a diverse economic base, and an array of lifestyle and job choices. Kansas City can uniquely position itself to become a model for this new kind of city because we do not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one connected city with a clear agenda for the future.

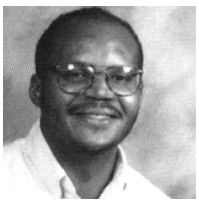
FOCUS emphasizes *connections* - connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Chuck Kneyse

Kansas City has the natural, physical, and human resources necessary for success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandate investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the **New American City** is a new way of thinking and acting. The following pages represent Kansas Citians' commitment to our city, our children and our aspirations for the future.

Elise Gourguechon


Holliday Montessori School

Holliday Montessori School

Elise Gourguechon

Holliday Montessori School

INVESTING IN OUR PEOPLE

Executive Summary

We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.

This aspiration is the guiding spirit of FOCUS Kansas City. It recognizes that people are the city's greatest asset. People come first. With them, the city comes alive.

There is a strong relationship between the state of the city and the state of its residents. When residents are productive, healthy, caring and civil, the city becomes prosperous, energetic, supportive and livable. However, this condition must be nurtured, supported and encouraged in ways that enable all Kansas Citians to achieve full citizenship.

Human investments cannot be completely separated from other important FOCUS initiatives, such as building roads, revitalizing downtown and enhancing neighborhoods. Yet, they also need to be addressed in a way that highlights their importance to the long-term health of the city. This is why FOCUS Kansas City

contains a Human Investment Plan devoted exclusively to needed investments in the city's human resources -- young and old, rich and poor alike.

> *The main pathway by which people reach their full potential is work. All individuals who are able to work should have jobs that allow them to be self-supporting and thereby able to pursue quality urban living for themselves and their families.*

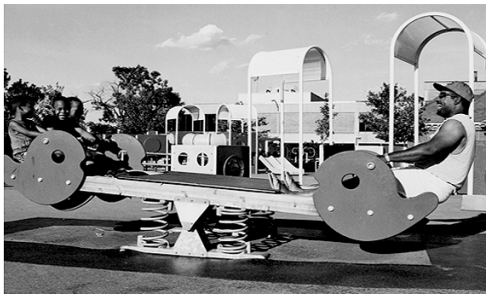
The Human Investment Plan is therefore job-centered. Putting people to work is the key to enhancing the ability of all Kansas Citians to reach their full potential.

It is recognized, however, that not everyone can work. Some members of our community have special characteristics or face unusual conditions and challenges that keep them from matching the demands of the work world. Therefore, the Human Investment Plan provides for them as well. This, too, is part of the Kansas City tradition: lending a hand to neighbors and community and supporting those in need.

Chuck Kneyse

Building on Our Strengths

Kansas City combines a unique blend of cultures with solid Midwestern pride to create a stable city with a strong sense of identity and good common sense. The city was built by visionaries whose legacy lives on in the form of home-grown businesses, civic monuments, parks, and familiar institutions. This legacy also includes a stable economy, a strong work ethic, as well as a healthy dose of skepticism toward change for the sake of change. In short, Kansas City is a strong community.


Elise Gourguechon

But carrying this rich legacy into the future will not be enough. Many current trends suggest that the real future will not necessarily resemble the future we would prefer to see. Economic evolution, demographic change, global events and the unintended consequences of advances in technology will continue, as will the processes of aging and deterioration. Although these need not stand as barriers to the achievement of our goals, they will constantly challenge us to reinvent ourselves and our institutions as we strive to reach our full human potential.

The process of reinvention must follow a series of guiding principles if it is to support the city's critical human investment priorities rather than working at cross-purposes to them. In particular, five prerequisites must be met:

Volunteerism: The energy that will make the human investment initiatives work over the long term is that of caring and committed people, citizens who are willing to give of themselves to their neighbors and to the community.

Anti-Racism: Artificial barriers and discrimination among people must be radically reduced and human rights actively promoted. The greatest need is to eliminate racism.

Networking: Equitable and ready access to information is the linchpin of the Human Investment Plan.

Strong Families: The well-being of every society rests on the strength of its families. The community must continue to search for new ways to help families cope through education, recreational opportunities, care-giver relief and promotion of wellness.

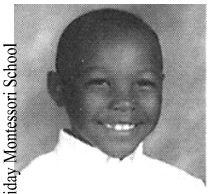
Pairings: Making connections among people all across the city should be advanced through deliberate efforts to bring people and institutions together.

Courtesy of Therese Brekke

Human Investment Aspirations

A focus on families helps to highlight the underlying purpose of human investment: developing individuals who are healthy, productive, caring and civil.

Healthy people: Good health is the platform from which each of us proceeds in life. Without it, other achievements become difficult or impossible. And health means far more than an absence of physical disease: it also means good nutrition, healthy behavioral choices, physical safety, and mental well-being. Social health is critical because social ills affect individual health and quality of life. Reducing domestic violence, street crime and racist behaviors will reduce the stress, abuse and negative self-images that often manifest themselves as physical ailments.



Holliday Montessori School

Productive people: All adults should be able to support themselves and the individuals, especially children, who rely on them for economic support. This means engaging in productive work at a wage on which an entire family may live and that contributes to the betterment of society as a whole; it also means refraining from becoming a societal drain through antisocial activity or complete inactivity. Having a good job on a career path builds self-esteem and allows people to improve their own lives. Achieving this aspiration relies on two requirements: that good jobs are available, and that individuals are prepared to competently fill them and to grow as their jobs evolve.

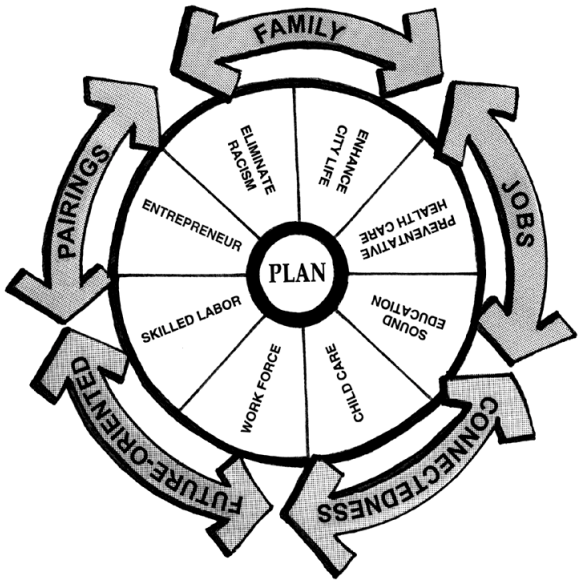
Elise Gourguechon

Caring people: Some of those among us are vulnerable by reason of physical or mental disabilities, age or infirmities. And at some point in our lives, no matter how hard we work, even the strongest among us need care -- as young children, in times of serious illness, when hardship strikes, as we age. Community caring can be expressed in many ways -- through volunteerism, respect for diversity, responsibility for our neighborhoods, support for public education and recreational programs for young people, and inclusion of all people in community discussions.

Holliday Montessori School

Civil people: Civility is the ability to live in a democratic society. It encompasses the willingness to respect the views of others, to "own" our behavior and to understand the consequences of what we do. Civility also means fully participating in the community and working actively to improve it -- being a citizen. As such, it refers to much more than just respect for the law; it also refers to respect for ourselves, for the rights and values of others, for property and for the environment.

Holliday Montessori School



Applications: The Human Investment Plan

The Human Investment Plan clusters around eight core strategies:

- Eliminating Racism
- Promoting Entrepreneurism
- Developing a Skilled Labor Force
- Preparing People for Work
- Promoting Universal Child Care and Development
- Providing Sound Education and Lifelong Learning
- Focusing on Preventive Health Care
- Enhancing City Life

Certainly many other worthy strategies might be included. However, these eight relate directly to the city's chosen Unified Direction: The New American City -- Making Connections for the 21st Century -- and concentrate on economic factors as primary in helping all families achieve self-sufficiency.

Each strategy is accompanied by a set of guiding objectives; one or more key initiatives; recommended action steps; and major indicators of success.

Core Strategy: Eliminating Racism and Other Forms of Unfair Discrimination

In 1996, the religion and spirituality cluster of the Mayor's Task Force on Race Relations offered a vision of the Kansas City community:

> *that Kansas City will affirm and celebrate its diversity, break down all barriers to connectedness, and empower each of us to reach out to heal and overcome racism.*

This vision depicts a community that will not tolerate racial injustices or exclusionary practices, no matter how subtle or pervasive. It instructs us to affirm the dignity and integrity of each individual, and by doing so to advance the spirit of true community.

Chuck Kneyse

Of course, racism is not the only form of unfair discrimination. Discrimination based on gender, ethnicity, physical and mental ability and certain lifestyles also erodes our civility. The social and individual costs of this discrimination are high: prejudice erodes everyone's quality of life. Bias is a horrible drain on the economy. Fear and hatred isolate people and create nothing but more fear and hatred.

Blatant bigotry is not the most difficult problem we face, either. What concerns us now are subtle, unthinking, unknowing and usually unacknowledged prejudices that are much harder to root out. These form the institutionalized face of racism -- the impersonal structures and practices that perpetuate the privileges of some and the disadvantages of others. This is why the anti-racism effort must itself be institutionalized. Only in this way can our efforts be sustained over time until we can truly say that Kansas City is a new kind of American city.

Two major initiatives fall under this strategy:

1. Involving all segments of the community in denouncing racism and racist behaviors, in welcoming social diversity; and
2. Promoting human rights for all; and expanding community policing while at the same time actively improving police-community relations, particularly in low-income communities.

Major indicators of success include:

- Equalized lending ratios among whites, blacks and Hispanics with similar income and credit characteristics;

- Reduced numbers of hate and bias crimes;
- Reduced litigation involving civil rights and gender and racial discrimination; and
- Increased diversity among managers and other high-skill personnel.

Core Strategy: Promoting Entrepreneurs

Economic development endeavors in Kansas City are quite diverse and involve a wide range of actors. Within this framework, there is need for a common economic aspiration. From a human investment standpoint, that aspiration is an expanding economy that provides all citizens with good jobs capable of supporting a family.

Small businesses employing fewer than 20 people generate a large share of new jobs nationwide. Entrepreneurial firms not only provide work and income for downsized corporate employees but create new jobs and opportunities for other people as well. In addition, home-grown enterprises are more likely to stay in the community and support community initiatives and activities.

Chuck Kneyse

Entrepreneurism will be crucial to generating future jobs and sustainable work opportunities in Kansas City. The business community should be actively involved in this effort, as should non-profit institutions that sponsor programs and provide funding for business development. Entrepreneurial support is especially important in the minority community. The culture of entrepreneurism should also be extended into the classroom.

The major approaches to promote a citywide culture of entrepreneurism include:

1. Identify supply need and other niches that new businesses fill with talented and energetic local entrepreneurs;
2. Teach the values and rewards of entrepreneurism in schools; celebrate entrepreneurial successes by Kansas Citians;
3. Establish supports in the form of advanced business mentoring and special capital pools to support local entrepreneurs throughout each stage of development of the enterprise; and
4. Establish special supports and programs for the minority entrepreneur by encouraging minority business start-ups and capital set asides.

Major indicators of success in this area include:

- An increased number of new businesses started annually;
- An increased number of new jobs created by businesses employing under five, under 20 and under 50 persons; and
- Increase in the number of minority- and women-owned enterprises.

Core Strategy: Developing a Skilled Labor Force

A college education is required for many jobs, and the city's universities and colleges act as powerful business attractors. The importance of these institutions cannot be understated. However, not everyone goes to college, and many people need other kinds of job-preparation programs. Successful programs of all types help to provide the skilled workers needed by local employers and to build a high-quality work force capable of attracting new businesses.

In addition, retraining is becoming more and more important. Today we expect the average worker to change careers at least five times. Moreover, economic restructuring has not yet run its full course, and teenagers need guidance in preparing for and entering our complex, ever-changing economy. A workable career-preparation system is essential in maintaining a growing, healthy economy.

Elise Gourguechon

The main initiative in this area includes:

1. Developing a coordinated, comprehensive employment and job-training system that is accessible to all residents; and
2. Creating partnerships between employers and schools at all levels to maintain a direct relationship between skills taught and jobs in demand.

Major indicators of success in these endeavors include:

- Increased number of successful (long-term) job placements;
- Increased median regional wage;
- Increased per capita and median household income; and
- Decreased unemployment rate.

Core Strategy: Preparing People for Work

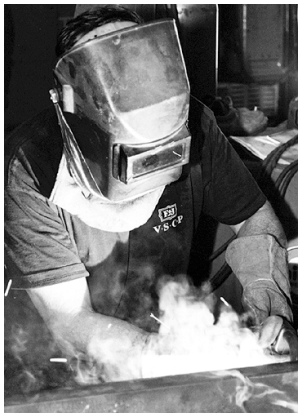
The completion of this plan coincides with implementation of the federal Welfare Reform Act of 1996. Changes in the welfare system have been welcomed in

Kansas City, partly because the community has already launched a bold response to welfare reform that links the City, the State, the federal government and local business under a single banner to put people to work using wage supplements.

The key missing component is basic life-skill training. In part, such training must change habituated notions of inadequacy -- the legacy of the welfare culture. Moreover, a holistic approach is needed to address the developmental needs of at-risk youths -- building their self-esteem, motivation and sense of responsibility while imparting academic, vocational and social skills. The ideal approach would take the form of a school-to-work strategy that fosters productive attitudes and behaviors in young people before dysfunctional patterns become ingrained.

A change in attitudes is required among people on the other side of the equation, too. Managers, supervisors and foremen need to realize that the transition from dependency to self-sufficiency will take patience, good will and persistence.

They must consider the magnitude of the change being asked of those who have lived on welfare, a change not unlike emigrating from another country. For such persons, the work world can be a frightening and, at times, hostile new environment.



Elise Gourguechon

Initiatives in this area include:

1. Expand and continually upgrade programs that provide comprehensive employment development services;
2. Devise programs that re-integrate senior citizens into the work force; and
3. Strengthen and expand the capability of local institutions of higher learning to deliver continuing education especially in the technical and management areas.

Major indicators of success in job preparedness include:

- Reduced welfare rolls and numbers of homeless;
- Reduced proportion of minority youths and young men arrested and incarcerated; and
- Increased per capita and median household income.

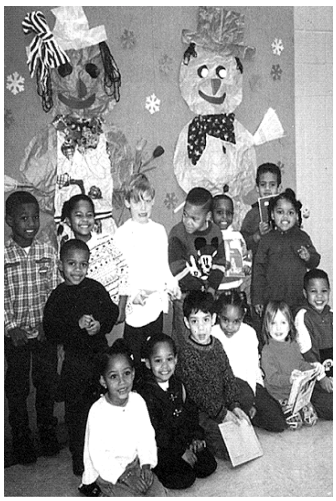
Core Strategy: Promoting Universal Child-Care and Development

The thrust of human investment is nothing if not a call to take better care of our children. This notion is inherent in the term "investment," which refers to

resources deliberately expended in order to achieve a desired state of affairs at a later date. The earlier an investment is made, the greater its end rewards. Developing our children into productive, civil adults must therefore claim a high priority.

As a nation, we need to make investments in our children -- all children -- that will maximize their potential. Head Start and the local and national programs that followed it have yielded rich insights into how to set up effective early-childhood development programs. All children, regardless of race, class or location, benefit from structured learning. Relevant programs should enable them to develop self-esteem and a measure of autonomy and self-sufficiency, while also acquiring social skills, self-competency and good sanitary and health practices.

Thirty years of experience have shown us that good early-childhood programs pay off for years in the form of greater academic achievement, lower dropout rates, higher income, and reduced incidence of drug abuse and criminal activity. As a result, two related objectives are to ensure that all families have access to safe, affordable and high-quality child care services, and that all children are adequately prepared, both socially and educationally, for kindergarten and first grade.



Holliday Montessori School

Furthermore, the community cannot overlook the need for good recreational programming for children and youth of all ages. The entire burden of providing such programming should not fall disproportionately on the City but should be a shared responsibility for investing in the future of the community.

Two initiatives fall under this heading:

1. Expand and enhance successful early-childhood programs;
2. Improve the variety and availability of recreational programs for children and youth.

Major indicators of success include:

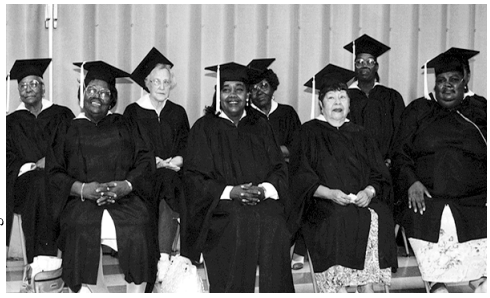
- Reduced infant mortality, especially among teenage and minority mothers;
- Reduced number of reported cases of child neglect and abuse; and
- Increased number of recreational offerings and enrollments citywide.

Strategy: Providing Sound Education and Lifelong Learning

Kansas Citians who do not possess the skills and literacy essential to compete in the global economy will not be able to participate fully in our society. Nor will Kansas City be able to compete fully on the world stage. Learning is critical for all individuals, regardless of age, status or personal characteristics. Lifelong learning can be broken into two broad components: high-quality public schooling for young people, and on-going recreational and career-based learning for adults.

Public education is the foundation of our democratic society and also contributes to the city's ability to attract residents. Kansas City has fourteen school districts, in whole or in part, within its boundaries, each of which contributes to the welfare of the community by developing students into well-educated citizens, by preparing them directly for citizenship, jobs, military service or college, and by continuing to instill the value of lifelong learning in all.

However, the fragmentation within the public-school domain makes consistency and coordination difficult. As a result, one of the actions recommended in this area of endeavor is creation of a "confederation" of school districts under the leadership of the Mayor and inclusive of school superintendents and representatives of the State Department of Education.



Elise Gourguechon

Two primary iniatives relate to lifelong learning are:

1. Ensure that all children and youth have safe places to learn, play and socialize, as well as positive role models; and
2. Enhance and expand site-based school management opportunities and other educational innovations so that schools can respond more directly to student and community needs and demands.

Major indicators of success would include:

- Reduced high-school dropout rates;
- Increased number of residents participating in post-high school education; and
- Increased citizen participation.

Core Strategy: Preventive Health Care

Health is no longer seen as just an absence of physical disease but as a pervasive sense of physical, mental and emotional well-being brought about by preventive care, good nutrition, appropriate exercise, positive personal relationships and self-esteem. This plan moves beyond even this broad definition of health to the notion of wellness, which encompasses not only individual health but the health

of society as well. No person can fully enjoy the benefits of good personal health when that person cannot safely leave the house, take advantage of public amenities or move freely around the city -- or worse, is subjected to violence or abuse in the home.

Four health initiatives are set forth:

1. Expand public education programs that motivate citizens to take responsibility for their own well-being;
2. Expand and promote family-oriented wellness programs;
3. Declare Kansas City to be a "Drug-Free City" and launch an all-out attack on illegal drugs and other unhealthy addictive substances; and
4. Reduce violent crime and domestic violence of all types.

Major indicators of success include:

- Decreased incidence of preventable diseases;
- Decreased number of drug arrests and convictions; and
- Decreased number of violent crimes of all types, especially those involving weapons.

Core Strategy: Enhancing City Life

The arts and culture are vital parts of Kansas City's civic life. Moreover, the ways we use our leisure time and involve ourselves socially are critical components of what makes us human; this is why they are known collectively as "the humanities." As a result, no plan to address human investment would be complete without an effort to address the arts, culture and recreation.

Moreover, arts and culture are crucial not only to creating opportunities for personal self-expression but also to strengthening and expressing community bonds and values. They provide outlets for celebration, sharing of ideas and understanding of different individuals and groups. In addition, they are an often overlooked component of the local economy that provides a wide range of jobs.

Four initiatives are offered with respect to enhancing city life:

1. Foster a high level of efficiency, coordination and cooperation among arts organizations;
2. Expand patronage for and participation in the arts, in part by increasing the involvement of young people and by broadening the artistic and cultural diversity among organizations and participants;
3. Develop Kansas City into a national cultural destination; and

1. Recognize and promote the value of the arts in addressing urban challenges, contributing to the local economy and celebrating local vitality, in part by looking for opportunities to create artist communities.

Major indicators of success in these endeavors include:

- Increased attendance at all arts and cultural events citywide;
- Reduced average age of art consumers; and
- Increased cultural tourism.

Holliday Montessori School

Organizational Capacity

The nature of human investment activities in Kansas City places responsibility for implementation primarily with the private and not-for-profit sectors. In only a few cases does the City government have the lead responsibility for direct action. Human investment is thus fundamentally different from the systems addressed in other components of FOCUS.

However, the Mayor and City Council still have a definite leadership role in the human investment arena and must give that role high priority. Part of this role involves galvanizing the creative energy of the community on a continuous basis. It will then be up to the rich array of community organizations to grow, change and refresh themselves over the twenty-year life of the plan.

The **process framework** to enable this to occur has three components. The first and most essential is acceptance and stewardship of the plan by those agents who have the resources to fund action programs and the will to implement them. The second element is establishment of some mechanism to act as a clearinghouse to interpret and coordinate plan activities, orient new players, and reconsider strategies and actions. The Kansas City way to create such mechanisms is to do so outside of government but in close cooperation with it.

The third component is active participation by City government. Although not directly involved in service delivery, the Mayor and City Council provide essential leadership to that process, help to galvanize support and action, and provide the backdrop of hope and commitment for Kansas Citians with respect to their schools, neighborhoods, quality of life and economic futures.

Elise Gourguechon

Implementation resources play critical roles, too. In particular, **FOCUS Centers**, which are described

in detail in the Building Blocks document, will be critical in delivering the services suggested in this plan. Basic FOCUS Centers will include an information center, a job-readiness training facility, computerized access to City departments and services; services relevant to each individual community; registered child-care; and a community policing substation. Less numerous expanded FOCUS Centers may present such diverse offerings as entrepreneurial support and training, eldercare, an assisted workplace, job-training resources and classes, housing programs, cultural events or a health clinic.

In addition, each of the eight core strategies will be placed under the umbrella of a **coordinating council** charged specifically with facilitating achievement of one or more of the initiatives. The charge of each council should be determined by the assessment of existing organizations that now fulfill similar roles. By functional assignment, six councils are recommended:

- A diversity council;
- An employment and entrepreneurism council;
- An early childhood council;
- An education council;
- A community wellness council; and
- A city life council.

Each council will perform three roles: information clearinghouse, facilitator/ supporter of agencies that provide the services and programs, and coordinator.

Elise Gourguechon

Plan Evaluation and Monitoring

The proposed evaluation strategy for the Human Investment Plan will assess planned versus actual performance. It focuses on three key questions:

1. Was the Human Investment Plan carried out in accordance with the 15 initiatives?
2. If not, why?
3. How satisfied are plan "consumers" and the community as a whole with the results being produced by the plan?

The goal of the evaluation process is to make sure that the programs and services remain relevant, are available to those who need them most, expand or change to

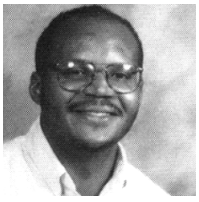
cover overlooked or evolving needs, and produce results in an efficient and accountable manner.

The Human Investment Plan's strategies and initiatives will be carried out primarily as collaborative efforts between many agencies and organizations from both the city and the metropolitan area. In some cases, City government will have responsibility, but this will be the exception to the rule with regard to the human investment strategies. In large part, the City will partner, provide leadership and encourage private sector organizations to carry out the actions and initiative of this plan.

The matrix chart, which follows, presents a model of how responsibility for the human investment initiatives may rest with various elements in the community. Distribution of responsibility is indicated among the private sector, public sector and public/private partnerships. In many cases, responsibility for carrying out initiatives can and should reside in more than one of these areas.

The responsibility matrix also identifies whether each initiative as a policy, project or will require legislative action. It also projects the time frame for initiative of each action. Most human investment initiatives are ongoing in nature so these targets suggest that individual actions be started by the year 2000.

Elise Gourguechon

Holliday Montessori School 

Holliday Montessori School

Elise Gourguechon

Human Investment Plan
Responsibility Matrix

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate By
	Citizens, Non-Profits & Businesses	City	Other Jurisdictions	Public/ Private		
Core Strategy: Eliminate Racism and other forms of unfair discrimination						
Initiative 1: Involve all segments of the community in denouncing racism and racist behaviors, in welcoming and respecting social diversity and in promoting human rights for all.	■	■		■	Policy	2000
Initiative 2: Expand Community Policing and actively improve police-community relations, particulary in low-income communities.		■			Policy	2000
A. Conduct anti-racism leadership retreats as regular events for community opinion makers and leaders from all elements of city life.	■	■		■	Project	2000
B. Conduct annual workshops involving police officers, trainers and members of minority communities to explore perceptions & realities.		■			Project	2000
C. Establish an anti-racism resource center.	■				Project	2000
D. Assist all Kansas City school districts in upgrading their anti-racism curriculums.	■		■	■	Project	2000
E. Establish additional and strengthen existing\mentoring programs for minority youth.	■	■			Project	2000
F. Facilitate connections between youth and police and among cross cultural organizations metro-wide.	■	■		■	Project	2000
G. Develop a qualified group of anti-racism resource managers and facilitators to serve the region.	■	■		■	Project	2000
H. Expand Community Policing city wide.		■			Project	2000
I. Work with local religious and cultural organizations to create gatherings that provide opportunities for cross-cultural exchange and understanding.	■				Project	2000
J. Provide a model and an assistance package for institutions to undertake a self-directed racism audit.	■	■		■	Project	2000
K. Work with the media to present positive stories of diversity achievement resulting from community efforts.	■	■		■	Project	2000
L. Pay diligent attention to issues of racial justice such as lending practices, insurance company performance, fair housing practices and equal employment opportunities.	■	■		■	Project	2000
Core Strategy: Promoting Entrepreneurs						
Initiative 3: Develop a citywide culture of entrepreneurism	■	■		■	Policy	2005
A. Develop a marketing campaign to bring talented young people back to Kansas City.	■	■		■	Project	2005
B. Establish a "Made in Kansas City" and "Buy it in Kansas City" campaign.	■	■			Project	2005

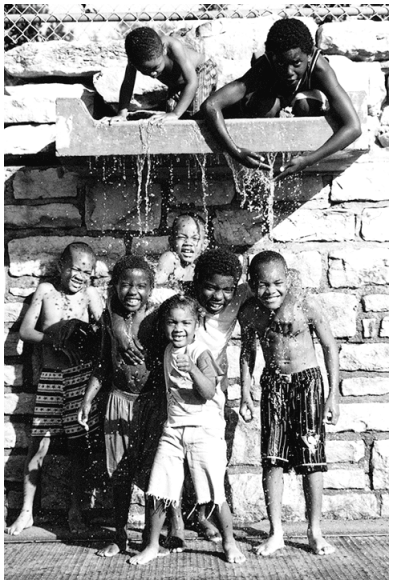
Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate By
	Citizens, Non-Profits & Businesses	City	Other Jurisdictions	Public/ Private		
C. Establish an anti-racism resource center.	■				Project	2000
D. Assist all Kansas City school districts in upgrading their anti-racism curriculums.	■		■	■	Project	2000
E. Establish additional and strengthen existing\mentoring programs for minority youth.	■	■			Project	2000
F. Facilitate connections between youth and police and among cross cultural organizations metro-wide.	■	■		■	Project	2000
G. Develop a qualified group of anti-racism resource managers and facilitators to serve the region.	■	■		■	Project	2000
H. Expand Community Policing city wide.		■			Project	2000
I. Work with local religious and cultural organizations to create gatherings that provide opportunities for cross-cultural exchange and understanding.	■				Project	2000
J. Provide a model and an assistance package for institutions to undertake a self-directed racism audit.	■	■		■	Project	2000
K. Work with the media to present positive stories of diversity achievement resulting from community efforts.	■	■		■	Project	2000
L. Pay diligent attention to issues of racial justice such as lending practices, insurance company performance, fair housing practices and equal employment opportunities.	■	■		■	Project	2000
Core Strategy: Promoting Entrepreneurs						
Initiative 3: Develop a citywide culture of entrepreneurism	■	■		■	Policy	2005
A. Develop a marketing campaign to bring talented young people back to Kansas City.	■	■		■	Project	2005
B. Establish a "Made in Kansas City" and "Buy it in Kansas City" campaign.	■	■			Project	2005
C. Promote entrepreneurial activities focused on environmental remediation and recycling.	■	■		■	Project	2000
D. Establish special programs for minority entrepreneurs and a minority capital fund to provide for the special difficulties minorities have in raising capital for business start-ups.	■	■		■	Project	2000
E. Establish networks of entrepreneurial businesses including the established business community sponsoring entrepreneur clubs.	■				Project	2005
F. Initiate business retention programs to address growing enterprises who have passed the start-up stage, but need more capital and different organizational and management skills to succeed in the next stage of business development.	■	■		■	Project	2000
Core Strategy: Developing a Skilled Labor Force						
Initiative 4: Develop a coordinated, comprehensive employment and job training system that is accessible to and useable by all city residents.	■	■		■	Policy	2000

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate By
	Citizens, Non-Profits & Businesses	City	Other Jurisdictions	Public/ Private		
A. Establish a jobs clearinghouse via the Internet with a Kansas City Jobs Home Page. Provide jobs information on Public-access radio and TV.	■	■	■	■	Project	2000
B. Assist Kansas City community development corporations in addressing job creation, retention and attraction.	■	■		■	Project	2000
C. Initiate a business roundtable of the 25 largest city employers to identify specific employment opportunities based on industry projections and train people specifically for those jobs. Partner with the school districts and community colleges to ensure the upcoming workforce has the required skills for the jobs that will be available.	■	■	■	■	Project	2000
Core Strategy: Preparing People for Work						
Initiative 5: Restructure, expand and continually upgrade programs and services that provide comprehensive employment development opportunities.	■		■	■	Policy	2000
Initiative 6: Devise and implement programs to increase reintegration of senior citizens into the workforce and to re-channel the energy and skills of older workers.	■				Project	2005
A. Bolster and expand workplace literacy and workforce education programs that address persistent reading, math and communications deficits among substantial segments of the community's workforce.	■		■	■	Project	2000
B. Engage institutions of higher learning in continuing to find creative ways to serve the working, continuing education student and to help older persons gain skills to stay current.			■		Project	2000
Core Strategy: Promoting Universal Child Care & Development						
Initiative 7: Expand and enhance successful early-childhood programs such as Head Start that prepare very young children for school and develop in them an understanding and love of learning.	■		■	■	Policy	2000
A. Work with the State of Missouri to develop more stringent requirements and guidelines for child-care providers, especially for those caring for infants. Provide affordable day care at non-traditional hours.	■		■	■	Project/ Legislation	2000
B. Develop a comprehensive "Come out and Play" catalogue that summarizes all City parks programming citywide and the various facilities at which they are offered.		■			Project	2000
C. Conduct youth roundtables in all parts of the city to identify needed and desired recreational programs.		■			Project	2000

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate By
	Citizens, Non-Profits & Businesses	City	Other Jurisdictions	Public/ Private		
D. Involve community anchors in sponsoring and otherwise supporting youth recreational programs.	■				Project	2000
E. Create a community insurance pool that broadens community access to public facilities. Work with school district officials and operators of other quasi-public facilities to evaluate their indemnity needs.	■	■	■	■	Project	2000
F. Improve the variety and availability of recreational programs for children and youth and ensure that these programs are accessible to all.	■	■	■	■	Project	2000
Core Strategy: Provide Sound Education and Lifelong Learning						
Initiative 8: Ensure that all children and youth have safe places to learn, play and socialize, as well as, positive role models, through a comprehensive youth-development system.	■	■	■	■	Policy	2000
Initiative 9: Enhance and expand site-based school management oppportunities and other educational innovations.			■		Project	2000
A. Act as the City's advocate for children and their needs ensuring that the question " Is it good for the Children?" is an integral part of all decisions, whether public or private.	■	■	■	■	Policy	2000
B. Increase communication and cooperation among the 14 school districts by creating a confederation of school districts to establish new connections to discuss and consider issues critical to the population of the city.		■	■		Project	2000
C. Establish new connections and bring together the school districts.	■				Project	2000
D. The council will implement a number of initiatives, such as establishing connections with business and community, establish partnerships to develop external classrooms.	■				Project	2005
E. Support flexible approaches to education including alternative schools and magnet schools.			■		Policy	2000
F. Work to ensure adequate and stable funding for the public school system and equitable distribution of resources, especially technological resources.	■	■	■	■	Legislative	2000
G. Publicize the availability of programs that foster personal development.	■			■	Project	2005
H. Connect schools to neighborhood organizations and seek funding or other mechanisms such as community insurance that will allow school facilities to be used by citizen groups beyond typical school hours.	■		■	■	Project	2000
I. Seek to establish a major technological institute attached to a college or university located within the city to provide accessible resources for the working student to advance skills and credentials.			■		Project	2005

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate By
	Citizens, Non-Profits & Businesses	City	Other Jurisdictions	Public/ Private		
J. Coordinate and expand efforts to deal with problems encountered by specific groups, especially young minority males.	■	■	■	■	Project	2000
K. Craft Kansas City into the "Citizens Involved in Learning" capital of the nation	■		■	■	Project	2000
Core Strategy: Preventive Health Care						
Initiative 10: Expand public education programs to encourage citizens to beome more health-conscious and motivated to take responsibility for their own physical and mental well-being.	■	■	■	■	Policy	2000
Initiative 11: Expand and promote family-oriented wellness programs focused on preventive health care, nutrition, exercise, recreation, conflict and stress management and negotiation.	■		■	■	Policy	2000
Initiative 12: Declare Kansas City to be a "Drug-Free City" and continue the all-out attack on illegal drugs and other unhealthy addictive substances.	■	■	■	■	Policy	2000
Initiative 13: Reduce violent crime and domestic violence of all types	■				Policy	2000
A. Identify " at -risk" children and insure that services of the community are made available to them	■	■	■	■	Project	2000
B. Develop a comprehensive citywide multi-media public health-education campaign.	■	■	■	■	Project	2000
C. Distribute health education materials via workplaces, schools, health providers, neighborhood associations, FOCUS Centers and other quasi-public outlets.	■	■	■	■	Project	2005
D. Conduct an annual citywide Health Fair designed to attract a broad audience.	■	■	■	■	Project	2005
E. Work with area-wide school districts and youth organizations to gather information about the nature, content and success of local health-education and physical activity programs. Assemble a computerized "catalogue" of approaches and make it available to contributors.	■	■	■	■	Project	2000
F. Create an urban Wellness Corps that uses grassroots organizations to encourage healthy behaviors.	■				Project	2005
G. Create a "War on Drugs" Task Force, building on and incorporating the efforts of COMBAT, DARE as well as other similar efforts, to initiate a "zero-tolerance" campaign and monitor its results.	■		■		Project	2000
H. Build on existing efforts to sponsor and enlarge the direct involvement of adult males with boys and young males in the community.	■				Project	2005

Initiative/Action	Private	Public		Partnerships	Type of Action	Initiate By
	Citizens, Non-Profits & Businesses	City	Other Jurisdictions	Public/ Private		
Core Strategy: Enhancing City Life						
Initiative 14: Foster a high level of efficiency, coordination and cooperation among arts organizations.	■	■		■	Policy	2000
Initiative 15. Expand patronage for and participation in the arts, in part by increasing the involvement of young people to build future patronage and encourage new artists and by broadening the artistic and cultural diversity among organizations and participants.	■				Project	2000
Initiative 16. Develop Kansas City into a national cultural destination. Recognize and promote the value of the arts in adressing urban challenges, contributing to the local economy and celebrating local vitality and excellence.	■	■		■	Project	2005
A. Encourage the Municipal Art Commission to coordinate, assist and nurture cultural endeavors within the community.	■	■		■	Policy	2000
B. Concentrate cultural facilities downtown.	■	■		■		2000
C. Work with local media outlets to give wide local coverage to all events and persons that reflect positively on Kansas City.		■			Project	2000
D. Create a Cultural Connection calendar that informs the community of events.	■				Project	2005
E. Publicize and market selected annual events on both a national and international level.	■	■		■	Project	2000
F. Create a handbook on neighborhood street festivals.	■				Project	2000
G. Establish a Kansas City Artists International program to offer support for residency exchange.	■				Project	2005
H. Create a community effort to improve the quality of neighborhood life through horticultural instruction, materials and employement.	■				Project	2005



Elise Gourguechon

BUILDING THE NEW AMERICAN CITY

Putting People First

We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.

This is the primary FOCUS Kansas City aspiration stated in the *Policy Plan* of FOCUS Kansas City, the Phase I report. In putting people first, the FOCUS Kansas City Plan recognizes that people are the city's greatest asset and must be valued. As such, there is an intimate relationship between the state of the city and the state of its residents. When residents are productive, healthy, caring and civil, the city becomes prosperous, energetic, supportive and livable. Every resident, from the richest to the poorest, from the youngest to the oldest, benefits from living in such an environment, and the city benefits from the contributions of its residents.

This condition does not happen automatically. Moving successfully through life—overcoming the obstacles, surviving the hardships, achieving the dreams—demands that we acquire and use a wide variety of skills and that we help one

another. We need to continue to concern ourselves about our fellow citizens and neighbors, and to invest in all Kansas Citians so they can enhance their ability to achieve their inherent potential and full citizenship. These efforts must be attended to diligently on a continuous basis by government and private groups alike.

All the FOCUS initiatives, from building and repairing roads, to downtown revitalization, to preserving historic resources to neighborhood enhancement, will greatly contribute to the quality-of-life of Kansas Citians and enhance their potential for self-actualization. Human investments are not separate from these important initiatives, they are closely allied and coordinated with physical and economic investments to open opportunities to everyone in the community.

Elise Gourguechon

This is the meaning of human investment:

> *Actions and policies to ensure that all citizens of the community are better able to reach their full potential and have equal access to the benefits resulting from all forms of community investments.*

These actions and policies relate to such societal goals as meaningful work providing a livable income, education, health care, culture and the arts, and recreation. The guiding tenets of human investment for Kansas City are:

- Investing in our people;
- Supporting all families
- Embracing innovation;
- Making connections; and
- Focusing on the future, the 21st Century.

HUMAN INVESTMENT WORK TEAM

The Mayor and City Council appointed citizens as members Human Investment Work Team along with six other such work teams, each working under the FOCUS Steering Committee. Their mission was to consider the status of all people who live and work in the city and devise a series of practical initiatives to guide the community in its investment in its most precious resource- its people. This plan represents the conclusions of the work team and is structured around fifteen initiatives the team forged over the course of its two years of deliberation

and effort. The Human Investment Work Team established the following overarching strategy as the primary means to improve the conditions and quality-of-life for all residents of the city.

> *The main pathway by which people reach their full potential is work. All individuals who are able to work should have jobs that allow them to be self-supporting and thereby able to pursue quality urban living for themselves and their families.*

Elise Gourguechon

While not every problem faced in life can be solved by a job, nothing else by itself can do so much to improve one's life and the status of children and families. The Kansas City tradition is based on people who have taken care of themselves and their own and who extend support to the less fortunate in their community. This, then, is the tradition to build on: capable, hard-working people who are self-supporting and connected in community with their neighbors. These basic qualities are worthy of investment.

Human Investment and the Unified Direction

The concept of the New American City—Making Connections for the 21st Century—also imposes a certain kind of discipline on the Human Investment Plan by suggesting a shift in the ways we think about the city's human resources.

Elise Gourguechon

We need to rethink community development. It can no longer be limited to the physical aspects of the city. It must be people-centered. This requires innovation in the way we think about planning, rebuilding and investing in our city.

First and foremost, we must recognize the importance of *jobs and income* in improving a wide variety of human conditions. We must be proactive and focus on the notion that all people have potential. Positive attitudes create positive expectations, which help lead to positive results.

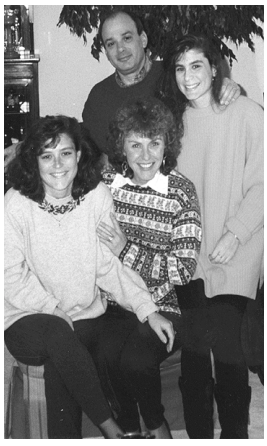
Second, and equally important, is the primacy of the *family* in sustaining the social stability and health of our city. All initiatives undertaken to promote human investment should be sensitive and supportive of the family unit. Consequently, many of the ideas put forth in this plan are based on community strengths and on creating family supports such as widespread economic self-

sufficiency. Many positive, innovative activities are being undertaken throughout the community today, and this plan strives to build on those initiatives.

The third important notion suggested by the Unified Direction is that of *connectedness*. Connectedness acknowledges that no one stands alone and that no organization can fulfill all needs single-handedly. This is particularly important in Human Investment, and involves:

- Connecting the future to the past and present, so we can understand how what came before us affects what we do today and what we plan to do tomorrow.
- Connecting families to the community for employment and other types of economic opportunity, particularly entrepreneurial opportunities;
- Connecting families to the extensive system of family and individual supports in education, mental and physical health, recreation, assistance in times of need and for sharing of ideas, concerns and triumphs; and
- Connecting the public, non-profit and private sectors to create a network of support and encouragement for families in which each sector undertakes those activities best suited to its abilities in cooperation with the other sectors.

Fourth, the Human Investment Plan must be *future-oriented*. It must propel our thinking into the 21st Century, not just concentrating on resolving today's issues and meeting today's needs with today's resources, but also identifying tomorrow's issues and needs and putting into place a framework that will allow the community to deal effectively with those issues for many years to come.



Courtsey of Les Pollock

In order to build on these strengths and carry them into the future, we must first start with a realistic prognosis of the future. Many trends already in place suggest that the real future will not necessarily resemble the future we prefer to see. Economic displacement, changes in demographics, unintended consequences of advances in technology and upsetting work events will continue to confront us. These things are realities with which we must contend. They are not necessarily barriers to the achievement of our goals, but they will continually challenge us.

Because no single actor takes the lead role in all areas of human investment, this plan must emphasize flexibility, cooperation, coordination, and easily available information about all aspects of urban life that is shared among government at all

levels, non-profit agencies, community institutions, businesses, cultural organizations, health-care providers, neighborhood advocates, families, and individuals.

Finally, the term *investment* implies a new way of thinking about the human condition. This word suggests that we will focus more on providing jobs and less on unproductive subsidies; more on prevention and less on crisis intervention; more on helping children develop in healthy, constructive ways and less on dealing with the consequences of poor development; more on individual responsibility and contribution and less on dependence and punitive measures. Errant behavior, illness and dependence will not go away. We must strive to get out in front of human issues; to invest in our human capital. If we do, we can make headway in reducing the vexing urban problems that plague us. Achieving success in this endeavor will take long-term, continuous effort on a wide variety of fronts.

Human Investment and the FOCUS Building Blocks

Among the FOCUS Building Blocks, some relate directly and intimately to Human Investment, while others are only slightly or obliquely related. The four that tie most closely to Human Investment are Comprehensive Economic Development, Healthy Community, Lifelong Learning and City Life. Three others that are particularly relevant are those dealing with FOCUS Centers, Community Anchors and Citizen Access and Communication. The remaining Building Blocks have less direct applicability to this plan.

The relationships between the Human Investment Plan and the FOCUS Building Blocks are described below.

Healthy Community

This Building Block takes an approach to "health" that is broader than physical health; it also deals with child care, community policing, population diversity and bias, citizenship and youth mentoring. Each of these considerations is dealt with by strategies and programs in the Human Investment Plan, many under the heading Preventive Health Care and others under the banners of Anti-Racism Efforts and Universal Child Care and Development.

Lifelong Learning

The Human Investment Plan picks up and expands on the messages in this Building Block about quality schools and the ways in which such schools can be achieved. The Plan also looks beyond the K-12 school districts to other life phases—particularly early childhood, adulthood and maturity—and places great emphasis on non-school programs for children and youth that help them to develop into

productive citizens and capable parents. Learning directed at work readiness, enhancement of job skills and career change are also addressed in this plan.

City Life

The Human Investment Plan focuses on the "culture" portion of this Building Block: visual and performing arts, media arts, professional sports, ethnic festivals, cultural institutions, etc. Through its focus on leisure and life opportunities, it also encompasses recreation and social health. Within the Plan, culture is viewed in several important ways: as a major leisure-time activity, an important economic engine for the city as a whole and for individual residents, and a way of bringing understanding and respect into a city filled with diversity.

FOCUS Centers

FOCUS Centers are physical places where information and services are made readily available to the Kansas Citians in their neighborhoods near their homes. They will provide a place offering direct access to advisors and service providers, and a place to meet with neighbors. FOCUS Centers will play an important role in implementing Human Investment strategies and achieving their objectives. Many of the programs and services called for in the Plan can and should be housed in or delivered through the Centers. In addition, FOCUS Centers will provide locations at which residents may gain access to select services located off-site—e.g., job-training programs—and to the comprehensive information network described in the previous section. Examples of human programs and services that may be provided or accessed at FOCUS Centers:

Research Medical Center

- Work-readiness training
- Youth recreation
- Health screening
- Family nutrition programs
- Video classrooms
- Mentoring opportunities
- Computer access to the Internet, job listings, health-care information, government application forms, arts- and cultural-events calendars, etc.

Community Anchors

A community anchor is an organization that contributes to the identity, stability, and growth of specific neighborhoods or of a community-at-large. Potential anchors are organizations with substantial resources located in proximity to the area it anchors such as, foundations, hospitals, community clinics, universities, churches, schools, colleges community centers and similar organizations. Because of the diffusion of community responsibilities for implementing the Human Investment Plan, community anchors of all kinds will be of critical importance. Some may become FOCUS Centers; others will provide certain types of human services; a third group will help to support some of those services through funding, provision of volunteers or technical or administrative assistance. It is not beyond imagination to say that the Human Investment Plan cannot be accomplished without the cooperation and coordination of a host of community anchors—clinics, schools, art centers, corporations, and more.

Citizen Access and Communication

The linchpin of the Human Investment Plan is information — collecting it, providing it in usable forms, and taking best advantage of it. Time and again the Plan calls for initiatives targeted toward public education and dissemination of complete and accurate information to all who need it, whether the topic is health-care, emergency services or job listings. FOCUS Centers, as well as ongoing efforts such as Caring Communities, will provide a major conduit through which citizens can gain information and access both to City Hall and to service providers citywide.

Moving About the City

One of the Policy Directives related to Economic Opportunity recommends development of a demand-responsive transit (DRT) system that would enable workers living anywhere in the city to reach employment destinations. This transit system would also make FOCUS Centers more accessible and enable young people to reach schools and enrichment programs safely and inexpensively. Major stops along the system should be developed as one-stop service centers including many elements of the FOCUS Centers.

Quality Places to Live and Work

High quality, well designed and sustainable living and working environments will provide an important basis for all to take part in meeting human investment objectives. The proximity of place of residence and place of employment, and the relationship of these locations to the public transportation system are crucial to

this challenge. Revitalized, fully functioning city neighborhoods; new urban villages and well designed subdivisions should be accessible and affordable to all segments of the city's population. For example, new urban villages could help to provide affordable housing adjacent to emerging employment areas, as directed by the section on Economic Opportunity. Similarly, such villages and new subdivisions offering a variety of housing types and costs, could provide future neighborhoods in which cultural diversity is the norm. Incentives should be available to encourage the development industry to meet these objectives and to provide such incentives. This requires a healthy economy that is producing adequate revenues to enable incentives.

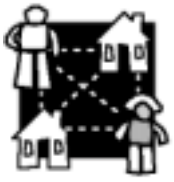
Competitive Economy

Meaningful participation in the economy is the Human Investment Plan's primary emphasis. One of FOCUS's most important goals is development of "an unparalleled labor force with an unparalleled skill level"; also important are providing jobs for residents, advancing students from school to work, and the role of entrepreneurism in creating jobs and wealth. The Human Investment Plan focuses on developing and providing jobs for residents, whether through training, entrepreneurism or other means. Indeed, this plan's primary thrust is that economic development and creation and provision of good jobs at livable wages are the primary means of creating the kind of self-sufficiency that leads to other improvements in the human condition. The FOCUS plans as a whole also strives to make sure that residents will be able to reach those jobs, wherever they might be, through initiatives on transit, housing and inner-city employment opportunities.

Neighborhood Livability

Neighborhood livability is enhanced by the presence of FOCUS Centers and community anchors, both of which are highly relevant to Human Investment as well. In addition, neighborhoods are favorably impacted by parents earning adequate wages, youth programs, community policing, respect for diversity, and widespread availability of desirable programs and services —all of which are addressed in the Human Investment Plan.

Connecting Corridors



Cultural corridors and "great pedestrian streets" both foster social interaction, better understanding of diversity and neighborhood identity and pride, as well as providing desirable locations for many of the services and programs called for in the Human Investment Plan.

Critical Resources

To the extent that the natural environment and public infrastructure affect the health and well-being of city residents, they relate directly to the Human Investment Plan. For example, the Plan recommends ensuring that the water supply meets or exceeds national quality standards. Similarly, police service is a critical resource in reducing violence and in building communities through community policing.

Roles and Realities in Human Investment

To a greater extent than any of the other FOCUS components, the Human Investment Plan relies for its implementation, not on the City, or in fact on government of any kind, but on the collaborative efforts of a large number and variety of community members, hospitals and clinics, arts organizations, school districts, neighborhood associations, youth advocates, citizens' commissions, existing qualifications of groups, cultural institutions, corporations, foundations, civic groups, business associations, not-for-profit groups, and many more. The City and other governmental units—school districts, operating agencies and the State of Missouri in particular—will be collaborators in this process as well, taking the lead in some cases and lending support and leadership in others.

Exhibit 2

Type of Organization

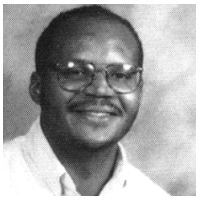
		City Government	School Districts	Operating Authorities	Higher Governments	Institutions/ Foundations/ Corporations	Service Providers/ Agencies	Businesses
Service Provision			●	●		●	●	●
Advocacy	Lobbying higher levels of government; raising community awareness; generating ideas and programs.	●	●	●		●	●	●
Capacity-Building	Raising money; awarding grants and loans; technical and organizational assistance.				●	●		●
Management	Coordinating actors; monitoring and ensuring quality.	●			●	●	●	●
Investment and Support	Public infrastructure; government programs; regulation and enforcement.	●			●			

Organization of the Plan

Eight core human investment initiatives and sixteen human investment strategies are discussed and linked directly to implementation mechanisms in the chapters that follow. Chapter 2, "Building on Our Strengths", shows how Kansas City has established the foundations for successful human investment and highlights the major emphasis on jobs as the primary focus for healthy families and individual development. Chapter 3, "Aspirations", describes the desired outcomes to be achieved through implementation of the plan. These aspirations stand as the goals of the plan. Chapter 4, "Applications", addresses the "how", "who" and "what" of human investment: the eight core strategies, coordinating councils charged with implementation, and initiatives to create the conditions that will enable every citizen and family to participate in the life of the community.

Elise Gourguechon

Holliday Montessori School



Holliday Montessori School

Elise Gourguechon

Holliday Montessori School

PLANT TREES YOU WILL NEVER SIT UNDER

Building on Our Strengths

Kansas City will become the defining model of the successful 21st-Century American city. Our city will show how an American city ought to work for its people. This vision is possible because Kansas City represents a unique confluence of cultures with a strong sense of identity, a strong community, a high level of stability, and great common sense.

- We have strong roots. Kansas City was built by visionaries whose legacy and inspiration remain with us today in the form of businesses, civic monuments, parks and boulevards, architectural excellence and the arts. True to their memory, Kansas Citians favor actions that are holistic, take a long-term perspective, and can adapt to ever-changing technologies and circumstances. This city embraces advancements in telecommunications and information systems that extend pathways into the future and will continue to invest in keeping Kansas City and its residents on the cutting edge of these technologies.

- We bring good tools to the job: Midwestern common sense, a healthy skepticism that keeps us from rushing after fads, a strong work ethic, and a deep sense of self-reliance. We don't wait for others to do for us; we do for ourselves, and we take quiet pride in our achievements. We care for our own.
- We respect each other. Although we have problems, as all cities do, we discuss them openly and try to solve them. We take care of our civic spaces and our neighborhoods. We support one another and look after those among us who are vulnerable. Kansas City is a city with heart.

Putting people to work is the core strategy to achieve the goal of enhancing the ability for all Kansas Citians to achieve their full potential. Having a good job on a career path allows people to improve their own lives rather than look to social agencies of one kind or another to solve their problems for them. Having a career and going to work every day supports self-respect and self-esteem. Income gives people choices and permits them to accumulate wealth. Work and income are essential to enjoying the quality-of-life-available to the people of Kansas City.

Yet, it is also true that not everyone can work. Our human community is varied, and some members have special characteristics and conditions that do not always match those demanded by the work world. Nonetheless, such individuals are part of the community and aspire to live decently. The Human Investment Plan provides for them as well because Kansas City remains a caring community respectful of and concerned for all its citizens.

Elise Gourguechon

For most of us, however, career opportunities are the preferred path to achieving our personal aspirations and to doing our part toward the achievement of the community's aspirations. Career-based jobs require two essentials: that such jobs are available to be had, and that individuals are prepared to competently fill them and to grow as the jobs change in our ever-evolving economic environment. In other words, Kansas City needs to ensure that there will be a reliable supply of good jobs and that the Kansas City workforce is prepared to fill these jobs today and in the future. To do this, the city and region must sustain economic competitiveness and stay at the forefront of major metropolitan areas in the U.S. in terms of workforce preparedness.

Economic Stability

The diversification and stability of the Kansas City economy is to be envied. It is a fundamental source of strength on which to build the Human Investment job strategy and indeed all the FOCUS initiatives. The vision of Kansas City as the "Communications Center of America" has been solidified through aggressive marketing, strong transportation infrastructure, a willing and skilled workforce, and natural locational advantages. The "economic development team" in Kansas City is focused, aggressive, and professional. Aspects of the job training resources and organizations have become a model for the nation.

Overall, the economy of the Kansas City region is in good shape. Kansas City is participating fully in the long-term economic upswing that characterizes the U.S. economy in the 1990's. Unemployment is at an all time low, less than four percent in 1997, the demand for workers is strong and new businesses have been attracted to the region.

Fundamentally, every economic region competes only with itself to provide a business environment that supports and propels the growth of individual firms and entrepreneurs and assures that it will have a highly evolved workforce. An urban region with many healthy, growing enterprises is well positioned for future economic growth.

The region remains attractive for businesses for a number of reasons:

- The city's location in the middle of the nation;
- The high skill level and work ethics of the metropolitan workforce;
- The low cost of living for a metropolitan area and reasonably affordable housing; and
- A generally high quality of life.

These and other characteristics have attracted some high-profile companies to move or consolidate in the region-consider the attraction in recent years of Gateway 2000, Harley Davidson, and Allied Signal Commercial Avionics.

The telecommunication industry continues to find Kansas City attractive. As a high-tech, high-growth sector of the economy, the natural attributes of the region and the welcoming attitude it extends have made telecommunication a great success for the

Elise Gourguechon

regional economy.

Kansas City's current economy is characterized by performance, productivity, and knowledge. The economy of tomorrow will make these characteristics even more pronounced. Meeting this challenge demands the expansion of partnerships and community-wide efforts in the following areas:

- Continuously improving the workforce's skill level, critical thinking ability and flexibility to accommodate change;
- Providing support to entrepreneurs, small and new businesses;
- Promoting greater development and participation of minority businesses;
- Broadening and deepening the labor force participation rate; and
- Supporting the economy by continuing proactive economic development efforts.

The Kansas City area has long carried out economic development activities and achieved considerable success with them. Fast changing global and technologically circumstances, make it imperative that several key challenges be met to continue to benefit from diverse and stable economic conditions:

- Expand the regional approach to economic development;
- Support existing business and entrepreneurs;
- Strengthen the economic spirit of optimism; and most importantly
- Invigorate and enlarge the skilled workforce.

Regional Approach to Economic Development

The counties that make up the bi-state Kansas City region are highly interdependent. Kansas City plays a key role as the hub of regional transportation and business services, as a major contributor to the quality of life that help to attract and keep companies in the region, and increasingly, as a center of development of new enterprises.

The close economic interdependency between the city and the rest of the region suggests a further emphasis on the regional perspective on economic development matters. While communities throughout the U.S. have traditionally taken a very independent approach to economic development, it has become increasingly apparent that instead of competing with each other for economic activity, communities within an economically interdependent region must cooperate among themselves so as to better compete not only with other regions of the U.S., but other nations as well.

Support Existing Businesses and Entrepreneurs

Continued attention needs to be directed toward supporting the small businesses already located in Kansas City. More effort should be made to promote and support entrepreneurs and new business ventures. This attention to small business development, especially minority business development, will pay off tremendously in the long run. In particular, the core city must be healthy for the region to thrive economically. Inner-city economic development through neighborhood revitalization, redevelopment of vacant lots, and the rebuilding of the neighborhood economic base has started, but it needs additional resources and private-sector participation. While less exciting than attraction of new businesses and expansion of large companies, reinvestment in the existing economic structure of Kansas City's urban core is critical to economic success and prosperity.

Generate Optimism for the City's Economic Potential

The attitude that residents have about their community is a key ingredient of its economic environment. Positive feelings can provide strong encouragement for focusing job searches in the area, volunteering for civic organizations, and bringing friends and relatives into the community. Generating this kind of attitude is important to strengthening the self-image that helps to support the regional economy. This can only be achieved through the active participation of civic, political and corporate leaders. The assistance of the local media can also be extremely valuable in increasing civic pride.

Elise Gourguechon

Invigorate and Enlarge the Workforce

The historically positive reputation of the Kansas City workforce as one of the most skilled and productive of any major metropolitan area needs to be reconfirmed and reinforced. Social trends have created a new reality that, if not addressed, could have severe economic consequences for the region.

For many years, the entrance of women into the labor force in large numbers has helped meet growth in labor demand; however, most women who are going to work and possess the requisite skill now have jobs. Immigration to the region, while a positive factor, cannot keep up

with demand by itself. More skilled and work-ready people must be prepared through training to join the workforce.

The most important source of new members of the workforce are those members of the city population who currently do not have the skills they need to participate effectively in today's economy, many of who are not now in the labor force. The primary focus ought to be put on readying those who already live in the city for full participation in the economy through job-readiness and job skill training.

Elise Gourguechon

Creating the Right Environment

The systems that create an urban environment can be configured in any number of different ways. Without some guiding principles, however, they can evolve in ways that can fail to contribute, or might even be counterproductive, to FOCUS's mission. To ensure that each community system supports the plan's critical human investment priorities, the following five prerequisites must be met:

Volunteerism

The energy that will make the human investment initiatives work over the long term is that of caring and committed people, citizens of Kansas City who are willing to give to the community and their neighbors. Volunteerism has always been a hallmark of the Kansas City culture. For the 21st Century, the ethic of volunteering must be redoubled. Fortunately, the volunteerism base is strong and the ranks of those ready to contribute and pitch-in run deep. Leadership that can galvanize and organize these good people will be necessary to assure their effective deployment. This human investment plan, as well as the other FOCUS plan components, should set the direction for volunteer activities.

Holliday Montessori School

Volunteerism needs to be applauded loudly and strongly over the long haul. Volunteers who lead by example should be made community heroes. The media can perform a critical function in keeping a steady stream of Kansas City volunteer heroes in the public consciousness. To redouble the impact of volunteerism will require more people exercising ever increasing skills and commitment. More than ever, it must become part of the Kansas City spirit and the thing to do in Kansas City.

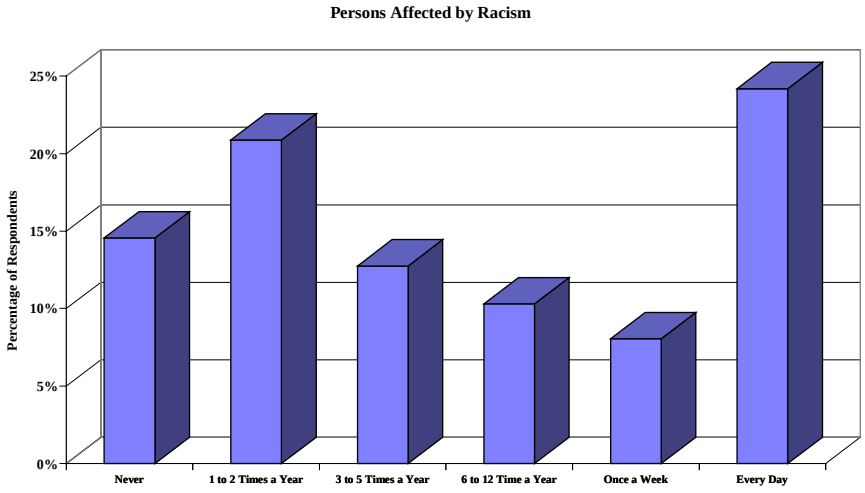
The community should establish a volunteer clearinghouse, perhaps on the Internet, that links individuals, associations and businesses with neighborhoods and not-for-profit institutions in need of volunteer help.

Anti-Racism

Connectedness in the 21st Century will require that artificial barriers and discrimination among people be radically reduced and human rights for all actively promoted. The greatest need in this regard is the elimination of racism but it also extends to other unfair discriminations. American society has been plagued by racism for more than two hundred years, and no comprehensive initiative is being undertaken anywhere in the country to address systemic racism. Kansas City will truly be breaking ground for the 21st Century in making a community stand to denounce racist behaviors and root them out of community life.

Chuck Kneyse

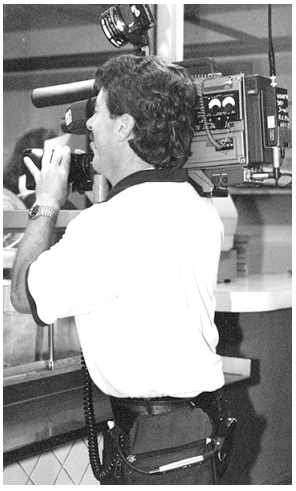
Efforts to eliminate racism and other forms of discrimination should permeate every aspect of FOCUS as it passes from vision into reality. These efforts are especially important to human investment, and are reflected throughout this plan: No aspect of community life can be left untouched. Every citizen, in every walk of life and every endeavor, will be asked to contribute to building a community free of racism and unfair discrimination; honoring the rights and dignity of all human beings.



Source: 1996 LINC Two-Way Neighborhood Communication Survey

Networking

Connectedness will also require networking at a grand scale and equitable access to a huge amount of information. The city should take up this challenge by building on the existing framework establishing a human-services information network and maintaining both the system and the flow of information to and from its citizens. Again, because of the fragmentation inherent in service provision, this is an appropriate role for city government—that of information and public-relations manager. As has been stated, human investment is a long-term proposition and it will require continuously updated information targeted to current policy initiatives.



Elise Gourguechon

The City, as chief policy-maker in many sub-areas of human investment and as a permanent institution, is best positioned to carry out this crucial function. This is also a way of making city government relevant to implementation of the Human Investment Plan in a manner that fits government financial realities and acknowledges the proper leadership role of the Mayor and City Council in these matters.

The communications office within City Hall, now one of its smallest operations, must become one of its more important ones, staffed by well-informed employees who can interpret policy and communicate equally well with community partners and ordinary citizens. Satellite facilities should be available in all FOCUS Centers (see below), along with trained staff members who can assist people who need a little help mastering ever-evolving technological wizardry.

Some networking activity is already underway, but the new emphasis on access and connectedness greatly expands the required effort. Information potentially useful to the community is already being compiled by several different organizations. The City's database of information needs only to be made available. The City should make every effort to coordinate its own sources with these efforts to ensure that a unified (or, at the very least, interlinked) information network is made available to the public and to all human-investment providers.

An imperative effort closely related to this requires improved citizen access and communication. Again, FOCUS Centers can play an integral role here, but the major role involves local governments, including the City and school boards. Not only should information of all types be more readily available from local government, but citizen input and understanding should be high priorities in all undertakings. This is one of the most important avenues by which good citizens

are developed and come to feel that they have control over what occurs in their lives on a day-to-day basis.

Strong Families

The well-being of any society rests on the healthy infrastructure created by the nuclear families that make it up. The family has long been regarded as one of the most vital social institutions. It is the family that socializes and rears our children; it is the family that conveys intergenerational values and nurtures our spirituality, sense of meaning and world-views. It is in the family that each of us develops healthy habits and learns to be caring, civil and productive. Yet the family has not always fared particularly well in this country, particularly in recent years as societal stresses mount and societal cohesion frays.

As our society changes, we must continue to adjust our notion of what constitutes a "family." In the 1950's and 1960's, a "family" was a nuclear unit consisting of a mother, a father and their children. However, this is not the only workable family model. A family exists whenever one or more individuals takes responsibility for the well-being and development of other individuals, as parents do for their children. This may involve grandparents raising grandchildren, adults caring for an aged aunt, a sister caring for a brother who is unable to live alone, or foster parents and their charges. The most important characteristic of a

Courtesy of Therese Brekke

"family", therefore, is the network of caring relationships and responsibilities that link a group of individuals. Although a family unit is most often created by blood relations or marriage, not all families form in this way.

Regardless of how a family is structured, it needs certain supports from the community around it. Physical safety, adequate and affordable housing, and adequate employment opportunity and income are just the beginning. Other supports include educational and leisure opportunities for all family members; training, counseling and relief (e.g., affordable high-quality day care) for sometimes over-burdened care-givers; and the knowledge that the community recognizes the value of each family unit, respects and values its place in society, and wants it to succeed.

Kansas City has an admirable record as a place that is "family-friendly." Yet as society changes, economic pressures mount and cultural influences expand into new media, the family-support system must continue to evolve. Community organizations, churches, schools and youth service organizations can all pitch in with child care, guidance for parents and children, educational programs, counseling, recreational activities, home visits, school-linked services, mentoring, self-help programs and other services. The community must continue to search for new ways in which it can help families cope by creating conditions that help those caught in difficult circumstances, whether short-term or long-term, build on their own strengths and resiliencies. Many different approaches are needed to span the years from early childhood through adolescence, to help families cope with disabilities and long-term care, and to provide caring, supportive environments for persons in their sunset years.

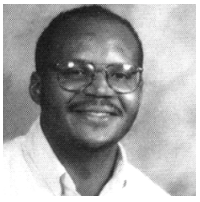
Strong families make strong citizens; in turn, strong citizens produce a strong, caring and productive society. Human investment priorities and strategies must therefore place a high emphasis upon investing in family wellness, support and self-sufficiency. Promoting and maintaining strong families in Kansas City will require core initiatives that support adequate housing, equal education and employment opportunities, a high level of public safety and excellent public health.

Pairings

Holliday Montessori School

Making connections across and within the city can be greatly advanced by widespread, deliberate efforts at getting people together; pairing people, families, schools, congregations, businesses and institutions. Pairings can occur within the same units (e.g. school to school) or across group lines, such as businesses adopting a school. Pairing is an idea that can make the goal of connections work. Pairing that bring together different racial or ethnic groups can break down barriers and build not only of understanding but important friendships. Pairings can transcend all aspects of Kansas City society and put us in contact with each other for all kinds of worthy endeavors. There is no monetary cost. It only takes the will to reach out, risk meeting someone who is new or different and build the spirit of community.

Elise Gourguechon


Holliday Montessori School

Holliday Montessori School

Elise Gourguechon

Elise Gourguechon

HEALTHY, PRODUCTIVE, CARING & CIVIL

Aspirations

A focus on families provides a useful and telling way to highlight reasons for and the importance of human investment. In particular, the nuclear family, the extended family, friendships, acquaintances and neighbors must be healthy and highly evolved if all family members, particularly children, are to thrive. In turn, children are often the galvanizing influence under which we gather our strength and commit our resources to establish a humane and prosperous neighborhood and community environment. Together we work to enable all families to develop individuals who are ***healthy, productive, caring*** and ***civil***.

These are the primary aspirations of the Human Investment Plan. What does each of these aspirations mean?

Healthy People

Good health is the platform from which each individual proceeds in life. Without good health, achievement and participation in society can become very difficult. Therefore, each individual should strive to be as healthy as genetics and physical constraints allow. This can be achieved through a system of physical health care that focuses on prevention of

disease as well as good nutrition and appropriate exercise. This system encourages healthy behavioral choices, too, such as positive relationships, use of seat belts and moderate or no use of alcohol. It also helps to strengthen families, which in turn provide caring, nurturing environments for persons of all ages.

Not only physical health is at stake, either. Mental and social well-being are also essential to healthy living. Each child must not only be properly cared for as a youngster but must also feel valued and appreciated and must learn how to make healthy choices, such as rejecting addictive substances, violence and racist behaviors. This type of education begins in the family, by teaching and the setting of good examples.

Social health, as measured in terms of satisfaction with life, participation in societal activities, and respect for others, is important as well. Racism and resorting to violence to settle disputes are perhaps the two most unhealthy social behaviors, although there are others. Physical safety also plays a significant role in fostering good health; unless an individual lives in a safe environment, no amount of health care can compensate for the surrounding risks, whether they are social (e.g., violent behavior) or environmental (e.g., air pollution).

Chuck Kneyse

In extreme cases, social ills can affect personal health. Nationwide, more children are at risk from physical abuse and neglect than from traditional childhood diseases. Children who are regularly exposed to violence, or who experience it personally, often develop neurotic behaviors, irrational fears and non-specific physical illnesses. Senior citizens who are afraid to venture out of their homes can sacrifice needed exercise or may not receive essential medical treatments. Adults under stress are more prone to developing heart disease, diabetes, cancer, depression and a host of other disorders.

Promoting and achieving good health require a holistic approach that takes into account all aspects of an individual's life, from family stability to environmental quality to access to information and services. Human investment should strive to create the conditions under which each person's health can be maximized.

Productive People

Each adult should be able to economically support not only himself or herself but the other individuals, especially children and other vulnerable people, who rely on them for such support. Achieving this requires that each individual become a productive citizen, not only engaged in work that pays a wage on which a family may live and contributes to the operation and betterment of society, but also not a

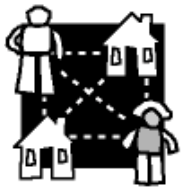
drain on society through antisocial activity or inactivity. In this context, education is considered productive work because it enhances the capacity of both children and adults for continued and future productivity.

The human investment plan is job-centered. Putting people to work is the key to achieving the goal of enhancing the ability for all Kansas Citians to reach their full potential. Having a good job on a career path allows people to improve their own lives rather than look to social agencies of one kind or another to solve their problems for them. Having a career and going to work every day supports self-respect and self-esteem. Income gives people choices and permits them to accumulate wealth. Work and income are essential to enjoying the quality of life available to the people of Kansas City.

Elise Gourguechon

Yet, it is also true that not everyone can work. Our human community is varied, and some members have special characteristics and conditions that do not always match those demanded by the work world. Nonetheless, such individuals are part of the community and aspire to live decently. The Human Investment Plan provides for them as well because Kansas City remains a caring community respectful of and concerned for all its citizens.

Caring People



Some of those who live among us are vulnerable by reason of physical or mental disabilities, age or infirmities. And at some point in their lives, no matter how hard they work or how prosperous we are, even the strongest among us need to be cared for—as young children, in times of serious illness, when hardship strikes, as we age and lose strength. The community needs to takes steps to care for all such individuals, regardless of their racial, social or economic status.

Volunteerism plays a large role in enabling a community to express its caring side. But caring is expressed in many other ways, as well:

- Through our respect for all types of diversity: racial, religious, economic, lifestyle, family structure;
- Through our sense of responsibility for and pride in our neighborhoods and neighbors;
- Through our support for public education and for positive leisure-time and recreational activities for all children and youths;

- Through our inclusion of citizens from all backgrounds in the discussions and decision-making that affect their everyday lives; and
- Through our responses, both individual and collective, to crises and emergencies that threaten the health, safety or stability of local families.

By caring for our neighbors and for all children and vulnerable citizens, we teach our children the importance of compassion and the value of volunteerism, while we build a society that recognizes the worth, dignity and connectedness of all people.

Civil People

Civility is a topic that lost much of its currency in the "Me" decades of the 1970's and 1980's. However, civility never lost its importance, and in recent years in the face of family disintegration and societal violence it has regained legitimacy as a worthy community goal.

What is civility? Civility is the ability to live in a democratic society. It encompasses the willingness to respect the views and choices of other people, to recognize the value of all contributions to the community, and to conduct ourselves in a way that in no way hampers the ability of our neighbors and fellow citizens to live their lives in the same manner. Civility is the ability to take responsibility for our own actions, to "own" our behavior, and to understand the consequences of what we do.

Camiros, Ltd.

Civility also implies a refusal to depend entirely on others for support throughout our lives. It suggests that each individual should strive to become self-sufficient so as not to be a burden upon others. This does not mean that we should never rely on others; as stated earlier, all of us encounter vulnerable or difficult periods in life when the help of others is essential. Rather, being civil means that we do not take advantage of the good will of caring people but treat them with the dignity and respect we demand for ourselves.

Once individuals understand the consequences of their choices and are able to support themselves economically, they can begin to understand how their behavior affects others. This is what civility is all about. Being civil means being a participating member of the community—in other words, being a citizen. Civility refers to more than just respect for the law. It begins with respect for ourselves and encompasses

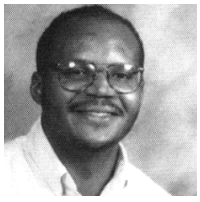
Holliday Montessori School

respect for the rights and values of others, as well as respect for property and the environment. It also means working actively to improve the community for the well-being of all residents.

These are the four Human Investment aspirations. It is the fulfillment of these aspirations that drives the organizational recommendations and action initiatives that follow.

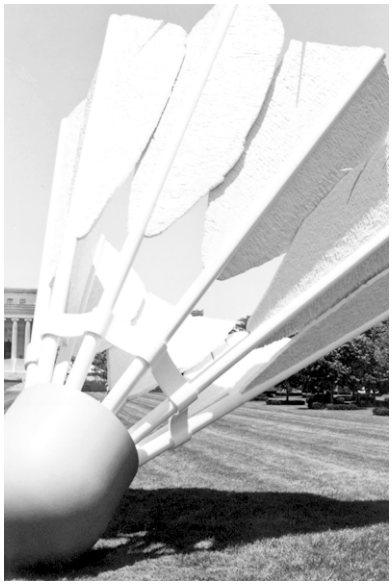
Elise Gourguechon

Holliday Montessori School



Holliday Montessori School

Elise Gourguechon



Elise Gourguechon

CORE STRATEGIES

Applications-The Human Investment Plan

This chapter on "applications" presents the substantive Human Investment Plan elements designed to guide the community as it works toward achieving its aspirations for the people of Kansas City- that they be Healthy, Productive, Caring and Civil. Elements of the plan are concentrated around eight core strategies. They are:

- **Eliminating Racism**
- **Promoting Enterpreneurism**
- **Developing a Skilled Labor Force**
- **Preparing People for Work**
- **Promoting Universal Child Care and Development**
- **Providing Sound Education and Lifelong Learning**
- **Focusing on Preventive Health Care**
- **Enhancing City Life**

Elise Gourguechon

Certainly, many other worthy strategies exist in the realm of human investment. However, these eight form the core of the plan in that they are directly related to the City's chosen Unified Direction; *The New American City - Making Connections for the 21st Century. T*hey also reflect the main pathway by which people reach their full potential achieving self-sufficiency by putting people to work in good jobs on career paths.

These core strategies are presented as objectives, initiatives and implementing action steps in the form of programs and projects to undertake or continue as the case may be. As part of the plan, organizational structures are suggested since every one of these core strategies implies an ongoing process over the life of the FOCUS plan. Such processes require organizational capacity and steadfast energy to maintain actions that will, over time, achieve our aspirations.

Each core strategy also is assigned one or more key indicators, through which the community can monitor progress and program efficiency as aspects of the plan are implemented.

Coordinating councils are recommended to provide policy direction and to orchestrate management and operation of implementing programs aimed at addressing these strategies. The councils are private, not governmental convened by leaders in each field with the sanction of the City.

Elise Gourguechon

A Process Framework

The nature and trend of human investment activities in Kansas City places the responsibility for carrying out human investment initiatives and core strategies with the private and not-for-profit sector. Only in a few cases will city government have the primary responsibility for direct action. Human investment is fundamentally different than the implementing systems for other plan components under FOCUS. In the other plans, City government is central to fulfilling many of their initiatives.

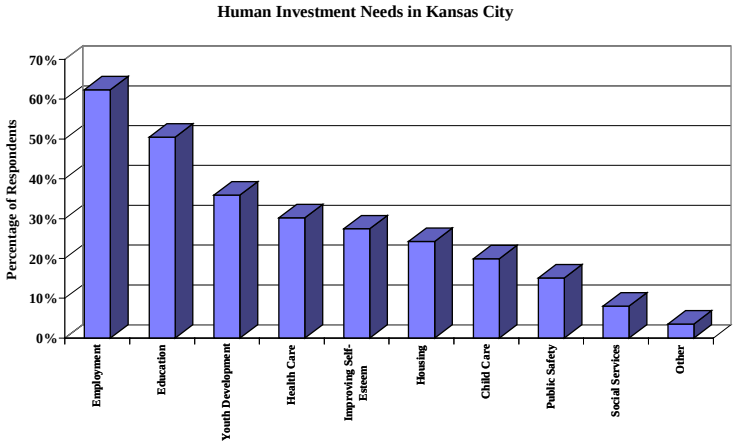
While the City will not directly implement much of this plan, the Mayor and City Council have a definite leadership role in this arena and must give that role high priority. Part of the leadership role is to provide ways to galvanize the creativity and energy of the community on a continuous basis. It will be the industrious

individuals, neighborhood groups, not-for-profit organizations, corporations, churches, foundations and many other non-governmental providers who will effect these strategies and initiatives.

It is recognized that there is a dynamic system of non-profit and community groups upon whom we rely to make human investment actions happen. The plan must acknowledge this system and provide flexibility to allow this almost organic system to grow, change and refresh itself over the twenty years that plan implementation will take place. A process framework is needed to make this happen.

Chuck Kneyse

Such a framework has three main components. These components must function together to allow new actors to enter the human investment program system, to support those that are performing strategic initiatives and allowing moribund activities and groups who have become worn out, of marginal utility, operationally inefficient or who have solved their particular issue to exit the system. It is a bubble up and a bubble out process continuously making room for and embracing new ways to implement human investment strategies.



Source: 1996 LINC Two-Way Neighborhood Communication Survey

The first and most essential component is the acceptance and stewardship of the plan by those agents who have the resources to fund the action steps that implement the human investment strategies. This includes a variety of foundations, community-minded corporations and governments. If these groups

will use the plan as a guide to their funding decisions and are willing to make partnership arrangements with multiple providers, the capacity for the provision of services will be maintained and the effectiveness should be timely.

The second element is a mechanism to act as a clearinghouse for the many actual and potential actors in the human investment realm. The plan will need to be interpreted at every step along the way. Conditions will change, new people will move into the city, demographics will change, external initiatives will cause periodic alterations in program emphasis and the immediate needs of people will reflect a changing economy and evolving expectations. All these forces require that there be a means to make decisions on what are the best courses of action at any given time while maintaining constancy with the long term strategic directions of the Human Investment Plan.

Elise Gourguechon

Kansas City has a successful tradition of policy and provider organizations that are jointly convened and governed by business and political leaders. These organizations or *councils* can act as the up front hearing, coordinating and tactical policy boards to carry out the Human Investment strategies effectively.

Third, the role of the city government, while not directly involved in service delivery, is crucial. The Mayor and City Council need to keep the Human Investment Plan fresh and energized by informing the community of human services and economic needs, the state of the people's spirit of community in Kansas City. Success in implementing the strategies and continuously promoting the formation of partnerships and new responses to the strategic initiatives will also depend, in part, on City leadership. Most importantly, City Council leadership is the foundation for hope and commitment by Kansas Citians for their schools, neighborhoods, quality of life and the economic and personal development of individuals and families.

Top City leadership from all sectors are asked to assure that this process framework is formed and functions to carry out the mission described above. Initial steps by the City are most appropriate. Current and future councils will have to steadfastly stand behind this effort as it will take more than one generation to achieve success in some of the challenging areas this plan tackles.

In sum, the Human Investment Plan is centered on eight core strategies. Each has a set of *guiding objectives*; a key *initiative* or in some cases, *initiatives*; recommended *action steps* and *major indicators of success*. Each core strategy

has an organizational context to assure continuity and connection to the overall effort and progress being made by FOCUS generally.

The plan also includes a human investment process framework. This framework provides flexibility to allow, indeed encourage, new programs, new entities and new energy to come to the fore in the effort to carry out the initiatives embodied in this plan. Finally, the plan highlights the importance of FOCUS Centers as key components in delivering many of the human investment programs and services directly to the people who need them.

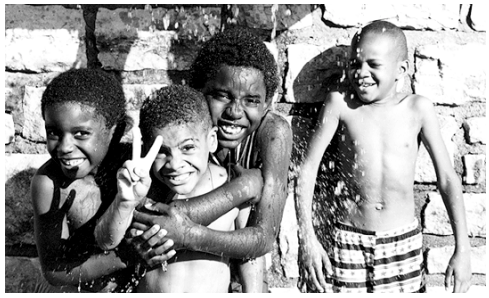
HUMAN INVESTMENT CORE STRATEGIES

Core Strategy 1 -- Eliminating Racism and Other Forms of Unfair Discrimination

Kansas City, as a religious and spiritual community, shall visibly work to eradicate racism in all aspects and in all locales.

In 1996, the religion and spirituality cluster of the Mayor's Task Force on Race Relations offered a vision for the Kansas City community. It sets the tone for this important human investment initiative. Its message is that Kansas City shall affirm and celebrate its diversity, break down individual and corporate barriers and empower each one of us to reach out to heal and overcome racism. The vision urges us to create new relationships across racial lines and suggests a community that will not tolerate racial injustices or exclusionary practices. It instructs us to affirm the dignity and integrity of each individual and by doing so to advance the spirit of true community in Kansas City.

Citizens, institutions and neighborhoods need to be urged on inch by inch, encouraged by each step and empowered by small successes to accept the next risk on the road to racist-free living. There will be times of despair and setbacks as there are in every social change process. Committed leadership from local government, the faith community and the business sector need to be there to hearten those who would act to change institutional practices that perpetuate racism, to welcome people of all races and backgrounds to their neighborhoods, to change their personal positions and to insist on equal treatment and social justice.



Elise Gourguechon

Racism is not the only form of unfair discrimination. Gender, ethnic and lifestyle discriminations also erode the civility of our community. Persons afflicted with developmental challenges are all to often subjected to mockery and unfair discrimination only because they act or speak differently than others in the mainstream. These practices too should be eliminated from our society to make the community a place of welcome for all its citizens.

The social and individual costs of racial prejudice and other forms of unfair discrimination are high. Prejudice is a disease that erodes everyone's quality of life. It is a horrible drain on the economy. Fear and hatred create more fear and hatred. People end up living in isolation harboring fear and resentments some as prisoners in their own neighborhoods. Racism and other forms of bigotry keep people apart. But besides economic losses and isolation, racism and other unfair discriminations victimize people and deny them equal chance to pursue their dreams and realize their full potential. In this self-perpetuating process, the social costs and economic costs to our citizens and to the city are immense.

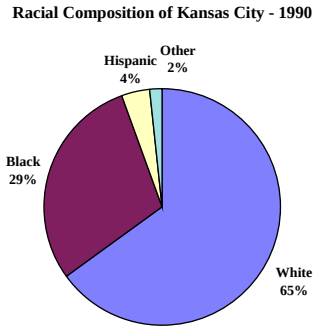
Eliminating Racism and Unfair Discrimination Objectives

- To eliminate systemic and institutional forms of discrimination, such as lending and insurance redlining, hiring biases;
- To eliminate educational disparities between mainstream white students and students of various other ethnic and racial backgrounds;
- To eliminate historical and often deeply-held misbeliefs about persons of "other" racial and ethnic backgrounds;
- To create a climate of welcome and respect for persons of all racial, ethnic, and religious backgrounds and lifestyles;
- To create a climate of tolerance that suppresses expressions of discrimination and hate crimes;
- To create a climate that encourages persons of all backgrounds to pursue dreams, remain hopeful and have opportunities to participate fully in city life as productive citizens;
- To create a climate conducive to knowing and interacting with persons whose racial, ethnic and religious backgrounds are different than our own; and
- To work to over come traditional systemic racial thinking in our culture and the damage that racial prejudice has caused to targeted groups.

Racism

What is racism specifically? The most prevalent definition in current use is the exercise of racial prejudice in combination with power so as to deny those prejudiced against equal access and full participation in key societal functions and in extreme cases to marginalize even the existence of a particular racial group and its members. It is based on the notion of superiority of one group over another. As such, racism confers special privileges on the dominant group; dominant because it holds power. The victimized group responds with anger and frustration. Community polarization almost always follows, and both oppressor and oppressed are dehumanized in the process.

Blatant bigotry, while it still exists in some circles, is not the most difficult problem we now face. That kind of prejudice is transparent and subject to easy rejection by right thinking people. Rather, it is the subtle, unthinking, unknowing and certainly unacknowledged prejudices that are so vexing to deal with in present day American society. I's most insidious form, of which very few of us are aware, is institutionalized racism. It is the mechanisms, structures and practices that perpetuate the dominant group privilege and corresponding racial injustice.



Source: 1990 U.S. Bureau of the Census

The reality is that it may take generations to eliminate racism even if we do the best possible job and devote a substantial amount of energy to it. That means twenty to twenty-five years of continuous effort by committed community leaders. Eliminating racism must become an institutionalized process. It cannot survive this long period of time as an individual or a special-interest-group project. It has to be given permanence as a community institution. It must be treated like we treat the ongoing community-wide effort to preserve the best of our old buildings or the way Kansas City has tackled the drug scourge. The work in each case must be carried out by many committed groups working together and separately, continuously over the long haul.

Approaches to Combating Racism

There are three approaches to addressing racism. First, we must rigorously prosecute illegal actions, such as discriminatory housing practices. Second, we must be committed to identifying and rooting out the systematic discriminatory elements hidden in our institutional practices. Third, we must provide comprehensive education to adults and children alike in all places where we carry out daily life. An anti-racism plan must address all three fronts on a sustained basis.

We are most familiar with the first of these which is basically a punitive approach making certain discriminatory practices a crime and fining or otherwise punishing perpetrators. The comprehensive education approach has begun to appear in society mostly through church life and diversity instruction in school rooms. For the most part, however it has been the individual leader (clergy or teacher) who has made this happen.

The second element includes deeply ingrained practices that may not appear racist but work to produce systematic discrimination. Often, no individual has to promote or espouse bigotry to have this insidious impact occur. Indeed, we who are not directly victimized by this problem are not even aware of it. It is the most difficult element to change precisely because it is faceless and silent. We, as a just society, need to root out this expression of our racism with equal resolve, and we must apply equal resolve to educating and sensitizing ourselves and not tolerating illegal discriminatory practices.

Diversity Council

The long term nature of the required challenge suggests that a coordinating council be put in place that can provide the continuity and leadership necessary to keep the community attention set on the goal and its energy at work to eliminate racist tendencies in our people and in our institutions. The Mayor's Task Force has recommended just such a group. Indeed, two such groups were suggested: one within the city's political arena and one centered on the spiritual side of the issue convened by faith congregations throughout the metropolitan area. Both would have important and complimentary work.

The job of the Mayor's permanent council as described by the Task Force would be to help the Kansas City area improve race relations. This permanent group would be the sustaining force to keep the community on track for the long task of eliminating racism. It would act as the catalyst for anti-racism activities and constantly remind the community of its commitment to this worthy goal. Why permanent? Racism will not dissolve easily. It will take a long time.

While the business of this council would be directed specifically at the social ill of racism, the council must reflect the hopes and aspirations of the community for a just, civil and connected community. It must be the symbol of the community's best spirit in this regard and express the community's basic acceptance and celebration of diversity. It would acknowledge that racism and other unfair forms of discrimination burden Kansas City, like the rest of America. It will, as it does its work, remind the community that the Kansas City Spirit is grounded in putting the phrase "love thy neighbor" into action in everyday life in every facet of our society.

This council should be a reflection of community racially and economically. It should be convened by community leaders including the Mayor of Kansas City and, if possible, the mayors of surrounding cities and suburbs. Participation of area businesses and corporate leaders is essential to the success of the initiative.

The council should concentrate on the issues of racial justice. It should work with the wide range of institutions within the city helping them root out practices that perpetuate racism. The council must also take proactive positions and either institute programs that provide equal opportunity or convince others who may be better positioned to do so. An example here might be the Task Forces recommendation that a venture capital fund be established for black entrepreneurs. Initiatives that are appropriate to include on its agenda are:

Elise Gourguechon

- Forging partnerships in combating racism;
- Education to eliminate racism and support diversity;
- Purging the institutionalized practices that perpetuate racism; and
- Vigilantly seeing that illegal discriminatory actions are rigorously prosecuted.

Council of Congregations

The faith community should form a Council of Congregations that has also been suggested as a metropolitan organization. This council would concentrate its efforts on the spiritual side of ending racism, changing the hearts and minds of individuals, and building community between congregations from diverse racial groups.

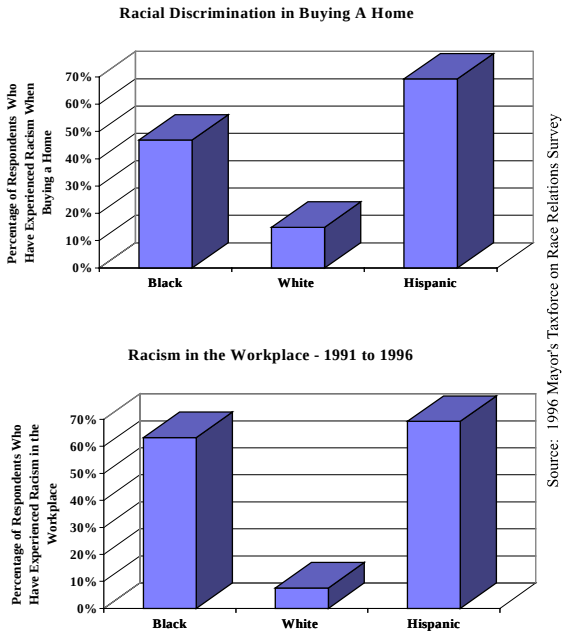
Holliday Montessori School

Both councils will need private sector funding. They have a big and important task to do in providing consistent and steady communication to a large and diverse population. A number of actions will be appropriate to carry out its mission including a relatively expensive public relations campaign for the entire period of time it must exist.

Work Team Initiatives

Involve all segments of the community in denouncing racism and prejudicial behaviors, in welcoming and respecting social diversity.

Kansas City must take a "zero-tolerance" stand on racism and other types of discrimination. Until the community eliminates racism, builds greater understanding of diversity, and creates a citywide climate of respect, it can never reach its full economic or social potential. Moreover, a multi-cultural perspective can lend vitality and new ideas that contribute to achievement of common goals. In particular, diversity is extremely beneficial to an emphasis on entrepreneurism, due to its ability to generate new unorthodox ideas and serve new and expanding markets. Diversity should come to be viewed as an asset and a cause for celebration, not as a series of walls between different groups.



Promote human rights for all; and expand community policing and actively promote police-community relations, particularly in low-income communities.

Elise Gourguechon

The philosophy behind community policing is that the police, residents and the business community are partners in solving crime, preventing crime, apprehending offenders and setting good examples for young people. As a result, community policing is making a significant difference in the livability of the target neighborhoods in Kansas City where it is now in operation. There is every reason to believe this philosophy of policing can improve the quality of life in all neighborhoods, particularly in communities of color, though community policing

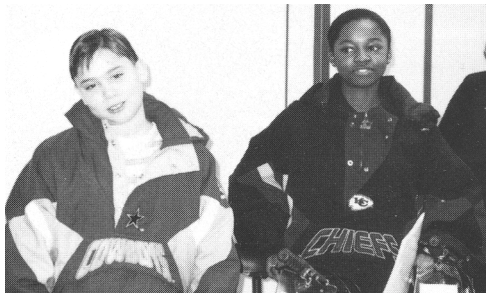
should be supplemented by efforts to improve mutual understanding, resolve differences, build trust and learn new methods of cooperation between community residents and police officers and other personnel.

Anti-Racism Action Steps:

1. Concentrate on training community opinion makers and leaders from all elements of city life in anti-racism principles. Multiple-day, highly structured retreats on anti-racism leadership should be regular events sponsored by the councils. On-going training of senior police officials is important as they lead and train officers who are most often confronted with difficult situations that often involve racial misunderstandings.

2. Continue to conduct workshops involving police officers and trainers and members of minority communities, including young people, to explore the perceptions and realities of their relationships and ways in which they can be improved.

3. Establish an anti-racism resource center. This center should function to facilitate groups who wish to work on the issue by supplying names of facilitators, videos, books, workbooks and pamphlets. The center may also offer seminars for those who are seeking training as facilitators or beginning an anti-racism campaign within their group or organization. Marketing events may also be a regular offering of the center in the ongoing effort to convince institutions and organizations to work on purging racism.



Holliday Montessori School

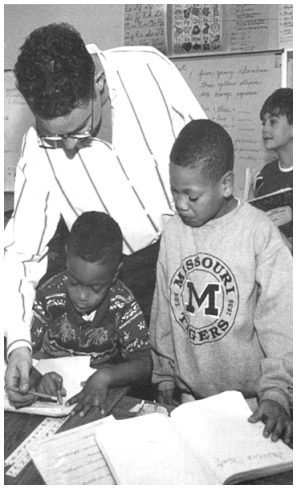
4. Assist all Kansas City school districts in upgrading their anti-racism curriculum. Our children are the best hope for a non-racist community. When they are grown, twenty percent of the population of the United States will have a background that is something other than Euro-American. The success of their world will depend in part on how dependable we are in providing them with sound anti-racism training in grammar and high school.

The Kansas City school districts should work together to assure that a curricula is sufficient and that the message is provided consistently across the city. If possible, the metropolitan suburban schools systems in Kansas and Missouri should join the fourteen city districts. Special efforts should be made to provide African-American male administrators and teachers in the school systems at every grade level. Models are

important for the boys and young male adults, the country's and city's most at risk group.

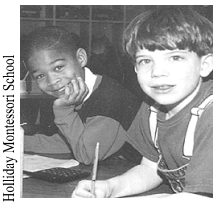
The Mayor's Task Force on Race Relations highlighted the special role available to the sports industry in a good industry model for anti-racist harmony and promoting sports heroes as role models for youth. Contributions by the sports industry in other major cities, such as the efforts of the Chicago Bulls organization, stand as excellent examples of the impact the industry can have on race relations.

5. Establish additional and strengthen existing mentoring programs for minority youths. Young minority males need special attention and care if they are to meet the challenges facing them. This is not to say that teenage women from minority groups or that all teens are not in need of adult attention and leadership. Clearly all youth of this age group need parental and community support. However, reality shows us that minority youngsters, especially males, have special needs and vulnerabilities. Mentoring and tutoring programs for this group are crucial to achieving a racist free community. The Council of Congregations proposed by the Mayor's Task Force can galvanize volunteers from across the metropolitan area to address this need. Men individually or from social and service groups are especially important as mentors for minority teens.



Holliday Montessori School

6. Facilitate connections between youth and police and among cross cultural organizations metro-wide. Agencies that provide youth development services across the city need to bring both diversity and cross-cultural experiences to the young people in their charge. Special attention and support should be given to advancing police/youth interaction to create good relations between youth and police. Many activities and creative means will be developed to accomplish this through sports, social events, church activities and the like. Bringing people together is the key. The councils can perform an invaluable service in facilitating connections between such groups from different neighborhoods and parts of the metropolitan area.


Holliday Montessori School

7. A qualified group of anti-racism resource managers and facilitators needs to be developed to serve the Kansas City region. These facilitators should be able and available to answer the call from various groups, businesses, institutions, public safety organizations, churches and other such

organizations to provide anti-racism seminars and workshops. The council can provide training and model workshop formats to meet different group needs. Special facilitators should be available to mediate neighborhood and other group disputes, to defuse racially tense situations that might arise in schools or other institutions. Such facilitators undoubtedly now exist in the Kansas City region as they do in most larger cities. Most have come up through the faith communities and can form the bases to develop a skilled force large enough to meet the challenge of a city intent on eliminating racism.

8. Continue to expand Community Policing citywide. Community Policing highlighted elsewhere in the plan is an essential aspect of the anti-racism component as well. The plan calls for universal Community Policing across the city, and the city has committed to deploying its police officers using this concept.

Holliday Montessori School

9. Work with local religious and cultural organizations to create gatherings that provide opportunities for cross-cultural and cross-racial exchange and understanding. The barriers between the races that now exist are there for many valid reasons, but the simplest answer to overcoming these barriers is to get people together. People need assistance, encouragement and a comfortable setting in which to move into new behaviors.

   A multitude of ways and means can be found to effectuate such gatherings and pairing. Again, the churches of the city and metro area can pick up this challenge on a grand scale. It has been suggested that interracial congregational partnerships and congregational pairings be formed, that pulpit exchanges, joint work project for the good of the community be started. Groups should eat together; what better way to gather, share and learn from each other. All these means and many more can be the work of the councils to initiate and steward over time. It is, however also important that other elements of society strive to bring people together. Neighborhood exchanges, charitable organizations, political functions, business and workplaces all offer opportunities for pairing to bring us together.

   We need to learn skills of communicating effectively with others, celebrating the differences and learning to enjoy the richness of our unique composite culture. All such learning requires some teaching. Thus, an additional role for the councils is to spread the word through media, pamphlets, videos and

speakers who are ready to go to any and every group with an anti-racism agenda.

10. Provide a model and an assistance package for institutions to undertake a self-directed racism audit. The councils should provide in-depth educational material for this most difficult area of institutional racism. Consultants and facilitators who understand the concepts of organizational development and human behavior, should be available through the councils to find specific ways each organization can address the hidden racist viruses it may unwittingly be dragging along.

Chuck Kneyse

11. Work with the media to present positive stories of racial harmony and breakthroughs in purging racist tendencies that result from community efforts. The media has a special opportunity to influence the community by its manner of delivering race-related news. The City's Office of Communication can work with media to provide such stories and continuously urge them to present this side of the FOCUS implementation program. The media needs to exercise particular restraint in their treatment of at risk youth groups in the city, recognizing that these young people need to be embraced and have their sense of worth as individuals and as a group, nurtured, strengthened and celebrated.

12. Continue paying diligent attention to issues of racial justice such as lending practices, insurance company performance, fair housing practices, and equal employment opportunities. The Mayor's Task Force found that in 1996, housing discrimination remained quite prevalent. Redlining appeared to remain an issue in minority communities and many parts of the older central city. Employment and advancement practices in critical service areas must be made to reflect to racial composition of the city. The judicial system also needs to better reflect the population and carefully respond to calls for equal treatment and fairness. Other examples exist in many industries and institutions.

Major Indicators of Success

- Equalized lending ratios among white, blacks and Hispanics with similar income and credit characteristics;
- Reduced number of hate and bias crimes;
- Reduced litigation involving civil rights and gender and racial discriminations; and

- Increased diversity among managers and other high-level, high skilled personnel.

Core Strategy 2 -- Promoting Entrepreneurism

Economic development activities in Kansas City are very diverse and are provided by a wide range of actors. All of these programs and actors work with the broad common goal of building and maintaining a strong economy, but each serves different constituencies with different needs. Within this framework, there is a need for a common economic development aspiration. From a human investment standpoint, there should be an expanding economy that provides all citizens of the metropolitan region with good jobs capable of supporting a family in a manner that will allow full participation in the region's quality of life.

Elise Gourguechon

Within this context, two critical strategies will be implemented: first, to develop a citywide culture of entrepreneurism that nourishes, encourages and supports the growth and expansion of homegrown businesses; and second, to ensure development of a comprehensive job-readiness and skill-training system that serves all city residents.

In addition, three crucial policy initiatives that support successful economic development efforts are identified for implementation in other FOCUS plans. These deal with providing a comprehensive transportation system focused on employment centers; providing affordable housing throughout the city, particularly in emerging employment centers; and revitalizing obsolescent employment centers within the urban core.

Entrepreneurism Objectives

- Diversify the local and regional economy to the greatest extent possible;
- Encourage creativity, innovation and risk-taking in businesses throughout the city;
- Foster development of new jobs in growing small business;
- Expand economic opportunity and economic choice for all citizens; and
- Create new opportunities for economic self-expression sufficiency.

Work Team Initiative

Develop a Citywide Culture of Entrepreneurism.

Small businesses—those employing fewer than 20 people—generate a large proportion of the new jobs nationwide. While large corporations are eliminating workers, entrepreneurial firms are not only providing income for many of their former employees but are creating new jobs and economic opportunities for others as well.

Given FOCUS's emphasis on putting people to work and job creation, entrepreneurism will be extremely important in generating future jobs and sustainable work opportunities in Kansas City. Building on its competitive advantages, the community can enhance and coordinate existing initiatives and programs that specialize in helping to launch and support small businesses and entrepreneurs. The business community should be actively involved in this effort, as should non-profit institutions, such as the foundation community, that sponsor program initiatives and provide funding for new businesses, business development and educational institutions. By identifying supplier niches and new businesses that can be filled by local talent, the business community can help others while it helps itself, by ensuring steady local supplies and a better-trained workforce.

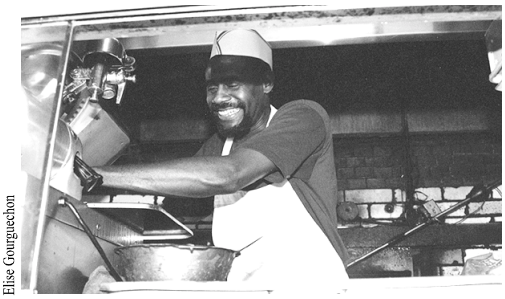
The culture of entrepreneurism should also be extended into the classroom, providing young people with information about the benefits of being an entrepreneur and access to programs and services that can help them start their own enterprises. Businesses of all types can play an important role here, too, by helping youth understand the rewards and challenges of independence and hard work that are essential components of the entrepreneurial spirit.

It is generally recognized that the entrepreneur goes through stages of development. Help and support are needed at each stage. Kansas City now has a substantial support system for the entrepreneur. It needs strong community backing to spread its influence and services even wider, especially in the minority community.

The business community must continually underscore the value and importance of the entrepreneur to the economy of Kansas City. They can set the tone for assistance from banking and capital institutions and channel entrepreneural activities to areas of the economy. As stewards of the vision for a thriving metropolitan economy, they can support the climate for risk takers and encourage economic institutions to do what can be done to support local entrepreneurs.

Employment and Entrepreneurism Council: Entrepreneurism Action Steps

1. Develop a marketing campaign to bring talented young people back to Kansas City using internships, scholarship programs, and job and business opportunities.
2. Establish a "Made in Kansas City" and "Buy it in Kansas City" campaign to support local companies and to focus attention on the products and services offered by local firms, particularly entrepreneurs.
3. Promote entrepreneurial activities focused on environmental remediation and recycling. The field of environmental remediation is growing. Lead-based paint removal, asbestos removal and contaminated site clean-up tend to pay higher-than-average wages and provide many small-business opportunities. Recycling offers opportunities to create new markets for recycled goods and products made with recycled materials.
4. Establish special programs for minority entrepreneurs and a minority capital fund to provide for the special difficulties minorities have in raising capital for business start-ups.
5. Networking the entrepreneurial community is essential to long term success as new businesses go through the stages of growth and maturation. The established business community can sponsor entrepreneur clubs which can be formed to learn from each other and their support network; and innovation expos can generate new members and educate the community.



Elise Gourguechon

6. Special business retention program to address growing enterprises who have passed the start-up stage, but need more capital and different organizational and management skills to succeed in the next stage of business development.

Major Indicators of Success

- Increased number of new businesses started annually;
- Increased number of new jobs created by businesses employing under five, under 20 and under 50 persons; and
- Increase in number of minority and women owned enterprises.

Core Strategy 3 -- Developing a Skilled Labor Force

A college education, and often beyond, is required for many jobs, and a college education can provide a thirst for lifelong learning by providing exposure to many fields of inquiry. The colleges and universities in a city also act as powerful magnets of new businesses and anchors for existing businesses that know a trained workforce will be available to them.

However, not everyone goes to college. Many people need or desire job-preparation programs not related to college or university training. Successful career preparation programs help create the skilled employees needed by local businesses and contribute to the development of a high-quality labor force.

In addition, retraining is becoming more and more important. Today we expect that the average worker will change careers at least five times during his or her productive life. No longer can individuals expect to work for a single company, on a single career path, throughout their lives. As a result, it is more critical than ever that the New American City offer access to skills development and career training programs.

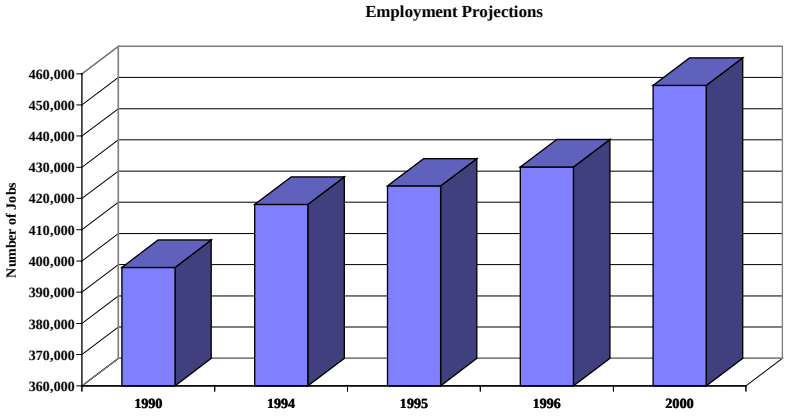
Kansas City approaches the next century with a number of excellent tools already in place to maintain its enviable workforce. Its organizational capacity to deliver job training and facilitate job placement may be the best of any major U.S. metropolitan area. Ten years of success and capacity-building by local job training organizations position Kansas City to carry out this mission into the 21st Century and at the same time expand the number of people served.

Elise Gourguechon

Local training organizations are supported by the Metropolitan Community Colleges, various units of the city's school district and other educational institutions that directly provide job-skill training. The business sector and other employers (government and non-profits) have also been heavily involved in the job-training system. This system, with its comprehensive approach and a deep commitment from its partners, has provided job services to more than 20,000 individuals over the past decade.

No new comprehensive job-training initiatives are needed. Current training providers and their partners are well positioned to carry out this mission in the year ahead. It is anticipated that the present job training organizations will

continue to expand their reach with new and refined programs to respond to changing business needs, trainee requirements and economic conditions.



Source: Kansas City Planning and Development Department

They have an ever-increasing job to do. Regional economic growth has absorbed much of the available skilled labor force. If anything, the shortage of skilled workers is limiting economic expansion. Welfare reform is, at the same time, bringing many new entrants into the labor force. The two situations imply a win-win prospect but to realize the promise will require a daunting training and placement effort.

Skilled Labor Force Objectives

- To establish a strong network of relationships between local businesses and educational institutions of all types as a way of maximizing the success of all training programs and local workers;
- To provide job training that matches the needs of current and future local industries;
- To enable workers to remain productive in a world of complex, ever-changing technology;
- To enable workers to make successful career advancements, changes and transitions;
- To provide a comprehensive system

Chuck Kneyse

for training individuals who do not pursue traditional college education; and

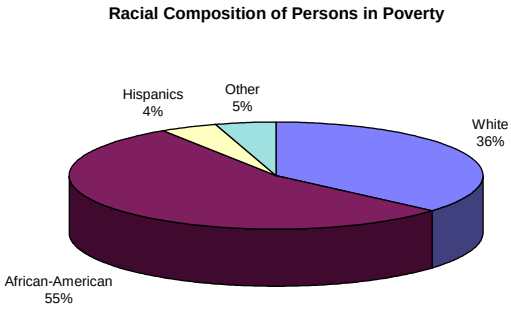
- To help school districts take advantage of Missouri's new A+ Program, which allows students to attend grades 13 and 14 tuition free.

Work Team Initiative

Develop a coordinated, comprehensive employment and job-training system that is accessible to and usable by all city residents.

The new Welfare-to-Work policies will make this training effort even more important. As national welfare reform takes hold, large numbers of people will move into the employment market. Some never will have worked; others will have worked only sporadically or have been unemployed for long periods.

In addition, economic restructuring has not yet run its full course and is still creating large numbers of underemployed searching for new careers. Teenagers need guidance in preparing for and entering our complex, ever-changing economy, while others need support in staying competitive as conditions change. In each of these instances, employment and job-training initiatives are required that provide not only the skills that are needed but deliver those skills in accessible, supportive and non-threatening environments.



Source: 1990 U.S. Bureau of the Census

Elise Gourguechon

Many initiatives in Kansas City already address the need for lifelong career development. Moreover, computer and telecommunications technology make it possible to provide customized services to a broad population at a wide variety of locations. The keys to the future success of these initiatives will be (1) to maintain state-of-the-art approaches to career development, (2) to make career

development accessible to all individuals who want or need it, (3) to involve all employment sectors and labor organizations, and (4) to steer youth toward these resources early in life so they are exposed to a wide variety of career options and can make informed education and training choices.

Employment and Entrepreneurism Council: Job-Development Action Steps

1. Establish a Jobs Clearinghouse via the Internet with a Kansas City Jobs Home Page. The public-access TV channel and radio station should also provide information. Other information should list sites for training and tutoring programs. Access to information is key to keeping the city and its residents competitive and connected to each other and to services.
2. Assist Kansas City community development corporations in addressing job creation, retention, and attraction.
3. Initiate a business roundtable of the twenty-five largest city employers to identify specific employment opportunities based on industry projections (train people specifically for those slots). Partner with the school districts and community colleges to ensure the upcoming workforce has the required skills for those jobs.

Main Indicators of Success

- Increased number of successful job placements;
- Increased median regional wage;
- Decreased unemployment rate; and
- Increased per capita and median household income.

Core Strategy 4 -- Preparing People for Work

The completion of the planning phase of the FOCUS Kansas City Plan coincides with the implementation of the federal Welfare Reform Act of 1996. The national impetus to change the welfare culture has been welcomed in most quarters in Kansas City, in part because the community has already launched an exciting and bold response to welfare reform. Kansas City, the State of Missouri, the federal government and local business, organized under a single organizational banner, have teamed to enable the Kansas City experiment in putting people to work through wage supplements. Under federal waivers, welfare payments in the form of AFDC and food stamp benefits are redirected from the former recipient to that recipient's cooperating employer. The employer

uses the funds to supplement the beginning wages of the former welfare recipient. The supplement enables a transitional training period for employer and employee. Medicare and child care are continued during the transition period.

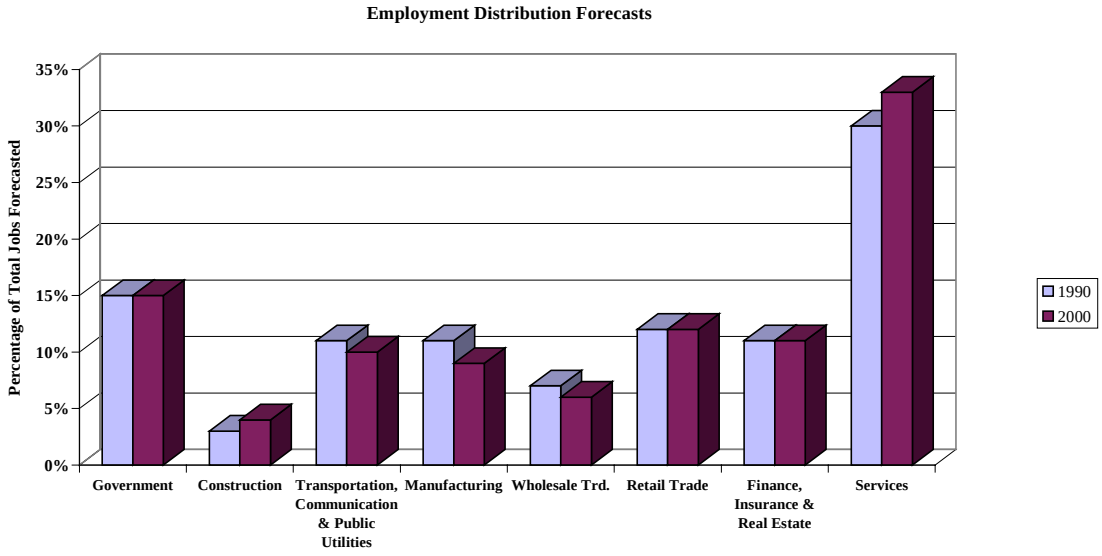
Experience with the program has illuminated shortcomings and issues to be addressed for welfare-to-work to succeed under any model. However, Kansas City has most of the necessary components well in hand:

- A well-conceived approach in the 21st Century wage supplement;
- An excellent job-training infrastructure;
- The backing of Kansas City business leaders; and
- Solid support from local government, the State of Missouri, key foundations and corporate leaders.

The missing key component—which can be the core of FOCUS Kansas City's contribution to making welfare reform work—is basic life-skill training. The heart of this training involves changing attitudes and habituated notions of inadequacy, both of which are legacies of the welfare culture.

Kansas City can draw a great deal from the findings of the National Job Training Partnership Act Study (1996) to fulfill its welfare-to-work and job-readiness aspirations. This study found that life-skill training improved the prospects for all adults, but worked better for men than for women. This suggests that training programs for adult women and young men who have no previous employment experience may need to be revised because the training needs of these two groups are quite different from those of adult men. It also suggests that these groups may need more intensive support services counseling, child care and transportation.

One significant concern is that support services and assistance end once the program participant finds a job and leaves the program. Yet without continued support, many "graduates" fall prey to the well-documented high turnover rate of disadvantaged workers, especially young workers. Continuing support well into the employment phase may be critical to maintaining the gains achieved by the program until workers are sufficiently well-established to cope on their own.



Source: Kansas City Planning and Development Department

Objectives to Prepare People for Work

- To improve the basic math, reading, and communication skills of all workers, the critical foundation for gaining more specific job skills;
- To assist former welfare recipients in making the transition from dependency to self-sufficiency by introducing them to the demands of the working world;
- To improve the employability of at-risk youths by enhancing their self-esteem, motivation and sense of responsibility, as well as giving them genuine hope for a better future for themselves and their families;
- To provide support services needed to ensure the success of new workers, not only during their training period but after they find suitable employment; and
- To assist business owners and operators and their managerial and supervisory personnel in understanding the challenges of the transition to work and applying constructive support in the workplace.

Life Skills and Job Readiness Training

Elise Gourguechon

A more holistic approach is needed to address the whole range of developmental needs of at-risk youths, seeking to build their self-esteem, motivation and sense of responsibility, as well as imparting vocational, academic and social skills. Ideally, this approach would be incorporated into a school-to-work strategy that seeks to instill socially productive attitudes and behaviors before their dysfunctional counterparts become ingrained. Where the schools have not been able to do the job, certain young job seekers may require remedial training in basic reading and math simply to be able to negotiate a job training manual or calibrate a machine. Also critical is learning to take supervision without it being a threat to one's ego or integrity.

Managers, supervisors, foremen, etc. need to be aware transitions take patience, good will, and persistence. They must consider the magnitude of the change that welfare reform is placing before those who have lived in the welfare culture, a change akin to emigrating from a foreign land. To some it represents a whole new language. In these circumstances the work world can be a frightening and, at times, a hostile new environment.

Job readiness is the first step in the process of getting those who have not had work experience ready to accept job skill training, be it on-the-job or school-based training. This type of training asks people to reorient their cultural biases and attitude toward work and, as such, can have a very strong impact. The training must be highly professional and vigorous.

In some cases, it has to be able to change attitudes that have lingered through several generations. There can be no more challenging teaching assignment. Such training also must be offered and carried out with great respect for the individual trainee.

The challenge being faced is not simply for those coming off welfare, but for all Kansas Citians. The challenge calls for the best part of each of us to come forward, understand, lend a hand, and expand our sense of community. All of us who are comfortable in our knowledge of how to succeed in the American workplace can become mentors, leaders and helpmates.

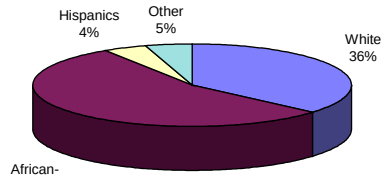
Relying upon partnerships with the city's school districts, churches, youth development agencies, job training agents, funding partners and volunteer clearinghouses to organize this component of the welfare-to-work strategy will make it possible to deliver this crucial level of training in places where those who need it can access it and feel comfortable initiating such a major change.

Focus Centers

Kansas City is committed to the concept of establishing FOCUS Centers throughout the city as places where residents can access services, information and training, and find a sense of community and caring. They will offer a means of providing direct access to advisors, job counselors and service providers, as well as a neighborhood meeting place. The idea behind FOCUS Centers is simply to make critical services and information available in a manner that treats people respectfully and makes them feel safe and comfortable near their homes and among their neighbors. Individual attention, small groups familiarity and safety can best be achieved in such places.

People who find themselves in the vulnerable position of having to leap across the canyon between welfare and the demands of the work world need above all a "safe container" in which to start the transition. The ordeal of change is never easy, the FOCUS Centers can offer the support to smooth the way. They can also be focal points for those who commit to mentor, teach, and otherwise support the individuals who are struggling to make the transition.

Racial Composition of Persons in Poverty

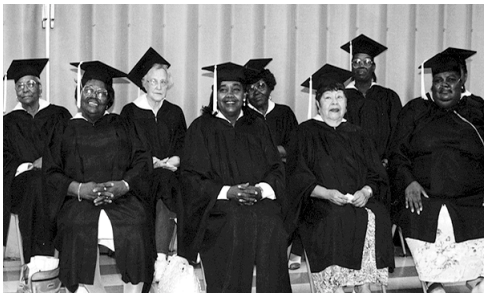


Source: 1990 U.S. Bureau of the Census

Selected FOCUS Centers should offer a core training program addressing job-readiness skills, including the basic skills needed to find and hold a job as well as the remedial English and math fundamentals needed by many coming into the workforce for the first time. As a result, FOCUS Centers selected for such a mission must provide for the space and equipment needed to offer such training, along with personnel who can deliver the training itself.

Work Team Initiatives

Restructure, expand and continually upgrade programs and services that provide comprehensive employment development opportunities.



Elise Gourguechon

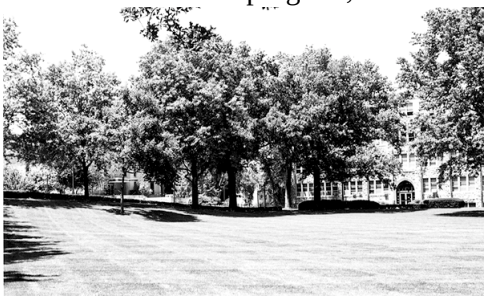
Trends lead many to believe that workers in the future will have five or more careers during their lifetimes creating great demand for lifelong educational programs. Lifelong learning must be provided that allows career enhancement, career shifts, skill-building and retrofitting, and development of skills and talents that contribute to income production or workplace effectiveness.

Devise and implement programs to increase reintegration of senior citizens into the workforce and to re-channel the energy and skills of older workers.

Senior citizens live active, productive lives, fully engaged in their communities. Mature workers have a wealth of experience and wisdom to offer, either through the formal economy or through volunteer efforts. As such, older Americans are becoming even more important economic assets as future demographic changes shrink the available workforce. To tap the energy and knowledge of older workers, creative programs are needed to keep older workers at work. Alternatively, they can find new positions, either paid or volunteer, where they can be a positive addition for the economy and the quality of their own lives. Job sharing schemes and part-time employment are examples of ways to keep older workers so engaged.

Employment and Entrepreneurism Council: Job-Readiness Action Steps

1. Bolster and expand workplace literacy and workforce education programs that address persistent reading, math and communications deficits among substantial segments of the community's workforce and keep large numbers of employees from advancing to higher-paying jobs. These programs should be made explicit parts of a larger business attraction and retention program; and
2. Engage institutions of higher learning in continuing to find creative ways to serve the working, continuing education student and to help integrate older persons back to school so they can gain the skills to stay current as productive members of the workforce.



Elise Gourguechon

Higher education will become ever more important as the complexity of the global economy deepens. Workers at all levels will need to continuously update their skills and will want to advance their knowledge to contribute in this emerging economic environment. Education is quickly becoming a life long necessity and, for many, a life-long pleasure as well.

Major Indicators Of Success

- Reduced welfare rolls and numbers of homeless, especially families and children;
- Reduced proportion of minority youths and young men arrested and incarcerated; and
- Increased per capita and median household income.

Core Strategy 5 -- Promoting Universal Child-Care and Development

The thrust of human investment is nothing if it is not a call to adequately protect and rear our children. The very notion of "investment" begins with the idea that resources must be deliberately expended in order to achieve a desired state of affairs at a later date. The earlier an investment is made, the greater its end rewards. The development of our children into productive, civil adults must therefore be a high human-investment priority.

The Human Investment Plan is built on the proposition that early childhood development is the starting point for building a civil society. It does take a village to raise a child. Thus, child development is not just the domain of the family, as important as its role is, rather it is the concern of the entire community. Although early childhood development begins in the home by inculcating the young with the mores and folkways of their elders, an important test of a caring community is its devotion to investing in its most impressionable and precious citizens.

HeadStart, the "crown jewel" of 1960s social policy and the programs both local and national that followed it have yielded many insights over the years about how to set up effective childhood development services and programs. We now know that the best child-care and early-childhood programs spring from the premise that all children, from birth on, benefit from involvement in structured programs. Such childhood development programs should be seen as a birthright for rich

Holliday Montessouri Scl

and poor children alike. These programs encourage young children to develop self-esteem, a sense of autonomy, and a measure of self-sufficiency, and to acquire social skills, self-competency and good sanitary and health practices. In the ideal, such programs fill in the learning or experiential gaps that are sometimes present in the child's own household or neighborhood.

Thirty years of experience in early childhood education have shown us that good early childhood programs pay off for years in the form of greater academic achievement, lower school dropout rates, higher income, and reduced incidence of drug abuse and criminal activity.

Universal Child Care and Development Objectives

- To ensure that all families have access to safe, affordable and high-quality child care services;
- To ensure that all mothers receive adequate pre-and post-natal care, thus helping them get their children “off to a good start;”
- To help parents become better nurturers, educators and socializers of their children;
- To make sure that all children are adequately prepared, both socially and educationally, for kindergarten and first grade; and
- To make sure that all children have access to recreational programs that offer socialized play, educational experiences and necessary physical exercise.

Work Team Initiative

Expand and enhance successful early-childhood programs that prepare very young children for school and develop in them an understanding and love of learning.

Research into early-childhood development increasingly demonstrates that what children experience in the first few years of life stays with them forever and cannot be readily overcome later. Therefore, young children need to learn how to learn and socialize with both peers and teachers in an atmosphere where they are stimulated, encouraged and rewarded. Good learning

Holliday Montessori School

patterns established early make enormous differences later on in terms of educational potential, earnings potential, citizenship, self-esteem and general satisfaction with life.

Early Childhood Council: Child Care and Development Action Steps

1. Work with the State of Missouri to develop more stringent requirements and guidelines for child-care providers, especially for those caring for infants. Establish creative ways to provide affordable day care and still pay a livable wage to care providers. Also, find ways to provide day care at non-traditional hours to assist parents who do not work a traditional 8-5 schedule.
2. Develop a comprehensive "Come Out and Play" catalogue that summarizes all private sector and city parks programming including a listing of the various facilities at which such programming is offered. The catalogue should provide an overview of the facilities, special events, and highlight the special people who make the park system work for the community.
3. Conduct youth roundtables in all parts of the city to identify needed and desired recreational programs. These roundtables should be conducted at least every two years.
4. Involve community anchors in sponsoring and otherwise supporting youth recreational programs.
5. Create a community insurance pool that broadens community access to public facilities. Work with school-district officials and operators of other quasi-public facilities to evaluate their indemnity needs. Set up an entity designed to insure non-profit community-based groups that use facilities owned and operated by public school districts and other public and quasi-public organizations. This entity may take the form of a non-profit insurance company or insurance cooperative, or it may take some other form, depending on the legal and indemnity requirements of those being protected and insured. Enlist pro bono legal and financial assistance in setting up and maintaining the insurance pool. Establish a registry for non-profit groups that wish to use these facilities and, hence to participate in the pool.

Holliday Montessori School

6. Improve the variety and availability of recreational programs for children and youth and ensure that these programs are accessible to all who want to participate in them.

Major Indicators Of Success

- Reduced infant mortality, especially among teenagers and minorities;
- Reduced number of reported cases of child neglect and abuse; and
- Increased number of recreational offerings and enrollments citywide.

Core Strategy 6 -- Providing Sound Education and Lifelong Learning

> *The people of the United States need to know that individuals in our society who do not possess the levels of skill, literacy and training essential to the new era will be effectively disenfranchised, not simply from the material rewards that accompany competent performance but also from the chance to participate fully in our national life. A high level of shared education is essential to a free democratic society and to the fostering of a common culture, especially in a country that prides itself on pluralism and individual freedom. (National Commission on Excellence in Education, A Nation at Risk: The Imperative for Educating Reform, 1983.)*

Learning and the access to or opportunity for it is critical for all individuals, regardless of age or personal characteristics. Each individual has different learning requirements and style and each of these must be valued. In this context, lifelong learning consists of two major educational components: high-quality public schooling for young people, and on-going adult learning.

Sound Education and Life Long Learning Objectives

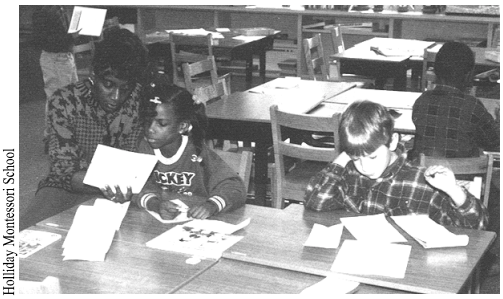
- To expect, demand and support high-quality education within every school district in the city;
- To elevate the notion of learning and the idea that the schools serving the children of Kansas City are good places to learn and safe places to be;
- To enable every child to obtain a well-rounded, rigorous education that encompasses critical thinking skills, adequate communication skills, the requirements of good citizenship, and a knowledge of the basic math and science that drive technology in the global context;
- To strive to increase positive parent involvement in the schools;
- To inform community residents of the need for all -- businesses, neighborhoods, institutions, individuals -- to be involved in the

schools and to celebrate their successes as well as provide help in resolving difficult issues;

- To encourage schools to teach local history and the FOCUS Plan as part of their curricula;
- To ensure that the citizens of the city have equal access to high-quality education that meets their learning needs regardless of age, sex, race or place of residence;
- To use City government as the catalyst to bring businesses, school administrations and concerned citizens together to work with the State Legislature to ensure that all school districts are financially viable;
- To ensure that the public schools serving Kansas City are equal or superior to those serving other parts of the region, nation and world, in terms of academic achievement, safety, and respect for diversity and human dignity;
- To increase the involvement of all members of the community-parents, teachers, administrators, businesses, neighborhood organizations, cultural institutions, etc.—in insisting upon and working toward provision of a quality education for all children, regardless of age, gender, race, religion, differential ability or learning style;
- To prepare the citizens of tomorrow;
- To provide adults with opportunities to expand both job-related and leisure-related knowledge and skills; and
- To provide many different entry points into the educational system and exit points from that system so as to maximize choice and opportunity for all residents.

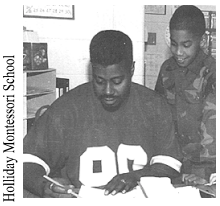
Public Education

Public education includes pre-kindergarten through high school. It is a major foundation of our society and of the ability of our city to attract residents. Indeed, even the values of our homes are affected by the strength of the public schools. Kansas City has fourteen school districts, in whole or in part, within its city limits. The State has the legal responsibility for the provision of public education and for ensuring that school districts have adequate



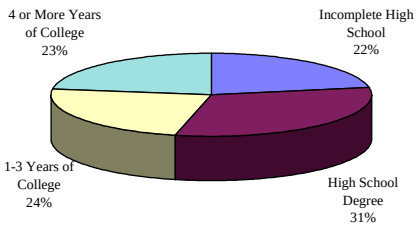
Holliday Montessori School

resources to meet the demand for high-quality learning opportunities for young people. The responsibility for the day-to-day conduct of the educational effort, on the other hand, is vested in local school boards by the State Legislature. Therefore, by law, the obligation to provide for the education of the youth of the city is an independent responsibility of elected school boards representing the citizens of the community. Each of these districts is organized to contribute to the welfare of the city by assisting students in becoming well-educated citizens, by preparing some directly for jobs or military service and others for higher education, and by continuing to instill the value of lifelong learning in all.


Holliday Montessori School

This is a function separate and distinct from City government. However, all of us, including City government, have a stake in the public schools, whether we have children in them or not. For the New American City to succeed, we must have excellent public education throughout the city and link it to other activities in the community. Through these all-encompassing efforts, the theme of Citizens Involved in Learning can become a Kansas City hallmark. The efforts of those who organize and manage our learning institutions must be coordinated and communication among them must be ensured. Initiatives as diverse as encouraging positive parental involvement to providing alternative educational environments can only be developed, implemented and replicated at the local level. This places a significant burden on the community: to ensure that the educational system has the resources, authority and accountability it needs to strive for excellence in every facet of education.

Educational Attainment Persons 25 Years and Older in Kansas City, Missouri



Source: 1990 U.S. Bureau of the Census

Adult Learning

People arrive at adulthood having undergone a wide variety of educational experiences. For some, the ideal was to move through public education and directly into higher education in preparation for their productive years. For others, the need was to prepare for a career of work by developing useful skills. Still others did not find the formal educational process acceptable and must have other avenues open to them, including the option of returning to formal education at a later date. In addition, all individuals need to engage in life-enriching learning, particularly in a society and culture that is changing as fast as ours does. And no matter what path is

chosen, the educational process must value and respect the individual and strive to meet his or her needs.

Work Team Initiative

Ensure that all children and youth have safe places to learn, play and socialize, as well as positive role models, through a comprehensive youth-development system.

Holliday Montessori School

School-aged children and teenagers continue to need supportive environments that encourage learning and appropriate behaviors and prepare them for the challenges they will face later in life. In a society characterized by high levels of violence, a large number of single-parent households and households in which both parents must or choose to work, and constant bombardment by the popular media with messages encouraging materialism and a rush to maturity, all children and teens need to know to whom and where to turn for support, learning, encouragement and safe entertainment and fun.

Enhance and expand site-based school management opportunities and other educational innovations so that schools can respond more directly to student and community needs and demands.

The care and well being of children is a high community priority. Because individuals learn in different ways, at different rates, the school districts that encompass the Kansas City community should continue to explore a variety of innovative approaches to traditional education: magnet schools, alternative schools, open classrooms, etc. Site-based management can allow educators to respond more sensitively to individual needs, and it can also encourage parents and guardians to become more involved in school affairs and in their children's education. Businesspersons and professionals should also be encouraged to play more active roles at all grade levels. In this way, the school is more closely integrated into the community and education becomes more of a community responsibility.

In an era of ever-shrinking resources, cities are often hard-pressed to respond to all the demands placed on them. Nonetheless, Kansas City cannot afford to overlook demands for recreational programming, particularly for children and youth. Clearly a new approach is needed to support the City to fulfill its responsibility for recreation programs and to expand opportunities for young people of all ability levels to participate regularly in fun, skill-building activities.

Education Council: Action Steps

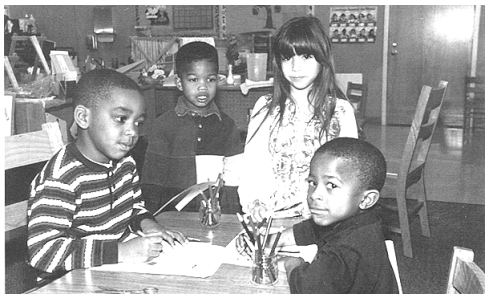
1. Act as the city's advocate for children and their needs ensuring that the question, "Is it good for Children?" an integral part of all decisions – whether public or private.
2. Increase communication and cooperation among the city's fourteen school districts. At present, no single agency currently has the ability to facilitate such an effort. Therefore, under the leadership of the City government, a council of school districts will be created that should include senior school district administrators, the Mayor, and representatives of the State Department of Elementary and Secondary Education.
3. This council will establish new connections and bring together the fourteen school districts that overlap city boundaries to discuss and consider issues critical to the population of the city; to contribute to the welfare of all citizens; and to study questions of the delivery of education.
4. The council could undertake any number of very positive initiatives that may be difficult for the districts to accomplish individually. For example:

    - The council could take the lead in relating the public education system in a very direct way to the business and corporate community. The interaction between these two groups would be better coordinated with the resources of a council to link with the business community.
    - The council could act to establish partnerships with a variety of institutions to develop a series of external classrooms. Such classrooms would be located within art museums, corporate offices, city hall, or large banks. Students might revolve to these special classrooms for one or two week sessions where they would benefit from concentrated exposure to the activity the relates to that host institutions. Over time many such external classrooms might develop and special curriculum refined to teach students about the real world activities in an in depth manner.

Holliday Montessori School

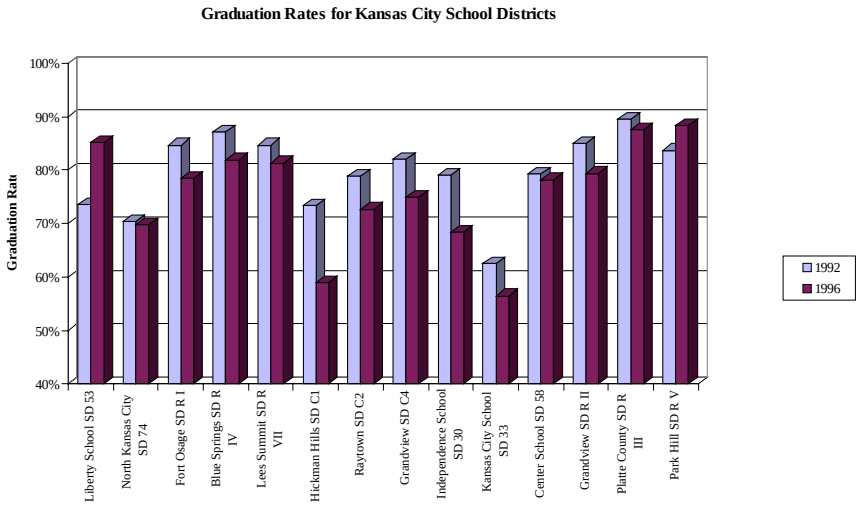
    - The council might start and manage a program for school pairings between schools in different parts of the city. All kinds of mutual events could take place from joint sports activities to social and special joint academic undertakings. School pairings would greatly assist the community in exposing youngsters to other their age who come from different backgrounds, cultures and ethnic origins.

5. Support flexible approaches to education including alternative schools and magnet schools. Acknowledging that some children fail in traditional educational institutions, adopt alternate programs for individual assessment and instruction.
6. Work to ensure adequate and stable funding for the public school system and equitable distribution of resources, especially technological resources. This will require working with other communities at the state level to change state laws related to school financing.
7. Publicize the availability of existing programs that foster personal development for students.
8. Connect schools to neighborhood organizations and seek funding or other mechanisms (e.g., community insurance) that will allow school facilities to be used by citizen groups beyond typical school hours.
9. Seek to establish a major technological institute attached to a college or university, located within the city to provide accessible resources for the working student to advance skills and credentials and to offer the technological industries the benefit of advanced research. Other major cities have seen new start up high tech companies and even entire new industries grow up under the influence of a top quality technological institute.
10. Coordinate and expand efforts to deal with problems encountered by specific groups, especially young minority males. Actively recruit African-American, Hispanic, Asian and Native American men as potential mentors; involve grandfathers and recent immigrants to increase the pool of potential mentors. Work with media outlets to ensure that positive stories about minority men appear regularly. Undertake a campaign to raise the profile of programs conducted by religious organizations to encourage their use and community support. Experiment with community-based learning and other options that can encourage young men to continue pursuing education.



Holliday Montessori School

11. Craft Kansas City into the "Citizens Involved in Learning" capital of the nation.



Source: Missouris Department of Elementary and Secondary Education

Major Indicators Of Success

- Reduced high-school dropout rates;
- Increased number of residents participating in post-high school education; and
- Increased voter participation and memberships in community betterment organizations and City government processes.

Core Strategy 7 -- Preventive Health Care

Health care and prevention have become important topics for public discussion in recent years. As researchers, physicians and, eventually, lay people become more aware of what causes disease and disability, questions about personal and societal responsibility have been raised and are being vigorously debated. In Kansas City, the Director of the Health Department, Dr. Richard M. Biery, convened a series of health care roundtables to identify the major public health issues before the city. Recommendations in this section of the Human Investment Plan draw heavily upon the work of these roundtables. Increasingly, health is viewed not just as an absence of physical disease, but as a comprehensive sense of physical, mental and emotional well-

being dependent upon preventive care, good nutrition, appropriate exercise, positive interpersonal relationships and self-esteem.

Elise Gourguechon

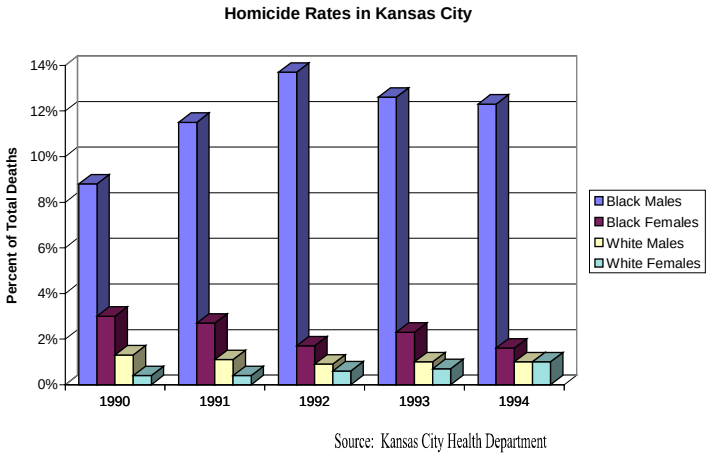
FOCUS moves beyond even this broad definition to the notion of wellness, which encompasses not only the health of individual bodies and minds but the health of their social relations as well—in other words, community health. No person can fully enjoy the benefits of personal good health when that person cannot safely leave the house, take advantage of public amenities, or move freely around the city. More serious yet is the inability to attain good health due to violence or abuse in the home.

The initiatives related to wellness therefore cover a wide range of initiatives:

- Expanding health-related public education programs;
- Creating and expanding comprehensive family-oriented wellness programs; and
- Continuing and expanding the city's efforts against drugs and other addictive substances.

Preventive Health Care Objectives

- To refocus the emphasis of the local health-care system from crisis intervention and critical care to prevention of illness and disease through appropriate nutrition, exercise, lifestyle choices and safety measures;
- To encourage children to learn good health habits and parents to improve their habits through family participation in wellness programs;
- To eliminate use of illegal drugs as well as inappropriate use of other addictive substances and the havoc they wreak in people's lives, and

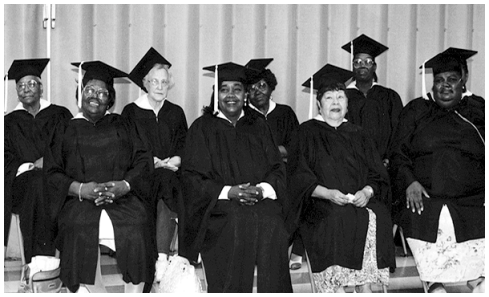


Source: Kansas City Health Department

- To reduce the level of violence afflicting our city, both on the streets and in individual homes.

Work Team Initiatives

Expand public education programs to encourage citizens to become more health-conscious and motivated to take responsibility for their own physical and mental well-being.

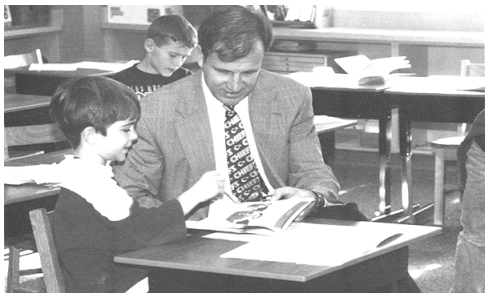


Elise Gourguechon

Public education is perhaps the single most important factor in increasing community-wide wellness, as the campaigns to reduce smoking among adults and to encourage safer sexual practices can attest. The more information the more people have, the better the chances that each individual's understanding and greater motivation. well-being will improve due to

Expand and promote family-oriented wellness programs focused on preventive health care, nutrition, exercise, recreation, conflict and stress management and negotiation.

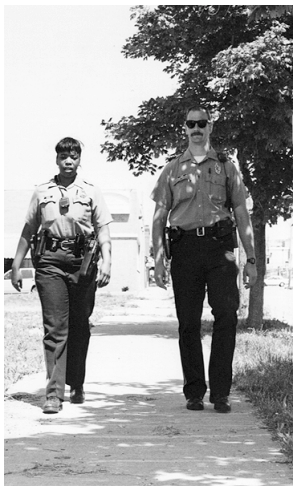
Healthy families nurture healthy individuals. Family-oriented programs increase the involvement of both parents and children, encourage the sharing of information and ideas and enhance follow-through. In addition, parental involvement teaches children that wellness is an important aspect of their lives and gets them off to a healthy start. Businesses should also strive to encourage employees to take advantage of wellness programs and, in some cases, to provide their own.



Holliday Montessori School

Declare Kansas City to be a "Drug-Free City" and continue the all-out attack on illegal drugs and other unhealthy, addictive substances.

Drugs, alcohol and cigarettes are all major contributors to a variety of health problems in a broad cross-section of the population. Drug addiction in particular fosters antisocial behavior and contributes heavily to community violence. The community has recognized the importance of eliminating illegal drugs and has



Elise Gourguechon

taken firm action to combat the drug source. Jackson County has dedicated taxes to fund anti-drug programs across the county. By attacking alcohol and drug abuse and providing treatment and lifestyle alternatives, the community will improve the health of many individuals and improve its own social health as well. In addition, it can send a strong educational message to young people that use of addictive substances is undesirable, unhealthy and counter to employment and economic success.

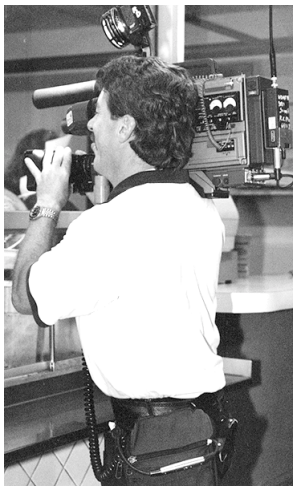
Reduce violent crime and domestic violence of all types.

Two epidemics have struck Kansas City: the widespread availability of firearms, and a predisposition in some households to resolve conflict through violence. Both contribute to decreasing confidence in the future, especially among our most vulnerable citizens, the young and elderly. Children who experience violence in the home are more likely to be emotionally troubled, poor students, unreliable employees and later perpetrators of additional violence. Stopping the spread of guns and the cycles of domestic violence is essential in creating a healthier community for all citizens.

Community Wellness Council Action Steps:

1. In the near future the ability to track each at-risk child's comprehensive health and development will be possible. Following the principals of prevention and investment in the children of the community, the concept of a family support team for each at risk child might be instituted on an priority need basis. Children who are identified for any number of different reasons as being "at risk" would be given the attention and support of a team composed of family members and specialist to address their needs at the time of intake and subsequently throughout their developmental years.

   Children would be identified as being "at-risk" for a number of different reason from school difficulties, legal system problems, dysfunctional family situations, drugs, run away problems, fighting, physical health issues or any one of a number of mental health indicators.


Elise Gourguechon

Parents and family are primary to the team. Some at-risk children, however, have at-risk parents and will need reinforcement to cover this essential element in everyone's development. The child's extended family, grandparents, aunts and uncles, older siblings, can have an especially important role here. This family core of the support team should have available to them the outside specialist starting with the child's teachers. The team might also include; social worker and/or psychologist, medical doctor, mentors from the community, clergy, community police officer, family counselors, financial counselors, job counselors to assist the child's caregivers when challenges arise.

2. Develop a comprehensive citywide multi-media public health-education campaign. Work with local media providers to ensure that the program makes best use of each medium, e.g. television or newspaper presentation. The campaign should include health tips (e.g., the importance of regular checkups and control of blood pressure) as well as safety tips (e.g., use of seat belts), nutritional advice (e.g., reducing dietary fat), and alternatives to violence (e.g., counseling and time-outs). This campaign should draw on existing materials and efforts to the greatest possible extent but should re-package and better coordinate their content and distribution.

3. Distribute health education materials via workplaces, schools, health providers, neighborhood associations, FOCUS Centers and other quasi-public outlets.

Elise Gourguechon

4. Conduct an annual citywide Health Fair designed to attract a broad audience. Invite all health-care providers, public and private, to participate in planning, setting up and conducting the fair. Reconstitute the Health Fair on a smaller scale for presentation at citywide festivals and for neighborhood use throughout the year.

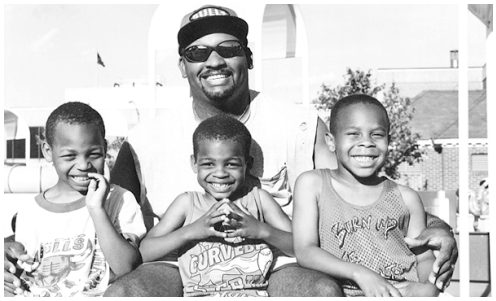
5. Work with area-wide school districts and youth organizations to gather information about the nature, content and success of local health-education and physical-activity programs.

6. Assemble a computerized "catalogue" of approaches and make it available to contributors. Health-education programs related to sex education, AIDS

prevention and the risks associated with teen-age pregnancy should be included in this catalogue. Update this catalogue on a regular basis.

7. Create an urban Wellness Corps that uses grassroots organizations to encourage healthy behaviors and to address the cultural and social influences that effect those behaviors. Use the Wellness Corps as a means to pass information from the grassroots level to citywide providers of health-care services and vice-versa. Ask each neighborhood organization to designate its own Health Community committee and/or liaison for participation in the Wellness Corps. Involve medical and nursing students with members of the Wellness Corps to increase their familiarity with grassroots issues and problems as well as their understanding of the cultural and social dimensions of health-care delivery.

8. Create a "War on Drugs" Task Force, building on and incorporating the efforts of COMBAT, DARE, as well as other similar efforts, to initiate a "zero-tolerance" campaign and monitor its results. Strengthen the anti-drug public education program, spearheaded by the City working with educators, counselors, medical professionals and media representatives. The program should be intensive and on-going for a number of years. Coordinate this program with area-wide school and health anti-addiction programs.



Elise Gourguechon

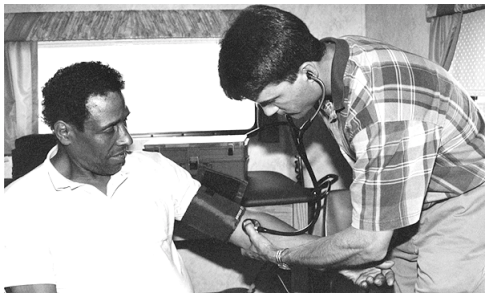
9. Build on existing efforts to sponsor and enlarge the direct involvement of adult males with the boys and young males of the community. Male leadership and men taking care of male teens and young men will do more than any other effort to heal many of the divisions and resentments that mar our community. Fathers need to be with and provide counsel to their sons within the context of positive male roles in the next century. Men of all backgrounds need to father those youngsters who do not have fathers. Interracial pairing would be important additions to this work. Such pairing could occur between older mentor and younger charge or between mentoring units. Ideally, each young male would have a majority and a minority mentor from whom to learn tolerance and acceptance and the wisdom of another culture.

Holliday Montessori School

Many organizations doing this work exist now and have a proven track record in changing the quality of the lives of both young and older men. Actions range from initiation experiences to long term mentoring of at risk

youth. African American and Hispanic men are especially needed as leaders for this work.

Major Indicators of Success


Elise Gourguechon

- Decreased incidence of preventable diseases;
- Decreased number of drug arrests and convictions (long-term);
- Decreased number of violent crimes of all types, especially those involving weapons;

Core Strategy 8 -- Enhancing City Life

The arts and culture are vital parts of Kansas City's civic life. They provide outlets for celebration, creative expression, the sharing of ideas and understanding of individuals and groups that are different from ourselves. They are also an often overlooked component of the local economy.

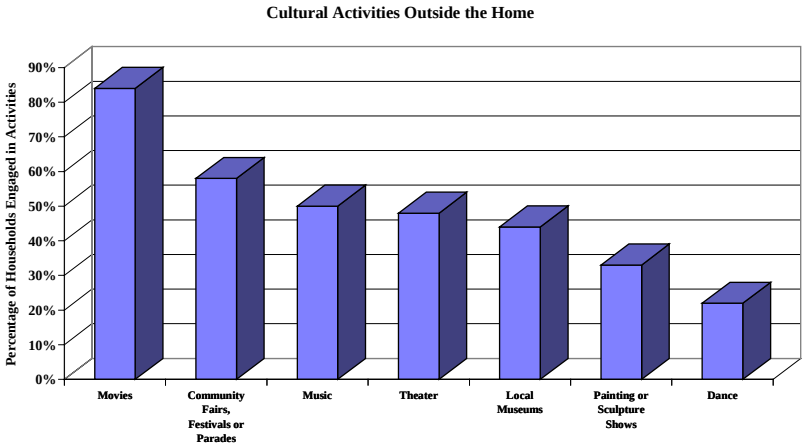
Enjoyment of and participation in the fine arts and cultural events are also integral parts of lifelong learning. The ways we use our leisure time and the ways in which we involve ourselves socially are critical components of what makes us human. In many ways, these activities are the ones that define us as human. As a result, no plan to address human investment issues would be complete without an effort to address the arts, culture, and recreation. These are crucial not only to creating opportunities for personal self-expression but also to creating opportunities for strengthening and expressing community bonds and values.

Elise Gourguechon

Objectives to Enhance City Life

- To provide a full range of opportunities for personal expression and enjoyment through the fine, performing and popular arts and through cultural events and experiences;
- To honor and embrace diversity as expressed through arts and culture throughout the city;

- To expand access to and appreciation of the arts and culture, particularly among the young people who comprise tomorrow's audiences;
- To enable arts and cultural organizations to provide the highest level of service and programming in an era of shrinking and shifting resources; and
- To enhance Kansas City's reputation as a significant national cultural destination by concentrating major arts facilities and showcasing its homegrown artistic accomplishments.



Source: Fleishman-Hillard Research
Cultural Interests of Kansas City Residents Survey – March 1997

Work Team Initiative

Foster a high level of efficiency, coordination and cooperation among arts organizations.

Artists and art organizations thrive on collaboration and connectedness. Yet the fragmentation of this community makes establishing connections particularly difficult. In addition, many small organizations may find themselves overwhelmed by their needs for management and marketing. Finding new ways to bring artists and arts organizations together should therefore be a high priority.

Expand patronage for and participation in the arts, in part by increasing the involvement of young people to build future patronage and encourage new artists and by broadening the artistic and cultural diversity among organizations and participants.

Holliday Montessori School

To keep them an intrinsic part of the quality of local life, the community should strive to develop new audiences, support artistic endeavors and nurture artists. Successful existing programs which provide opportunities for city youth, should be expanded and replicated by other arts organizations.

Develop Kansas City into a national cultural destination. Recognize and promote the value of the arts in addressing urban challenges, contributing to the local economy and celebrating local vitality and excellence.

Look for opportunities to sponsor the creation of artist communities throughout the city. In many places this happens spontaneously and in areas that benefit from the energy a cluster of artists can bring to a neighborhood. Loft conversion in older neighborhoods are typical areas for such gatherings. The Municipal Art Commission could act to encourage private sector involvement with those interested in such programs with financial help or other risk reduction measures.

Arts and culture not only bring vitality to the lives of city residents, they contribute to the economy both by employing artists and supporting institutions and by appealing to visitors and potential visitors who then spend money in the city. Kansas City gave birth to at least one indigenous art form—jazz—and is home to some nationally recognized arts organizations. As such, it is poised to expand its reputation as a major cultural center. This in turn will help to support local arts organizations that contribute to the quality of the community's life. The upcoming Kansas City sesquicentennial celebration in 2000 offers an outstanding opportunity to showcase the arts community both locally and nationally.

CityLife/Leisure Time Council Action Steps

1. Encourage the Municipal Art Commission to coordinate, assist, and nurture cultural endeavors within the community. The commission would function as a cultural community planner and would facilitate partnerships between

artists, cultural organizations, and governmental and civic organizations for the production and presentation of exhibitions and festivals. Duties of the Commission would include:

- Documenting the needs of cultural organizations to area residents, elected officials, and community leaders;
- Providing technical support to cultural organizations such as strategic planning, personnel management, board governance, new organization resource sharing, marketing fund development/public relations, staff development, and financial management;
- Coordinating joint-marketing efforts such as joint programming, presentations, and discounted or group ticket sales.
- Hosting roundtables among cultural community and schools, tourist bureaus, civic organizations, and business to encourage cooperative projects and partnerships;
- Coordinating with other local arts agencies and support organizations in the Kansas City metropolitan area to increase awareness of their technical assistance capabilities, programs, and projects; and
- Working as an advocate for the cultural community through enhanced public relations and arts marketing.

2. Concentrate cultural facilities downtown. For this purpose, “downtown” is a larger geographic area than is traditionally thought ; it is an area bounded by the Missouri River, Crown Center, The Paseo and the state line. Proposed facilities in this downtown area include a major new performing arts center, Riverfront Park, and an aquarium.

Holliday Montessori School

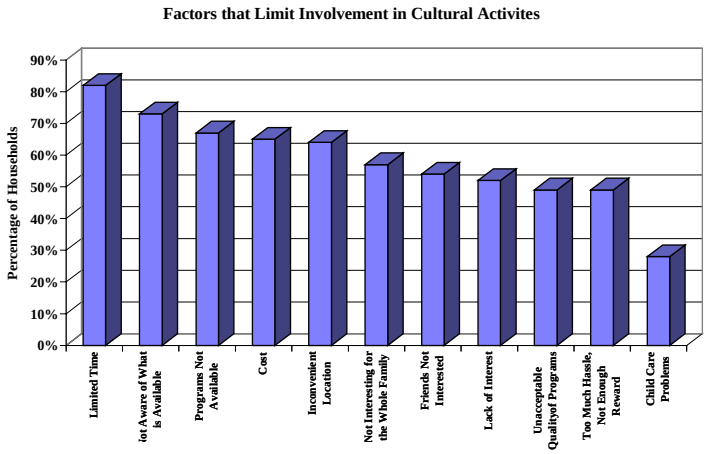
3. Work with local media outlets to give wide local coverage to all events and persons that reflect positively on Kansas City. Entrepreneurs, students, schools, artists and arts organizations, cultural associations and institutions, festivals and celebrations, care-givers, volunteers and others who contribute to the quality of civic life should be featured regularly. Establish "Citizen and Volunteer of the Month" awards and a Kansas City "Feature of the Month" program that may showcase ethnic or racial communities, the arts, the parks and boulevard system, entrepreneurism, learning and schools, jazz, or many other aspects of civic life. These features may be used in schools, media presentations,

libraries, scholarly programs, and local festivities as a way of drawing attention to the positive aspects of life in Kansas City and to recognize individual contributions to civic quality and pride.

4. Create a Cultural Connection calendar that informs the community about the wide range and large number of cultural events available throughout the community. Arts organizations, big and small, can pool their resources to create this calendar. It could be made available on-line and on the public access station and updated weekly. Advertising space may be sold for both the virtual and hard copy formats, defraying the costs of producing the calendar. In addition, a 24-hour Cultural Connection Hotline could be set up to list upcoming events.

5. Select two or three events held annually that may be marketed and publicized nationally and internationally.

6. Create a handbook on how to start or enhance a neighborhood street festival. The handbook would contain a list of available resources and ideas.



Source: Fleishman-Hillard Research
Cultural Interests of Kansas City Residents Survey – March 1997

7. Establish a Kansas City Artists International Program (KCAIP) to offer support to artists, curators, managers, and arts organizations from Kansas City and abroad for professional achievement in international performance, exhibition, and residency exchange. The program would connect artists to international audiences with activities that support the creative process leading to and including formal performances and exhibitions. It would also support planning of exhibitions and performance collaborations between major and mid-sized Kansas City cultural centers and their counterparts

abroad. Through partnerships established by KCAIP with public and private institutions on the local, regional, national, and international levels, cultural linkages that enhance Kansas City's reputation as an internationally-spirited city vibrant with lively and visual arts would be enhanced.

8. Create a community effort to improve the quality of neighborhood life through horticultural instruction, materials and employment. Sample beneficiaries might include schools, libraries, public housing residents, and block clubs. This effort could be coordinated with the agriculture/environmental program at East High School. Crews would consist of citizens who are trained in horticulture, giving them marketable "green industry" skills. On-the-job training would focus on horticultural practices, community outreach, job retention, and project management.

Major Indicators Of Success

- Increased attendance at all arts and cultural events citywide;
- Reduced average age of art consumers;
- Increased cultural tourism; and
- Increased number of young people involved in arts activities.

Implementation Resources

Human investment initiatives imply a continuous process. Each takes time to gel. People need to become comfortable with changing patterns of behavior. It takes time to develop trust in new institutions and new practices. Human investment, unlike capital investment, does not always behave neatly. There will be setbacks with corresponding retrenchments and second and third efforts. Each of us knows this from our own personal experiences and accept that in this area we need to have vehicles that will keep us properly directed and committed for as long as necessary to accomplish our goals and aspirations. This set of tasks does not really ever end yet we can expect it to evolve as progress is achieved and conditions evolve.

The Human Investment Plan recommends two essential ingredients to prepare the community for the long haul effort required. They are: the early establishment of ***FOCUS Centers*** which are described in detail in the Building Blocks plan document; and the conferring of mission responsibility on ***community councils*** that will facilitate and coordinate implementation of the eight core initiatives.

FOCUS Centers

FOCUS Centers will play a crucial role in delivering the services suggested in this plan. These centers are accessible places where information and services are made available to all Kansas Citians near their homes and neighborhoods. They are a means of providing direct access to advisors and service providers, as well as a place to meet with neighbors for a variety of purposes. FOCUS Centers are intended to be places where people are treated respectfully, where they can find help, and where they feel safe and comfortable among their neighbors. Ideally, each will be located within a single building or cluster of buildings that becomes known as "the place" to go in the neighborhood for learning, for community and for assistance.

FOCUS Centers will include a mixture of the following:

- Information center;
- Job-readiness training facility;
- Computerized access to city departments and services;
- Computers and peripherals for direct Internet/Web access;
- Services relevant to the community and associated resource persons;
- Registered child-care facilities; and
- A community policing sub-station.

Expanded FOCUS Centers would incorporate more specialized services, which might include:

- Entrepreneurial services, support and training;
- One-stop human-services center;
- Eldercare;
- An assisted workplace for persons with disabilities;
- Job-training resources and classes;
- Leisure and self-improvement classes;
- Cultural events and opportunities;
- Housing programs;
- Branch library;

- Postal kiosk;
- Health clinic; and
- Food service.

A full discussion of FOCUS Centers appears in the section of the FOCUS Plan entitled "Building Blocks."

Coordinating Councils

Each of the eight core strategies will be placed under the umbrella of a coordinating council charged specifically with facilitating achievement of one or more of the strategies. The charge of each such council should be determined by the assessment of existing organizations who now fulfill roles akin to what is recommended in this plan. By functional assignment the six recommended councils are as follows:

- A diversity council;
- An employment and entrepreneurism council;
- An early childhood council;
- An education council;
- A community wellness council; and
- A city life/leisure time council.

A number of organizations are in place now that cover at least four of these functional areas. For example, there are several now a fully functioning organizations successfully pursuing job training and job placement. These organizations have a proven track record, funding base, and well-developed staff and board capacity. They are the embodiment of the Kansas City model for other, similar councils.

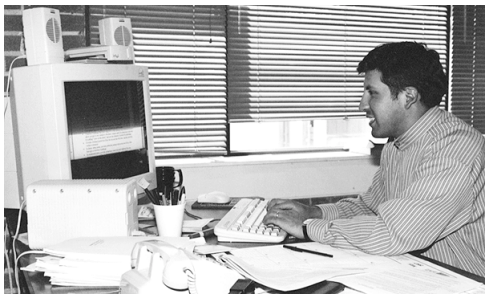
Chuck Kneyse

In other cases, the community will have to strengthen, expand or resuscitate existing organizations that lack organizational capacity or steady funding or whose missions are ill-defined. In still other instances, the community will have to create entirely new organizations more.

Council members will be persons from the community including service providers, business organizations, neighborhood leaders, elected officials, committed citizens and representatives from involved institutions.

The role of these councils are to be umbrella groups with three primary functions:

- Information clearinghouse;
- Facilitation; and
- Coordination.


Elise Gourguechon

Clearinghouse: Perhaps the most important coordinating council function, the one on which its other roles depend, will be that of information clearinghouse. As a clearinghouse, each council will be able to provide service providers, interested citizens and public, private and non-profit decision-makers with information and data related to its charge. For example: the council that deals with job readiness would know who provides job-readiness training, where such training is provided, what it entails, who the participants are, whether the need is declining, growing or changing, and for whom.

Facilitator: As a facilitator, each coordinating council will provide support and assistance to organizations actually providing specific programs and services. Assistance might include: research into best practices or grant availability; provision of usable data resources; board capacity-building; and many other possibilities. The extent of each council's support efforts will depend in part on how it evolves in terms of staffing, funding, facilities, etc., which will be governed by each individual council.

Coordinator: A key role to be played by the councils will be that of coordinator of the broad range of organizations and activities that falls to its responsibility. For example, the council charged with promoting entrepreneurism would ensure that organizations providing support services are linked to organizations that screen entrepreneurs, provide venture capital, and undertake business planning. Similarly, the coordinating council on lifelong learning would help to link providers of adult education, both job-related and otherwise, with school districts and local colleges.

Plan Evaluation and Monitoring

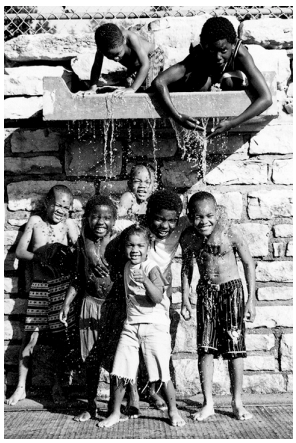
Elise Gourguechon

As stressed at the very beginning of this plan, collaboration must be the rule in implementing Human Investment strategies and programs. This will require the city in particular to adopt a new approach toward doing business in the community. Increasingly, the City will have to seek out other organizations to help it accomplish its goals. The City must take the lead as never before in bringing attention not only to the issues of human investment but to strategies, opportunities and potentials for collaboration and achievement. In addition, the City must position itself to act as a coordinator of efforts and resources directed toward human investment. In this way, the City can help to facilitate and enhance the abilities of all organizations to fulfill their missions and improve upon the lives of all citizens.

The Human Investment Evaluation Strategy

The proposed evaluation strategy for the Human Investment Plan conforms to what is often called a plan-versus-performance evaluation. Its central focus is to answer the questions:

1. Is the Human Investment Plan being carried out in accordance with the predetermined core strategies?
2. If not, why?
3. How satisfied are plan "consumers" and the community-at-large with the results being produced by the plan?


Elise Gourguechon

This type of evaluation is useful because it requires the evaluator to measure not just the extent to which the strategies were carried out, but also to question the very premise upon which each strategy was formulated and its effect on the community as a whole.

The proposed plan-versus-performance evaluation includes (1) a formative evaluation, which assesses ongoing implementation of the plan (inputs) with feedback information for improving performance, and (2) a summative evaluation, which assesses the overall outcomes as well as unintended results. This evaluation strategy is also designed to provide information that will enable planners and policy-makers to respond to five decision-relevant questions:

- Are the programs and services in the plan available to those who need them most?
- Are human-investment programs and services organized in such a way as to effectively reach those for whom they are intended?
- Are there needs that are not being met?
- How can the Human Investment Plan be modified to be as available, accessible and responsive as desired? Is there a continuum of programs and services adequate to ensure that all citizens are better able to reach their potential as healthy, productive, caring and civil individuals?
- Are scarce program funds being used efficiently and appropriately?

Responsibility for Evaluation

The primary responsibility for evaluation of the Human Investment Plan rests with the ongoing FOCUS implementation function. The various Focus Centers can partner in data collection. This does not necessarily mean that the FOCUS Office would actually carry out the evaluation tasks, but it does imply that this office would be responsible for managing the collection of data (a component of the human-services information network) that helps to produce the evidence needed to measure overall plan performance.

There are pluses and minuses to using either an in-house staff or selecting an outside evaluator. The obvious advantage of using an in-house evaluator is that this individual would have intimate knowledge about goals of the human investment strategies. On the other hand, the advantages of using an outsider is objectivity and autonomy.

Elise Gourguechon

In addition, stakeholder participation is essential in ensuring that the evaluative process is meaningful and relevant. How this participation is structured will be determined during actual implementation, given that there is uncertainty as to what kinds of programs will be implemented at what particular times. However, the process should strive to involve those most intimately familiar with the inputs and outcomes.

Every five years, the Mayor should convene a Human Investment summit designed not only to review progress toward achievement of this plan but to review the plan's continued relevance and

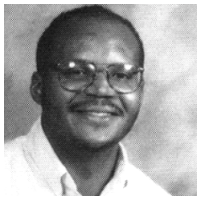
appropriateness. This summit should include service providers, staff members from City departments charged with various responsibilities (such as community policing), service funders (e.g., corporations and foundations) and citizens; members of the FOCUS Phase II Steering Committee and Human Investment Work Team should be invited as well. The summit should recommend changes to the plan to keep it effective and current. Approaches that do not seem to be working should be re-evaluated and new ones suggested for implementation.

Principal Indicators

How will we know if we have succeeded in meeting the challenges of human investment in Kansas City? How do we make sure that the actions and measures that are taken really do ensure that all citizens of the community are able to reach their full potential as humans?

No set of indicators can ever adequately represent success or failure. No set of indicators can ever anticipate the unforeseen. The world is a dynamic place and the environment in which any program operates is influenced by many external factors. There are downturns in the national economy, increases in the cost of particular goods, interest rate fluctuations, natural disasters—all of which, in turn, impact other events. They may also impede the ability of various governments to provide services; opportunities for certain people to obtain meaningful employment; the availability of capital; the affordability of housing; and many other factors that can contribute to the success of this plan

Elise Gourguechon


Holliday Montessori School

Holliday Montessori School

Elise Gourguechon

Appendix

Glossary

Activity Centers - Areas of the city with a concentration of attractions and activities, which may include any combination of offices, manufacturing facilities, retail stores, residences, institutions, entertainment and recreation. Also referred to as "Hubs".

Adaptive Re-use - The renovation of a building to serve a use other than the one for which the building was originally constructed, e.g., the conversion of a school to apartments or a warehouse to offices.

Affordable Housing - Housing where the occupant pays no more than 30 percent of gross income for gross housing expenses, including utilities.

Arterial Street - Roadway designed for large traffic volumes and moderate- to high-speed travel, providing access through and around cities and regions and/or linking major activity centers within the city. Arterials are classified as primary or secondary according to the volume of traffic conveyed. See “Primary Arterial” and “Secondary Arterial.”

Area Transportation Authority (ATA) - Metropolitan organization in the Kansas City area responsible for providing public transportation.

Blight - Portions of the city which the City Council determines that, by reason of age, obsolescence, inadequate or outmoded design or physical deterioration, have become economic and social liabilities and where the conditions are conducive to ill health, transmission of disease, crime or inability to pay reasonable taxes.

Boulevard - As defined by Kansas City's Plan for Major Parks, Boulevards, Parkways, and Greenways, "A boulevard is conceived as a wide formally designed street of distinguished character with a broad right-of-way, often with a substantial median, and with formal landscape effects. It is normally bordered by residences and makes connections with most intersecting streets."

Brownfields - A piece of property, usually industrial, that is unused or underused due to real or perceived environmental problems, such as soil or groundwater contamination.

Building Blocks - The FOCUS Building Blocks are Kansas City's twelve strategies to develop a successful model for a new American City by building a connected city. Connections are physical, social, economic, technical and people-oriented. These strategies provide the foundation for all the specific recommendations in the seven component plans that comprise FOCUS.

Capital Improvements - A permanent addition to the city's physical including structures, infrastructure (sewer and water lines, streets), and other facilities, e.g., parks and playgrounds. May include new construction, reconstruction or renovation that extends the useful life. The cost of land acquisition, design, construction, renovation, demolition, and equipment are all included when calculating capital expenditures.

Chapter 353 or "353" - Missouri State redevelopment law which allows cities to establish incentives to improve blighted areas. Incentives, which aim to stimulate private investment, may include tax abatement and granting of the power of eminent domain to a developer to acquire properties and carry out activities according to a development plan approved by the City.

Citizen Access and Communication Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that will make information available and accessible to citizens, thus increasing communication between citizens, businesses and government.

City - The government of the City of Kansas City, Missouri. Includes any of the various boards, agencies, commissions, and official bodies.

City Life Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block recognizes

the importance of culture and entertainment, which enrich the quality of life and make Kansas City a unique and urbane community.

City Plan Commission - An eight-member commission appointed by the Mayor to oversee the planning and development of the city. The Commission's role and function is to make recommendations to the City Council planning and zoning matters. On rezoning cases, subdivisions, area or neighborhood plans, and most planning activities, the Commission must hold public hearings and submit a recommendation to the City Council on development cases.

Citywide Physical Framework Plan - One of the seven Focus component plans developed during Phase II. This plan addresses the character of future growth, development and redevelopment, along with capital and infrastructure needs for the city. It also provides strategic land use planning guidelines.

Clean Sweep - City Program for delivering certain City services in the priority and manner determined by the community. Clean Sweep is done in a partnership between citizens, businesses, institutions, and the City.

Cluster Development - A residential development designed to preserve open space by clustering homes on a portion of the property, leaving the remainder as open space.

Collector Street - Roadway designed to carry moderate volumes of traffic and "collect" vehicles, funneling them to arterial streets. Collector streets provide connections between arterial streets.

Community Anchors - Important organizations within a neighborhood or the city which contribute significantly to the quality of life and economy in that area. They may be organizations, businesses or institutions that provide a strong presence in the community.

Community Anchors Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes initiatives that enable businesses, institutions, organizations and neighborhoods to work in a cooperative manner to ensure their individual well-being and success and to implement FOCUS.

Community Development Block Grant (CDBG) - A Federal funding program that provides annual funding to eligible local governments for housing, community revitalization, development programs and social services, particularly in low- and moderate- income areas.

Community Development Corporations (CDCs) - Not-for-profit development organizations established to redevelop and revitalize housing and commerce that provide services in a particular area of the city.

Community Infrastructure Committee (CIC) - Citizen committee established by the Greater Kansas City Chamber of Commerce in 1995 and charged with the responsibility of assessing how Kansas City, Missouri can better address its infrastructure needs with particular attention given to developing strategies and mechanisms for resolving the City's deferred maintenance backlog. The committee developed a framework of policies, procedures, systems, and mechanisms aimed at improving the overall administration of the Capital Improvement Program including its planning, decision making, funding, and monitoring processes. The CIC worked closely with the Citywide Physical Framework Work Team and their recommendations are included in the FOCUS Citywide Physical Framework Plan and in the Governance Plan.

Community Impact Statement - A process designed to evaluate major expenditures and investments by the City. This process is proposed in the FOCUS Governance Plan.

Community Improvement District (CID) - A district established to allow private parties, by vote of a majority of property owners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Community Policing - Program linking police with neighborhoods and social service agencies in an effort to increase positive and preventive citizen-police contact and interaction, reduce crime and increase visibility and service.

Compact Development - Pattern of development in which structures and uses are located in close proximity to one another. In areas of the city that are developing, compact development refers to development that is contiguous or adjacent to existing development. See "Contiguous Development."

Competitive Economy Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines strategies for providing Kansas Citians with the opportunity to thrive and succeed in a rapidly evolving and highly competitive economic system. Employment training, education, transportation, incentives for businesses, business retention, and business assistance activities are some of the components of our economic strategy.

Connecting Corridors Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes recommendations to strengthen and create a variety of corridors in Kansas City. Cultural, entertainment, employment, transit and environmental corridors, among others, are addressed in this Building Block.

Conservation Areas or Neighborhoods - One of four neighborhood types developed in the FOCUS plan. This term describes that contain any age and type of

development that is in good condition and of good quality with a strong market. The actions needed are to keep these areas stable, and to predict and address any emerging negative trends in order to avoid potential problems.

Contiguous Development - Development of tracts of land in areas immediately adjacent to existing development.

Cul-de-sac - A local street with only one outlet and having an enlarged area for the safe and convenient reversal of traffic movement.

Density - Term used to describe the amount or intensity of development on a tract of land. Density is generally measured in two ways: the ratio of housing units to total land area (e.g., dwelling units per acre) or the ratio of total building floor area to total land area or Floor Area Ratio (FAR) (e.g., a FAR of 2:1 indicates that the total square feet of building area is twice the total square feet of land area.)

Design Guidelines - A set of policy statements used to direct or guide the external features of a development, as well as the relationships within the development site and between the development and adjacent uses, in order to promote quality places.

Developing Areas or Neighborhoods - One of four neighborhood types developed in the FOCUS plan. This term describes areas located throughout the city where there are major expanses of land that have never developed, areas where development is imminent, and where some new development has occurred in recent years. The actions needed in these areas are related to planning considerations for new development.

Development Pattern - Configuration or organization of the built environment.

Diversity - Differences among groups in terms of age, gender, culture, ethnicity, income, religion or disability.

Down Zoning - Rezoning of a property to a lower density or intensity, i.e. from a commercial to a residential, or from a multifamily to a single-family zoning district.

Downtown Loop - Area of the Urban Core that is defined and contained within the I-35/I-70 highways. Its distinguishable skyline and the agglomeration of commerce, civic and other activities make the Downtown Loop an essential component of Kansas City.

Environmental Stewardship - Responsible use and management of natural resources and energy.

FOCUS - "Forging Our Comprehensive Urban Strategy" or FOCUS, is the name of Kansas City's Strategic and Comprehensive Plan.

FOCUS Building Blocks – See "Building Blocks."

FOCUS Center - A neighborhood-based facility providing a range of services to local residents. See "FOCUS Centers Building Block."

FOCUS Centers Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block proposes the creation of neighborhood-based facilities to provide citizens with information and services. FOCUS Centers would be created through partnerships between the City, businesses, community anchors, neighborhoods and community groups.

FOCUS, Phase I: The Policy Plan - Completed in 1994, Phase I of FOCUS provides a vision statement for Kansas City and fourteen supporting Principles for Policy. The vision statement emphasizes putting people first in all decisions.

FOCUS, Phase II: The Strategic and Comprehensive Plan - Completed in 1997, Phase II of FOCUS consists of seven technical component plans. These are: Citywide Physical Framework Plan, Neighborhood Prototypes Plan, Preservation Plan, Urban Core Plan, Northland Plan, Human Investment Plan, and the Governance Plan.

Gateway - Major point of arrival into the city, or a particular part of the city, such as a neighborhood or business district. A gateway can either mark the physical entrance to the area, or it can mark the location where most people would feel they have entered an area, such as the first point along a major roadway where a person can see the downtown skyline of Kansas City.

Governance Plan - One of the seven FOCUS component plans developed during Phase II. The plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening citizenship and metropolitan cooperation. The plan also provides a framework to ensure the implementation of initiatives in the other FOCUS component plans.

Great Streets - A concept that promotes the concentration of new development and/or rehabilitation activity along specific corridors linking key activity centers across the community.

Greenspace - Land not available for construction and designated for conservation, preservation, recreation or landscaping.

Greenway - A continuous corridor of open (green) space that is preserved and not developed. Greenways offer a variety of benefits, such as recreation, bicycle/pedestrian movement, and preservation of wildlife habitat along with other natural resources.

Healthy Community Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block incorporates "partnership" and "prevention" as strategies to help people achieve their

full potential and addresses health issues, homelessness, racial intolerance, and other barriers.

Heart of the City - See "Urban Core."

High Density Housing - Generally includes apartment buildings over six stories in height, with more than 75 dwelling units on an acre of ground.

Housing Choice - Refers to the availability of a variety of types and locations of housing. Housing can vary according to size (e.g., number of rooms or stories), style (e.g., bungalow, construction frame, two story, ranch), type (e.g., single family versus multi-family or duplex), location (e.g., urban versus suburban), price and other characteristics.

Human Investment Plan - One of the seven FOCUS component plans developed during Phase II. The plan outlines recommendations related to life-long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

Identity - The distinguishing character or elements of a place, neighborhood, commercial area or any other part of the city. See also "Sense of Place."

Impact Fee - Fees charged to a developer to cover the costs that a development imposes on the community.

Incentive - Inducement provided by government to encourage development of a certain type or in a certain area. Examples include tax abatement, tax reduction, power to condemn and acquire property, density bonuses, etc. The term "highest incentive" is used in the FOCUS Plan to indicate the most significant incentives, to be offered businesses or developers who meet a specific list of criteria.

Infill Development - Development of vacant or underutilized properties within predominantly built up neighborhoods and commercial areas.

Infrastructure - The basic facilities and equipment necessary for the effective functioning of a city, such as the means of providing water service, sewage disposal, telephone service, electric and gas connections, and the street network.

Intelligent Transportation System - A transportation system employing technology designed to increase the carrying capacity of existing roadways (e.g., actuated traffic signals based upon real time traffic flow).

Investing in Critical Resources Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block outlines the city's fundamental responsibilities: to protect the lives and property of Kansas Citians, to be responsible stewards of the public's capital assets,

and to safeguard the natural environment. Commitment of resources and investments in these basic and essential services is one of the highest priorities for Kansas City.

Kansas City Register of Historic Places - The list of buildings, structures, sites and objects in Kansas City that have been recognized by the City Council for their architectural, historical, cultural or aesthetic significance. See "Landmarks Ordinance."

Land Use - A description and classification of how land is occupied or utilized, e.g., residential, office, parks, industrial, commercial, etc.

Land Use Regulations - Ordinances and resolutions which govern and direct development of land in a city. Examples include Zoning and Subdivision Regulations.

Landmark - Urban design feature serving as a visual focal point and source of community identity.

Landmarks Ordinance - The section of City Code that defines and establishes the Kansas City Register of Historic Places, the Landmarks Commission and the powers of the Landmarks Commission.

Leapfrogging - Development of a tract of land located beyond previously developed areas, leaving undeveloped land in between. Utilities, infrastructure, police and fire protection and other public services must be provided to these "leapfrog" developments, making them costly to the City and to other taxpayers.

Life Long Learning Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block describes strategies providing people with learning opportunities throughout their lives. By focusing on people at all stages of their lives, life long learning ensures that Kansas City will become known for "Citizens Involved in Learning."

Light Rail - Transit technology which runs at grade or street level at approximately the same speed as adjacent vehicular traffic. The trains are typically two cars in length and run quietly. Light rail stations can be as close as a few blocks apart.

Low Density Housing - Generally one to three story single family and duplex housing, with no more than 14 dwelling units allowed on one acre of land.

Low-Income Housing - Housing which is affordable to households with incomes from 51% to 80% of the median income of a given area, as determined by the Department of Housing and Urban Development (HUD). Adjustments exist for smaller and larger families and for areas with unusually high or low incomes or where needed because of prevailing levels of construction costs or market rents. Two additional categories have been created by HUD: very low income housing -

31% to 50% of median income, and extremely low income - 0% to 30% of median income.

Major Street Plan – Official public document outlining the network of existing and proposed freeways, interstate highways, expressways, primary and secondary arterials, parkways and boulevards required to support the current and future development of Kansas City. The first Major Street Plan was adopted by the City Council in 1971. The current Plan was adopted by the City Council in 1996.

Medium Density Housing - Generally includes apartment buildings up to six stories in height, with generally no more than 75 dwelling units on an acre of land.

Metro Green Plan - Study conducted by the Prairie Gateway Chapter of the American Society of Landscape Architects' Community Advisory Team (1992) that defines a concept for developing two concentric greenway corridors in the region. The Mid-America Regional Council is currently administering the concept's implementation, and many cities in the region have adopted it.

Metropolitan (Metro) Area - The five-county metropolitan area used by the City Planning and Development Department to define and describe greater Kansas City in FOCUS background reports. The counties included are: Jackson, Clay and Platte in Missouri and Johnson and Wyandotte in Kansas.

Metropolitan Statistical Area (MSA) - The eleven-county metropolitan statistical area defined by the U.S. Census Bureau to describe a broader metropolitan area for analyses and reporting. The Kansas City MSA includes Jackson, Clay, Platte, Cass, Ray, Clinton and Lafayette in Missouri and Johnson, Leavenworth, Wyandotte, and Miami in Kansas.

Mid-America Regional Council (MARC) - The Mid-America Regional Council (MARC) serves as the association of city and county governments and the Metropolitan Planning Organization (MPO) for the bi-state Kansas City Region. MARC functions as an ongoing forum for area jurisdictions and diverse community interests to address mutual problems; conducts long-range planning and coordinates public policy to support the economic, social and environmental health of metro area; provides important services to the community and promotes the effectiveness of local governments through technical assistance, independent research and cooperative programs.

Mixed Income Housing - A multi-family housing development which includes a range of income groups. This mix is determined by the type of project financing. For example, a 100 unit development financed with low income housing tax credits, CDBG funds and private financing might have 60 units restricted for households with incomes below 60% of the median area income, 25 units for households below 80% of the median area income, and 15 units at market rate with no maximum income cap.

Mixed Use - A land use type which recognizes that many land uses and activities are compatible and can be co-mingled to promote physical development at a human scale. Mixed use allows the integration of commercial, retail, office, medium to high density housing, and some light industrial land uses. These various land uses can be integrated either horizontally or vertically in a single building or structure, or on a parcel or parcels of land.

Mixed Use Center - A node of development and activity that provides a focal point for the surrounding area. This node incorporates mixed uses such as commercial, office, residential, and community serving facilities. The transportation/circulation system in a mixed use center is designed to accommodate a variety of modes, including pedestrian, transit, bicycle and the automobile. Mixed use centers are divided according to function and scale into regional, community and neighborhood centers.

Mixed Use Center - Community - A type of mixed use center designed to serve multiple neighborhoods which includes major retail, shopping, light industry, medium to high density housing, and low to mid-rise office buildings.

Mixed Use Center - Neighborhood - A type of mixed use center designed to serve adjacent neighborhoods which provides services such as a grocery store, pharmacies, small to medium size office spaces, banks, low to medium density housing and other low-rise office buildings.

Mixed Use Center - Regional - A type of mixed use center designed to serve the entire metropolitan area, providing specialty shops, discount stores, major retail and entertainment venues, hotels, high density housing and mid to high-rise office buildings.

Mixed Use Center - Small Neighborhood - A type of mixed use center designed to serve a neighborhood and which provides small scale services, such as an ice cream parlor, coffee shop, small sit-down restaurant, a hair salon and other small businesses. These centers are located close to low density housing areas.

Mode - See Transportation Modes.

Moving About the City Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block represents our transportation strategy and addresses the need to move people and goods throughout the city. Our transportation strategy emphasizes reliability, efficiency and choice which are best achieved through a multi-modal transportation system, providing a wide range of transportation choices in an interconnected system. These choices include transit, automobiles, pedestrian, bicycles and other modes.

Multi-Modal Center- Locations which support the coming together and linking of multiple transportation modes, such as air travel, automobile, pedestrian, rail, commuter rail, light rail and/or major bus routes.

Multi-Modal Transportation - A transportation system using a variety of travel modes to transport people and goods. Components of this system include vehicular roadways, transit (bus, rail), bikeways, pedestrian paths (sidewalks), freight railways and airplanes.

Municipal Art Commission - A six member board appointed by the Mayor with two advisors charged with oversight of projects including: the One-Percent-For-Art program, an annual photography contest and bi-annual urban design awards.

National Register of Historic Places - The list of buildings, structures sites and objects that have been recognized by the National Park Service for their architectural, historical, cultural or aesthetic significance.

Neighborhood Assessment - A process for neighborhoods to identify priorities and improvement strategies according to their neighborhood type. The four neighborhood types, as defined in the Neighborhood Prototypes Plan, are conservation, stabilization, redevelopment, and developing.

Neighborhood Improvement District - A district established to allow private parties, by vote of a majority of landowners within the district, to assess a special tax on themselves for improvements and services that benefit the entire community.

Neighborhood Livability Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block includes strategies to make Kansas City's neighborhoods livable and enjoyable.

Neighborhood Prototypes Plan - One of the seven FOCUS component plans developed during Phase II. This plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of City services. A unique neighborhood assessment process helps citizens identify neighborhood improvement strategies.

Nodal Development - Pattern of development in which the most intense uses are located at the intersection of major streets, roadways and transit corridors and also in areas surrounding a transit station or transit stop. See also "Activity Centers."

Northland - Area within the limits of Kansas City, Missouri, located north of the Missouri River. This area, measuring 159 square miles, is mostly undeveloped and contains some of the region's major activity centers, such as KCI airport, Executive Hills, and Metro North Shopping Center.

Northland Plan - One of the seven FOCUS component plans developed during Phase II. This plan was developed specifically for the Northland. This plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle-friendly arterials.

Park-and-Ride Centers - Centers located in the outlying suburban areas along transit corridors which allow suburban residents to drive to the center, park their cars, and use the transit service to reach the city or major activity centers.

Parks and Boulevard Plan - Plan prepared by the Parks, Recreation and Boulevards Department addressing the city's needs and priorities for new parks, community centers, recreation areas, parkways and boulevards. The current plan was adopted in 1993.

Parkway - See "Boulevard."

Pedestrian-Oriented Development - Development that provides facilities for walking and encourages pedestrian use, designed to make movement on foot attractive and comfortable and to reduce the dependence on motorized vehicles for short trips.

Physical Environment Plans - Term that describes the five (out of seven) component plans of FOCUS, Phase II, that are "physical" in nature. These "physical" plans are the Citywide Physical Framework Plan, the Neighborhood Prototypes Plan, the Preservation Plan, the Urban Core Plan, and the Northland plan.

Plans, Zoning and Economic Development Committee - One of four standing City Council committees. The Committee's responsibilities include holding public hearings to review all planning and development proposals and making recommendations for action to the full Council.

Policy Statements - Specific directives outlined in the FOCUS Policy Plan that indicate criteria for making decisions as well as priorities and issues of importance for the city.

Preservation Plan - One of seven FOCUS component plans developed during Phase II. This plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

Primary Arterial - Street designed to move through traffic. These streets can also accommodate major access points from abutting properties. Where traffic is heavy or movements may become congested, access to abutting land is often restricted to traffic moving in one direction.

Principles for Policy - The fourteen major themes and statements of philosophy developed during Phase I that are essential for the city to achieve Kansas City's vision. All City actions are measured against these fourteen principles.

Priority Development Areas - Concept developed in the FOCUS Citywide Physical Framework Plan designed to help in guiding land use and development policies. Each Development Priority Area represents an area that is currently developed, which is contiguous or adjacent to existing development, and where public facilities and infrastructure are already in place. Development outside of these areas should only be encouraged when it meets a larger FOCUS objective.

Property Maintenance Code - Part of the City's Code of General Ordinances that set standards for the maintenance and rehabilitation of properties to insure public health, safety and welfare and to upgrade neighborhoods.

Public Housing - Housing for persons with incomes generally below 50% of the median income level which are owned by the local public housing authority.

Quality Places to Live and Work Building Block - One of twelve interconnected strategies to make Kansas City a successful model for a new American City. This Building Block provides guidelines to ensure that development in the city will establish a good relationship between people and the various physical elements of the city, including residential and commercial areas, focal points, activity centers, landmarks, corridors, waterways, and others.

Rezoning - Process by which the authorized uses of a property are changed or modified. The City Council, upon recommendation from the City Plan Commission, is authorized to change the zoning of any property within the city as long as the action is justified by public necessity, convenience or general welfare.

Redeveloping Areas - A FOCUS concept describing areas in which severe problems exist -- the existing fabric of the area is generally gone and significant public and private investment is necessary. Redevelopment of these areas can meet market needs for residential and commercial development in older parts of the city. The actions needed are preserving structures that are sound or that may be historically significant, demolishing structures which are in poor condition, building new structures and creating a new fabric for the area.

Recycling - Process of separating, collecting, processing, marketing, and ultimately using material that would have been otherwise thrown away. For example, a

newspaper can be “recycled” for other printed matter or other paper products. Cans and bottles can be crafted for other uses.

Red-lining - A practice among businesses, financial institutions, insurance companies and other organizations of refusing to provide services to certain supposedly high-risk geographical areas, regardless of the merits of the individual applicants; derived from the red line that the institutions may draw around the area on a map.

Right-of-way - Property designated to be used for streets, highways, transit corridors, and other transportation related needs.

Secondary Arterial - Street designed to provide access for one or more neighborhoods to various activity centers, community shopping centers, strip commercial areas, employment centers and community and regional recreation areas. Secondary arterials pick up traffic form collector streets and preserve the integrity of residential neighborhoods by keeping traffic out of them.

Sense of Place - The sum of attributes of a locality, neighborhood or property that give it a unique and distinctive character.

Septic System - An on-site system designed to treat and dispose of domestic sewage. A typical septic system consists of a tank (septic tank) and a system of tile lines or a pit for disposal of the liquid effluent (sludge) that remains after decomposition of the solids by bacteria in the tank. A septic system must be pumped out periodically.

Signage - Display boards or surfaces used for directions, identification, instructions, or advertising; usually consists of lettering, pictures, diagrams, decoration, etc., often in combination, on a contrasting background surface.

Solid Waste - Refers to garbage, refuse, sludges and other discarded materials. Even though the word “solid” appears in the name, solid waste can be a solid, liquid, semi- solid, or contained gaseous material.

Stabilization Areas or Neighborhoods - One of four neighborhood types developed in FOCUS. The term describes areas that contain any age and type of development that is having problems -- with building renovation, stagnant property values, increasing vacancies and/or a weakening market. These problems can range from relatively minor to severe. These areas contribute a variety of housing, commercial and industrial spaces at a variety of cost levels. The actions needed involve addressing the problems that exist -- stabilizing where feasible and maintaining and upgrading where necessary.

Streetscape - The environment along a street in an urbanized area. Streetscape elements include the roadway, including medians and associated landscaping, fountains, sculptures, sidewalks, on-street parking, street lighting, pedestrian

lighting, traffic signals, signage, benches, trash containers, newspaper and other vending machines, bus shelters and other features within the area of the right-of-way.

Strip Commercial Development - Development pattern that consists of long stretches of uninterrupted commercial development. This type of development pattern is generally oriented to shoppers in automobiles and is not friendly to pedestrian usage.

Subdivision - Land, vacant or improved, which is divided or proposed to be divided into two or more lots, parcels, sites, units, plots or interests for the purpose of offer, sale, lease or development.

Subdivision Regulations - Ordinance regulating the subdivision of land within the city.

Sustainability - An approach to design, development and management of community, which does not compromise the environment or the ability of future generations.

Tax Incentives - Tools and mechanisms that convey one or several financial advantages to a particular employer, developer, or homeowner for a specific period of time. Incentive programs include Tax Increment Financing and Tax Abatement, the forgiving of a portion or all taxes due.

Tax Increment Financing (TIF) - A state legislated incentive mechanism whereby certain redevelopment project expenses are financed by Payments in Lieu of Taxes (PILOTS) and a portion of Economic Activity Taxes (EATS) that result from the redevelopment project. PILOTS are equal to the tax revenue that would accrue from the increase in assessed property valuation in the project area. EATS are composed of taxes generated by economic activities within the project area, including sales taxes, utility taxes, earnings taxes and others. The project must be located in a blighted area, a conservation area, or an economic development area, and it must be determined that without TIF assistance redevelopment would not occur. A TIF plan must comply with the general development plan of the municipality.

Transit - Term used in reference to public transportation, including buses, light rail, commuter rail, and others.

Transit Corridor - Corridor which is served by public transit and which supports the development pattern of the surrounding areas. Development along transit corridors is generally pedestrian friendly. Higher development densities are generally allowed at the intersection of transit corridors or at transit stops.

Transit Impact Zones - Areas surrounding transit stations where higher density development should be permitted to provide support for transit usage. The zones

are divided as primary impact zones, which extend to a radius of 600 feet around the transit station, and secondary impact zones, which extend from 600 feet up to a quarter- mile radius around the transit station.

Transit-Oriented Development - Development and land uses which support and encourage public transportation. Buildings may provide minimum areas for parking; ancillary support uses for transit, such as a waiting area or ticket purchase station; pedestrian friendly streetscape and street furniture; and multiple uses within a building.

Transportation Demand Management (TDM) - Refers to developing policies plus public and private programs to manage the demand placed on transportation supply. Actions may include increasing the use of public transit and carpools, staggered work hours, etc.

Transportation Modes - Term used in reference to the various mechanisms that move people or goods. Transportation modes include automobiles, bicycles, transit, rail, barges, airplanes, pedestrian and others.

Urban Core - Area of dense development and activity in Kansas City, Missouri. The area generally from the Missouri River on the north, 75th Street on the South, the Kansas-Missouri state line on the west and the Blue River on the east.

Urban Core Plan - One of seven FOCUS component plans developed during Phase II. The plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

Urban Form - The large-scale organization and design of the city, including the massing and organization of buildings and the space and relationship between them.

Urban Villages - Communities within the city with many locally available amenities and services and a pedestrian-friendly environment. An urban village is characterized typically by residential, commercial, educational, religious and recreational activities that recognize and reinforce the unique character of a specific neighborhood and include a village center, which is within walking distance for neighborhood residents.

Zoning - Mechanism through which cities regulate the location, size and use of properties and buildings. These regulations are designed to promote the health, safety, morals or general welfare of the community; to lessen congestion in streets; to prevent the overcrowding of land; to avoid undue concentration of population; and to facilitate the adequate provision of transportation, water, sewage, schools, parks and other public requirements.

Zoning Ordinance – Section 80 of Kansas City's Code of Ordinances implementing zoning as a tool for regulating land use.

Acknowledgements

Mayor and City Council

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford
First District-at-Large

The Honorable Ronald Finley
Third District-at-Large

The Honorable Ken Bacchus
Fifth District-at-Large

The Honorable Teresa Loar
First District

The Honorable Mary C. Williams-Neal
Third District

The Honorable Kelvin Simmons
Fifth District

The Honorable Jim Glover
Second District-at-Large

The Honorable Evert Asjes III
Fourth District-at-Large

The Honorable George Blackwood
Sixth District-at-Large

The Honorable Paul Danaher
Second District

The Honorable Aggie Stackhaus
Fourth District

The Honorable Judith Swope
Sixth District

City Plan Commission

Chair:
Mr. Whitney E. Kerr Sr.

Vice-Chair:
Mr. Phil Klawuhn

Members:
Ms. Eloise Allen
Mr. Al Caudle
Mr. Charles F. Myers
Mr. Cris Medina
Mr. Frank Zilm, FAIA

FOCUS Steering Committee

Co-Chairs:
Father Thom A. Savage, S.J.
Mr. Leonard J. Graham, P.E.

Members:
Ms. A. Lee Alexander
Rev. Stan Archie
Ms. Edie Ballweg
Ms. Angela Bennett
Ms. Janet Blauvelt
Mr. Jim Bergfalk
Mr. Alvin Brooks
Mr. Ben Bryan
Mr. Arthur Diaz
Mr. Peter Dreyfuss
Mr. Alex Ellison
Mr. Richard L. Farnan, FAIA
Mr. David Fenley
Mrs. Frances Foerschler
Mr. Charles A. Garney
Mrs. Ellen Holmes
Dr. Brenda Kelly
Mr. Charles F. Myers
Mr. Kelley M. Martin
Mr. Clyde McQueen
Ms. Pauline Rios
Mr. Steve Roling
Mr. Thomas M. Rule
Mrs. Dorothy Stroud
Ms. Ana Valdez
Mr. Turner White

Ex-Officio Members:
Mr. Whitney E. Kerr Sr.
Chair, City Plan Commission
Mr. Frank Zilm, FAIA
City Plan Commission

HUMAN INVESTMENT WORK TEAM

Co-Chairs:

Mrs. Joanne Collins
Mr. Terry Ward
Senior Rabbi Michael Zedek

Members:

Mr. Jack Bitzenburg
Mr. Daniel J. Bradbury
Ms. Dalene Bradford
Mr. Robert J. Bromberg
Mr. Stuart W. Bullington
Ms. Elida Cardenas
Mr. Neal D. Colby
Ms. Karla Coleman
Mr. John A. Dillingham
Mr. Dino Dinowitz
Mr. Ron Doering
Mr. Jim Dougherty
Mr. Alan D. Ernst
Mr. Joseph Fahey
Ms. Barb Friedmann
Ms. Jennifer Furla
Ms. Sondra Goodman
Ms. Judith Groves
Ms. Barbara Haar
Mr. Richard Halliburton
Ms. Gayle Hobbs
Mr. E.J. Holland Jr.
Ms. Gayle Holliday
Mr. Joe Jacobs
Dr. Karl F. Johnson
Mr. Marion Jordon
Mr. Garry Kemp
Mrs. Sheila Kemper Dietrich
Ms. Julia Knipper
Mr. Steve Lebofsky
Ms. Gayle Lee
Mr. Joe Lewis
Mr. Duane Lock
Ms. Marguerite Martinez
Mr. Donald L. Maxwell
Mr. Michael McAdam
Mr. Michael McAfee
Dr. Will McCarther
Mr. Jerry Meszaros
Ms. Elaine Mondschein
Mr. Stan Morantz
Ms. Ronelle Neperud
Col. Jim Nunn
Ms. Marjorie Owens
Ms. Theresa Perry
Mr. Vic Poirer
Ms. Gina Pulliam
Ms. Kathy Reed
Mr. Jim Reefer
Dr. Samuel Rodgers
Dr. Tex Sample
Mr. Brent Schondelmeyer
Mr. Dave A. Smith
Ms. Linda Spence
Ms. Anne Swafford
Mr. George Tantillo
Dr. Al Truesdale
Ms. Cynthia Wardlow Sylvan
Dr. Quintin Welch
Rev. Stuart Whitney
Mr. Nate Wilkins
Ms. Jeanine Wilson
Ms. Linda Winn
Ms. Carolyn Wright
Mr. Chuck Wurth
Mr. Peter Yelorda

Human Investment Community Advisory Team

Staff Leaders:

Mr. Steve Lebofsky
Ms. Rhonda Harris
Ms. Claudia L. Nelson
Ms. Jacquelyn Powell

Volunteer Project Leaders:

Mr. Isaac Handley
Mr. Phil Jeselnik

Members:

Mr. Andy Anderson
Ms. Therese Bigelow
Mr. Dennis Boody
Mr. Carl Boyd
Mr. Ryan Brewer
Ms. Aimee Craig
Ms. Cynthia Davis
Ms. Dee Davis
Mr. Tim Decker
Mr. Phil Delashmitt
Mr. Robert L. Eller
Mr. Julian Freund
Mr. Stan Gerber
Ms. Ellen Goheen
Ms. Beth Gottstein
Ms. Gloria Gray
Mr. Jimmy Hoffpainer
Mr. Peter Horak
Mr. Jessie Jefferson
Mr. Carl L. Johnson
Mr. Garry Kemp
Ms. Delores Kincaide
Ms. Brenda Lax
Mr. Ricardo Lucas
Ms. Judith Moore-Nichols
Ms. Marilyn Mukerjee
Mr. David Mukerjee
Ms. Barbara Patton
Ms. Susan Ramirez
Mr. Tony Robins
Ms. L. Carol Scott
Ms. Barbara Vanderlinden
Mr. Les Washington

Consultant Team

Camiros, Ltd Inc.
Chicago, Illinois
Mr. Jacques A. Gourguechon

Social Policy Research
New Orleans, Louisiana
Dr. Robert Washington

Levine Training
New Orleans, Louisiana
Ms. Joyce Levine

Management Team

Ms. Vicki L. Noteis, AIA
Director
City Planning and Development Department
FOCUS Kansas City

Mr. Robert L. Collins
City Manager

Ms. Therese Brekke
Assistant Director of FOCUS

Dr. Larry Ramsey
Project Manager, Human Investment Plan

Additional Staff Support:

Ms. Colleen Low
Ms. Joan Pu
Ms. Carol Thoma-Perry
Mr. Robert Mohart
Ms. Judy Hansen
Mr. Mario Vasquez
Ms. Katherine Linder
Mr. Thad Biggerstaff

July 1997

Dear Mayor, City Council and Citizens of Kansas City,

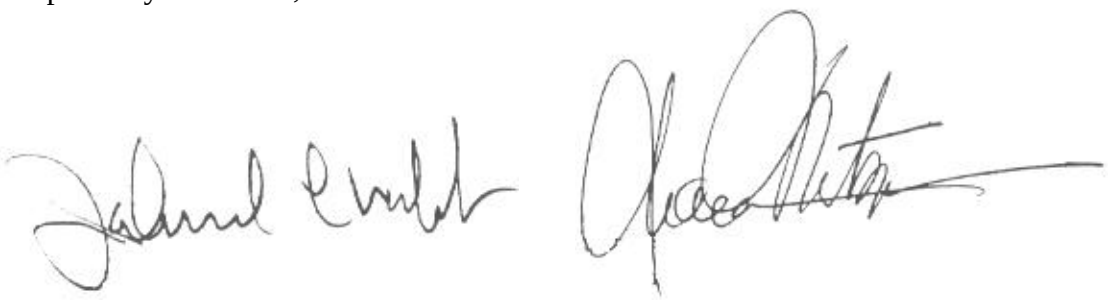
As Co-chairs of the FOCUS Kansas City Governance Plan and on behalf of the Governance Work Team, the Community Advisory Team, and other volunteers participating in the development of the Plan, we are happy to present the Governance Plan to you.

The FOCUS Kansas City Plan is our community's strategic road map for the next 25 years. The Governance Plan, one of seven plan components in FOCUS designed to implement the Policy Plan adopted by City Council in 1994, is critical in its own right, but also as a framework to insure that the other six component plans can be implemented over the 25 year time horizon.

Governance is the decision-shaping system in a community that recognizes that our civic infrastructure, our corporations, our neighborhoods, and our citizens also have responsibility for making our community a better place to live. The Governance Plan makes recommendations in four areas: city finance, city management, regional leadership, and citizenship. It is our belief that they fulfill the policy directive from Phase I, The Policy Plan for FOCUS: "The responsibility for good government rests with the whole community not just elected officials…Citizens must engage themselves and become partners in the public process by being better informed and gaining a greater understanding of responsibility to the community."

Thank you for this opportunity to help shape Kansas City's future. To implement the Governance Plan, it is clear that City Hall must provide the leadership to establish not only a new agenda, but new partnerships for solving community problems in innovative and more connected ways. We are ready to fulfill our role as partners in building the New American City.

Respectfully submitted,



John C. Craft
Co-chair

Maurice Watson
Co-chair

FOCUS — FORGING OUR COMPREHENSIVE URBAN STRATEGY

Introduction

Kansas City, Missouri is facing the challenges of the 21st Century with a new set of tools, a new spirit of cooperation and a new commitment to future generations that our city will be a thriving, people-centered community and a successful model for other American cities to follow in the future.

Thousands of Kansas City citizens have created this blueprint for our city's future. Organized in teams to address critical issues, volunteers from all neighborhoods and walks-of-life donated their ideas and hard work to FOCUS Kansas City. This important project is a unique partnership between the City of Kansas City, Missouri and its citizens to develop an action plan that our entire community can support as we enter the 21st Century.

FOCUS — Forging Our Comprehensive Urban Strategy — is Kansas City's "to do" list for the next 25 years. It sets priorities and guides decisions about neighborhoods, jobs, taxes, capital improvements, public safety, education, downtown and much more. Millions of dollars are invested every year by both the private and public sectors to make our community work. FOCUS helps us target those investments to work smarter with the money we have. We are taking steps now to make sure Kansas City is not only a viable city in the year 2000 but also a successful model of a new kind of American city.

The FOCUS Plan began in 1992 with 1,000 volunteers contributing over 20,000 hours to design a clear vision for Kansas City. The Mayor and City Council, in partnership with the FOCUS Kansas City Steering Committee of 24 civic leaders guided an innovative citizen-participation process that resulted in a new Policy Plan for the City of Kansas City, Missouri. Adopted by the City Council in 1994, the FOCUS Policy Plan outlines a vision statement and 14 Principles for Policy.

FOCUS Vision Statement

The following statement is what Kansas City aspires to become in the future. It says that people are the priority in Kansas City and that taking care of people will result in improvements in all areas of our city. The vision emerged as a powerful statement of inspiration from the citizen involvement process.

> *We, as Kansas Citians, envision our city as a people-centered community. From economic development to the readability of street signs, we consider people first. Kansas City shapes and guarantees its future by examining first and foremost the impact of every decision on future generations.*
>
> *We, as Kansas Citians, are full of hope. We demonstrate this hope through our investment in our families, our homes, or neighborhoods, our schools, our businesses and our city.*

FOCUS Principles for Policy

The following principles are the fourteen major themes and statements of philosophy that are essential for the City to achieve its vision. These are the foundation of our City's character. All City actions are measured against these fourteen principles. They were derived from the wealth of citizen ideas generated in the Phase I Perspective Group process.

Reaffirm and Revitalize the Urban Core

Central to the city's vitality is the Urban Core, with its diverse population, historic neighborhoods; cultural, recreational, and sports attractions; central business corridor, and its revival as a pleasant and sought-after place to live, work, do business and learn.

Advance and Encourage Quality Suburban Development

The health of our city depends on recognizing the interdependency of the city's suburban areas and the Urban Core. Each must be healthy for the city to attract development and grow. Quality

suburban development enables the city to compete for residents and jobs and is an important part of the city's ability to grow in the future.

Plan for a Well Designed City Framework

The design and maintenance of the city's transportation and infrastructure systems create a framework for sustainable development. Excellent planning systems create a framework for sustainable development. Excellent planning and urban design create a unique city that is physically unified and beautiful.

Strengthen Neighborhoods

Well planned neighborhoods create identifiable communities in which to attain a sense of belonging, forge common goals and work together.

Ensure Environmental Stewardship

Natural resources and energy are valuable assets we should use judiciously and manage wisely for the benefit of present and future generations.

Create a Secure City

Personal comfort, safety, security and peace of mind are essential to residents and businesses in livable city.

Respect Diversity

Social, gender, cultural, ethnic, racial, economic and religious diversity bring richness to the city.

Advance Education, Culture and the Arts

Learning is fundamental to citizenship, self enrichment and employment. A strong, vibrant cultural and arts environment takes citizens beyond everyday concerns, adds to their quality of life and supports the city's economic base.

Develop Jobs for the Future

The far-reaching effects of technological change and a new global economy challenge Kansas City to identify its competitive role and provide employment opportunities for its citizens.

Create Opportunity

Community and individual self esteem and growth flourish in the presence of equitable opportunities and resources.

Create a Better Future for Our Young People
Positive environments and attitudes that recognize and encourage children to be productive and enable them to be healthy will prepare our youth for tomorrow's world.

Target Financial Investments Strategically
The City must have a sustainable tax base and must help target financial investments where they will be most effective and where they will achieve the city's vision.

Build Government through a Strong Partnership with Citizens
Responsive and creative governance connects and stimulates cooperation between government, citizens, and business and community organizations.

Build Metropolitan Leadership and Regional cooperation
The City of Kansas City is at the center of a metropolitan community where the challenges of building on the region's strengths and addressing its problems demand a collective response.

FOCUS Phase II — The Strategic and Comprehensive Plan

Based upon the Phase I Policy Plan, work began in 1995 on the strategic and comprehensive plan. Utilizing the key concepts of balance, linkage and partnership, seven distinct, but interwoven component plans were developed to detail the action steps needed to make the FOCUS vision and policy principles a reality.

An expanded Steering Committee, with the help of seven Work Teams made up of over 350 people and additional Community Advisory Teams developed the seven component FOCUS plans. They are outlined below:

The Citywide Physical Framework Plan provides strategic land use planning guidelines, addresses the future character of growth, development and redevelopment as well as capital needs of the City.

The Neighborhood Prototypes Plan recommends specific actions to improve Kansas City neighborhoods and encourage resident partnerships in determining their future and delivery of city services. A unique neighborhood assessment process helps citizens target city services and specific strategies to their distinct requirements.

The Preservation Plan highlights the importance of Kansas City's rich legacy of landmark structures, historic neighborhoods, and archeological resources that make our city a special place. Strategies on transportation, urban design, capital improvements, and tourism complete our vision of the future from a preservation perspective.

The Urban Core Plan includes inventive strategies for central city neighborhoods, downtown, the Central Business Corridor, and plans for economic development, jobs, capital improvements, public transit and neighborhood livability. Strategies for the location of cultural facilities, marketing the urban core, revitalizing and sustaining neighborhoods are outlined in this plan.

The Northland Plan targets investment strategies to maintain our existing neighborhoods, and encourages development where public facilities (water, sewer, streets) already exist. Protecting the natural environment and current character of the Northland are fundamental to the plan. Specific transportation improvements are recommended to improve east-west traffic, extend the boulevard system north of the river and create pedestrian and bicycle friendly throughways.

The Human Investment Plan outlines recommendations related to life long education, retaining and encouraging diversity, equipping citizens for the changing work environment, job retention and expansion strategies, programming for stimulating interest in culture and the arts as well as practical life skills for Kansas City's youth, and enhancing Kansas City as a place of excellence, creativity, celebration and unity.

The Governance Plan sets out specific strategies for improving city services, establishing and maintaining the financial health of the city, strengthening metropolitan cooperation and political and organizational restructuring to insure implementation of the FOCUS initiatives.

As the seven Work Teams refined their ideas, they consistently worked together toward bold solutions and overlapping, leveraged opportunities. The result is a very interconnected plan that provides a new decision-making framework for complex issues enabling all parts of the city to work in concert toward the same goals.

Interwoven throughout the seven action plans are 12 key strategies called "Building Blocks". With these strategies, we will implement the FOCUS Plan through programs and projects that will make Kansas City a successful model for a new American City. The specific initiative and action steps outlined in each of the seven FOCUS Plan components relates to these Building Blocks. A more detailed description of the Building Blocks can be found in the document entitled FOCUS Kansas City — An Overview.

FOCUS KANSAS CITY

Building Blocks

Community Anchors

Investing in Critical Resources

Citizen Access and Communication

Healthy Community

City Life

Neighborhood Livability

Competitive Economy

Life-Long Learning

Connecting Corridors

Moving About the City

FOCUS Centers

Quality Places to Live and Work

Building The New American City

Making Connections For The 21st Century

The qualities in our heritage that have made us a great city will also help us move into the 21st Century as the New American City. Kansas City has always had the willingness to take the bold step — from the construction of the Hannibal Bridge in 1869, that guaranteed us pre-eminence as the gateway to the west; to the 1960s vote on the public accommodations ordinance that guaranteed all Kansas Citians access to public places regardless of race; to the passage of the Bi-State Cultural Tax in the 1990s. We have a history of innovation that will help us as we face our future challenges.

Current trends tell us that the American city of the 21st Century will be an eclectic place with a diverse population, a diverse economic base, and an array of lifestyle and job choices. Kansas City can uniquely position itself to become a model for this new kind of city because we do not experience the extreme problems of larger cities. It is our Midwestern sensibility and civility that will provide a foundation for the necessary move beyond our agrarian and manufacturing roots into a new era of information technology and a global economy. To thrive, Kansas City must understand its own strengths and begin to act as one connected city with a clear agenda for the future.

FOCUS emphasizes connections — connecting people to places, people to each other and our past to our future. If we can act as one connected city with an optimistic vision, a unifying strategy and clear action steps, we can build a city that works for people.

Kansas City has the natural, physical, and human resources necessary for success. We also recognize that failure occurs when our actions seek to divide, so we must continue to stress and improve our connections. A connected Kansas City favors solutions that, in their holistic and long-term emphasis, are also flexible and responsive to ever-changing technology. This approach requires business, civic, educational, and social orientations that embrace advancements in telecommunications and information systems as ways of extending pathways into the future and mandates investments that keep Kansas City on the cutting edge of these technologies and connected to the global economy.

As a prescription for unified success, the New American City is a new way of thinking and acting. The following pages represent Kansas Citians' commitment to our city, our children and our aspirations for the future.

The Governance Work Team also used the FOCUS Building Blocks as a way of bringing together the hundreds of initiatives that were developed to achieve the FOCUS vision of Kansas City under the unified direction. A complete list of all FOCUS initiatives and recommended actions is provided in the FOCUS overview document as well as in Appendix D of the Governance Plan. The Building Blocks represent the guiding strategies that will be implemented under the seven FOCUS plans to make Kansas City a better place to work and live in the future.

Focus Building Blocks

A description of all 12 Building Blocks is provided in the FOCUS overview document. The Governance Work Team used these Building Blocks as the foundation for developing the initiatives that are included in this plan. The Building Blocks with the strongest relationship to Governance are listed below.

Citizen Access and Communication

Communication and access to the information being communicated are the elements most critical for creating a well-educated, active, and informed citizenry that will create the connections between people and their government that the New American City demands. Information and communication can also help foster citizenship and provide information that will engage residents in what is happening at both City Hall and in the larger community. Because of its central role in fostering citizenship, the City will take the lead role in forming partnerships with private and public sectors to establish a system of communication for and among the people of Kansas City.

Investing in Critical Resources

Kansas City's "critical resources" are really the most basic city services and tend to be those aspects of public service most appropriately managed by local government. This does not mean they are the only critical resources or basic services in the City but that these services come to the forefront in terms of their priority. This building block explains the most fundamental responsibilities of City government as an organization and an institution within the community with regard to fundamental responsibilities such as: protecting the lives and property of Kansas Citians,

providing responsible stewardship of the public's capital assets, and safeguarding the natural environment. In this context, the critical resources building block can be thought of as the City government building block because it defines the irreducible obligations of Kansas City government.

Community Anchors

A community anchor is an organization that contributes to the identity, stability, and growth of specific neighborhoods or the community at large. An anchor may have this impact for many reasons — because of its size, role, activities, history, location, or tenure in the community, and also because it chooses to be an anchor and has the capacity to be one. Many such anchors are institutions such as foundations, hospitals, community clinics, universities, churches, schools, community centers, community development corporations, and similar organizations and facilities. Others are corporations, lenders, and other businesses without a significant history or presence in the community. Most anchors work within a neighborhood or a group of adjacent communities. A few have a citywide perspective and work throughout the city. The New American City will recognize and reward current anchors and attempt to attract new ones. It will encourage enterprises to become community anchors and promote the benefits of being one.

Healthy Community

The New American City is a healthy city. As an essential element of this healthy city, an acceptable quality of life must be ensured for all residents. The emphasis in Healthy Community is on preventing problems before they start rather than alleviating problems once they become entrenched. The City's most vulnerable citizens may need special attention so they can get the services they need. In addition, all citizens must feel safe and be safe. Kansas City must be a city that nurtures and protects its citizens. The healthy City has a commitment to anti-racism programs. It will also include and increase in citizen involvement with government and an increase in ethical standards of government.

Neighborhood Livability

Kansas City is a city of neighborhoods. In order for Kansas City to be the successful New American City, neighborhoods must be livable. Livable neighborhoods connect people physically and socially. They have an identity based on physical character, people, history, and residential involvement. They are responsive to the needs and desires of people.

They are healthy in terms of housing conditions, neighborhood cleanliness, well-being, and the health of the people who live in them. Neighborhood identity, connectedness, health, and responsiveness are essential components of the Neighborhood Livability building block for the New American City.

Moving About the City

The ability to move people and goods throughout the City and to connect all locations within the City is essential to the City's economic, social, and cultural success. The intent of this building block is to increase the ease of, and broaden options for, moving about the city, and to create logical extensions of the existing transportation network. The New American City will have an environment that encourages and allows people to move comfortably around the City by whatever means they desire. This requires attention to, and integration of, many different ways of moving from place to place — called multi-modal transportation.

FOCUS Centers

FOCUS Centers will provide places for neighborhood activities and easy access to City services. This building block seeks the creation of places all over the City where residents can get information about City services, send messages to council members, participate in meetings with neighbors, or safely drop off children to play with friends. These centers would be conveniently located in shopping centers, schools, or community centers, and they would be tailored to meet specific neighborhood needs.

Competitive Economy

To achieve the goals of the New American City, Kansas City must maintain a competitive economy. The City's location in the center of the country, quality workforce, affordability, strength in innovative technology, and quality neighborhoods have made Kansas City a successful business center in the region and the nation. Working with business and labor, the City must take the lead in changing the economic infrastructure to meet the needs of the global economy. Evolving development strategies must also support the City's goal for a high quality of life.

A PLAN FOR GOVERNANCE

Executive Summary

Cities throughout the United States are standing at the brink of the 21st Century with real questions about how they will function in the future. American cities are challenged to do more with less, to reconcile numerous special interests, to improve their quality of life in the face of massive technological changes, and to work well for their citizens.

A different conversation has been developing about facing these challenges through strong community-building opportunities, partnerships and commitments that go beyond traditional city government. *Governance* is the decision-shaping system in a community that recognizes that our civic infrastructure, our corporations, our neighborhoods, and our citizens also have responsibility for making our community a better place a live. In fact, one of Kansas City's strengths is our legendary ability to come together in a crisis, regardless of who is technically responsible. Many of the ongoing efforts to make Kansas City better are recognized and incorporated into the FOCUS plan. This idea of governance respects our systems of democracy with elected officials and representative government and builds on that to enhance the citizenship responsibility for participation and informed action.

The FOCUS Kansas City Plan is our community's strategic road map for the next 25 years. The Governance Plan, one of seven plan components in FOCUS designed to implement the Policy Plan adopted by City Council in 1994, is critical in its own right, but also as a framework to insure that the other six component plans can be implemented over the 25 year time horizon.

FOCUS Kansas City was built on the recognition that city government cannot solve all of this city's identified problems alone with dwindling resources. One of the primary reasons for undertaking such a massive, interconnected strategic plan was to determine how we can all work smarter with the resources we do have. Phase I, The Policy Plan for FOCUS, stated:

"The responsibility for good government rests with the whole community not just elected officials.....Citizens must engage themselves and become partners in the public process by being better informed and gaining a greater understanding of responsibility to the community."

To implement the Governance Plan, it is clear that City Hall must provide the leadership to establish not only a new agenda, but new partnerships for solving community problems in innovative and more connected ways. Public and private leadership, partnerships, commitments and actions are all instrumental for the plan's success. FOCUS will emphasize unity and connections in providing better ways for government to provide information and services to citizens, in funding programs and offering incentives to businesses, in cooperation with other governmental jurisdictions toward common goals, in establishing and supporting neighborhoods that unite all parts of the community. FOCUS will foster partnerships that bring together citizens, governments, businesses and other sectors of the community to achieve common ends.

The theme of community responsibility has filtered through the entire FOCUS plan. The collective aspirations and action initiatives of FOCUS are premised on an active and informed citizenry working in partnership with Kansas City government. Over 70% of the FOCUS recommendations involve funding through partnerships with non-profit organizations, other governmental bodies, and individual citizens.

Work Team Purpose And Organization

The purpose of the Governance Plan component of FOCUS is to provide a framework for decision making and specific action steps for elected officials, civic, corporate, institutional, neighborhood leaders and citizens to follow in order to achieve the people-centered New American City envisioned by FOCUS.

Mr. Jack Craft and Mr. Maurice Watson served as the Co-Chairs of the Governance Work Team. In order to implement their charge, the Work Team organized around four subcommittees. Each sub-committee was chaired by a member of the Work Team and had a consultant team member specifically assigned to it.

The four sub-committee were as follows:

Financing
Tax structure, other revenue sources, capital and financial management
Subcommittee Chair: Jewell Scott

Development Incentives
Targeted use of development incentives and the approval processes for granting their use.
Subcommittee Chair: David Warm

City Services
Basic service outcomes, alternative service delivery systems and city management organizational issues.
Subcommittee Chair: Jack Holland

Citizenship
Build strong partnerships between citizens, city government and community interests.
Subcommittee Chair: Nancy Butler

The work of these subcommittees, with input from the other Work Teams, resulted in the establishment of six "Governance Framing Issues" that formed the foundation of the aspirations and applications outlined in the plan.

Governance Framing Issues

To establish a basis for action, six "Big Picture Ideas" were developed by the Governance Work Team.

The FOCUS Gallery sessions, where all Work Team members shared their ideas, provided an opportunity to test these "Big Picture Ideas"; their relations and benefits to implementing FOCUS initiations. Input from the Gallery sessions was utilized to refine the "Big Picture" ideas and develop six interconnected and strategic "Framing Issues" for guiding the Governance Work Plan.

These Framing Issues are as follows:

Organize Governance For Outcomes Rather Than Functions

City governance must be more concerned about the ends than the means. City government structure, service programs, delivery mechanisms and the like should all flow from a clear articulation of the community benefits we seek. Preservation of entrenched bureaucratic interests for their own sake is unimportant.

The City Is Not An Island

Kansas City exists at the center of one of the nation's largest urban centers. The governance decisions made in Kansas City have profound impacts on the region, as the governance decisions in the region profoundly impact the center city. Inter-governmental cooperation, regional service delivery, cost and revenue sharing are essential to our long term success as a community.

Citizenship Is A Two-Way Street

Kansas Citians should not see themselves as passive recipients of local governmental services. Rather, good governance depends upon the active and committed involvement of residents in all neighborhoods. Citizens should be involved in assessing the services they need and want and have a proactive role, in partnership with the city, the private sector, other governments and their neighbors, in meeting their own needs.

City Financial Health Is Derivative Of Local Economic Health

Regional economic prosperity is a prerequisite for the comprehensive governance of the region. Governmental activities, processes and decisions that unreasonably and/or unnecessarily impede the expansion and vitality of the local economy are ultimately self defeating.

Evaluate Public Expenditures Like Investments

Every outlay of public resources should be evaluated with the same rigor a reasonable person would apply to any personal or business investment. While it will never be possible to compute a tangible "return on investment" in the pure financial sense on every governmental expenditure, it is important that decision makers spend only with a clear sense of public benefit the expenditure is intended to produce and the criteria for measuring success.

Every Citizen In Every Neighborhood Should Receive A Basic "Bundle" Of Services

Good governance does not mean that city government must be all things to all people. Even so, Kansas Citians, without respect to their economic circumstance or the neighborhood they reside in, should have assurance that certain minimum standards of service will be met. These minimum standards of services include basic infrastructure consisting of paved streets, water service, sanitary sewer service and storm drainage. In existing neighborhoods, where curbs and sidewalks do not exist but where the residents desire curbs and sidewalks, the City will work with them on cost and funding options. Minimum standards for infrastructure in new developments and for redevelopment of existing areas includes paved streets, curbs, sidewalks, water service, sanitary sewer service and storm drainage.

The Work Team then utilized these Framing Issues as principles to guide the development of the Governance Aspirations and Action Initiatives that follow, and are organized into four primary areas :

- City Government Financial Strategy
- City Government Management Framework
- Kansas City, Missouri's role in the metropolitan region
- Citizenship and Community-Building

City Government Financial Strategy

The FOCUS process and resulting component plans provide Kansas City citizens and leaders with a new way of understanding and guiding the community's physical, cultural, social, and economic development. Implementing the hundreds of Building Block initiatives and recommended actions will require that Kansas City engage resources from many private and public sources, often combining and leveraging resources from a variety of entities to achieve the desired outcome. Often this will require that the City's financial resources be used to implement FOCUS objectives.

Underlying the strategies described in the Financial Plan is the concept that expenditures of City resources have to be viewed as investments. These investments may take many forms - spending general revenues to maintain sidewalks, providing incentives to private investment, or en-

forcing building codes. Making wise public investment choices requires that elected officials and citizens have a systematic way of evaluating investment choices and that the City's financial resources are managed in a professional manner consistent with FOCUS.

Aspiration - Kansas City should establish and follow a set of financial management strategies formulated to ensure that financial resources are available to meet present and future needs

Initiative: Revenues

Design, maintain and administer a revenue system that will assure reliable, equitable and diversified revenue streams sufficient to support desired City services

- The City shall maintain a balanced and diversified revenue structure to protect the City from fluctuations in any one source.
- To the extent practical and equitable, fee-supported services shall be self- supporting.

Initiative: Operating Expenditures - Identify priority services, establish equitable and appropriate services and administer the expenditure of available resources to assure fiscal stability and the effective and efficient delivery of services. Major actions include:

- Operating expenditures shall be budgeted and controlled to ensure that they do not exceed current revenues.
- One time revenue sources shall be used for one time expenditures that do not result in on-going operating or maintenance costs.
- The City shall maintain funding of capital assets and infrastructure at a level sufficient to protect the city's investment, to minimize future replacement and maintenance costs, and to insure continued service provision.

Initiative: Capital Expenditures - Utilize capital expenditures to invest in infrastructure and equipment to ensure the long-term growth of the local economy and to ensure the wise use of capital resources. These strategic capital investments should be based upon a City Council approved five year Capital Improvements Plan adopted on an annual basis. Major actions include:

- The City shall annually review capital improvements and equipment needs, the current status of the city's infrastructure replacement and renovation, and potential new projects.

- The City shall establish a financial review process for private development seeking economic incentives.

Initiative: Fund Balance - Maintain a fund balance sufficient to protect the city's credit worthiness as well as its financial position from unanticipated emergencies. Major actions include:

- The City shall establish and maintain a fund balance sufficient to cover the next year's debt service payment.
- A minimum of five percent of project revenues should remain in fund balance to account for fluctuations in revenue streams.

Initiative: Debt - Establish guidelines for debt financing which minimize the impact of debt payments on current revenues and allow the City to maintain no less than an AA or equivalent credit rating. Major actions include:

- Infrastructure improvements and capital equipment financed by debt shall have a useful life that equals or exceeds the life of the bonds, shall have a useful life of at least ten years, shall be a major investment too large to be funded through an annual budget expenditure, and shall be essential to the provision of City services.
- Bond insurance costs should be minimized through a competitive selection process.

Initiative: Cash Management - Establish guidelines for efficient cash management. Major actions include:

- The City shall invest idle funds in such a manner as to ensure preservation of capital, provide adequate liquidity, and maximize interest revenues.

Initiative: Grants - Seek, apply for and administer federal, state, local and foundation grants that address the city's current priorities and policy objectives. Major actions include:

- The potential for incurring on-going costs shall be considered prior to applying for a grant.
- If there are cash match requirements, the source of funding shall be identified prior to application.

Initiative: Intergovernmental Relations - Coordinate efforts with other governmental entities to solve problems on a regional basis, achieve common policy objec-

tives, share the cost of providing governmental services on an equitable basis, and support favorable legislation at state and federal levels. Major actions include:

- The City shall seek to work with the other local jurisdictions in joint purchasing consortia, sharing facilities, sharing equitably the costs and benefits of cooperative service delivery, and developing joint programs to improve service.

Initiative: FOCUS Financial Analysis - As the capital and operating estimates of all the FOCUS initiatives are more clearly defined, a financial analysis of the economic impact on revenue, expenditures, debt, debt rating, and cash flow will be completed in order to determine an on-going strategy for funding FOCUS priorities that are the City's responsibility.

Initiative: Voter Approval of Sales Tax

- By vote of the people, the City currently levies two half-cent sales taxes: one for capital improvement purposes, and one for capital improvement purposes that was previously used for schools. Both of these taxes expire on December 31, 2000. Under current statutes, the City is authorized to seek voter approval for an additional one half-cent sales tax for capital improvement purposes.

Aspiration - Kansas City aspires to gain greater control and/or the authority to determine its own tax structure.

Initiative: Legislation - Evaluate current state legislation and craft amendments and/or new legislation to improve the city's ability to fund its operating and capital improvement needs. Major actions include:

- Change majority voting requirements for taxes, fees, and general obligation bond elections.
- Change state statutes to give local governments more authority to ask voters directly about changes in taxation and fees.

Aspiration - The City will use development incentives to encourage private development that achieves FOCUS priorities and is proactive whenever possible.

Initiative: Community Benefits - Every development incentive should be an investment in the community's future. Therefore, there should be expectations that the community will gain from these investments. The city's intention is to provide seed money to encourage investment, rather than unlimited, continuous funding. Major actions include:

- The community should be able to obtain more in revenues, over time, than the property would produce without the use of incentives.
- The community should consider other forms of return in addition to or in lieu of financial returns.
- Kansas City should not receive a return on its incentive investment at the expense of other jurisdictions in the bi-state metropolitan area, nor should Kansas City be a net loser of development and resources due to actions of other metropolitan jurisdictions.
- Jurisdictions measurably affected by the use of development incentives should participate in the decision to authorize the incentives.
- Projects receiving development tax incentives shall meet multiple priorities.

Initiative: Review Process - The City should follow a consistent and predictable review process. Major actions include:

- The City shall establish a unified review process for each type of incentive available that will communicate requirements before the process begins.
- The City shall monitor performance to determine if the conditions of the incentive are being fulfilled.

Initiative: Development Incentive Review and Evaluation - Evaluate existing development projects and districts and available incentives and possibly create new incentive tools or adapt existing tools to meet contemporary development challenges. Major actions include:

- The City Plan Commission should systematically review existing development projects and districts that have been granted tax abatement, TIF, or other incentives (but have never been built) for consistency with FOCUS priorities and determine which ones should be sunsetted.

Initiative: Incentives - The City shall encourage the use of other incentives (besides tax incentives). Major actions include:

- The City shall provide other incentives for the following: Promoting owner- occupancy, contiguous development accomplished

through the development process, clustered development, providing light rail transit, funding and constructing parkways and boulevards, promoting special business districts, promoting anchors, and encouraging capital improvements

Aspiration - Kansas City should establish and adhere to guidelines for making decisions on major financial investments.

Initiative: Community Impact Statement - A Community Impact Statement shall be developed and used to evaluate major expenditures and investments by the City. The Community Impact Statement will produce information in a standard format so that those considering investment decisions can have reliable and consistent information to make financial decisions in the context of the FOCUS Strategic Comprehensive Plan.

The purpose of this process is to provide useful data for City Council members and citizens as part of the financial decision-making process. The process shall include both quantitative and qualitative analyses of proposed new expenditures / investments. Project / project proposers will prepare the Community Impact Statement and shall be reviewed by staff as part of a standard administrative process. Staff assigned to the review shall be sufficiently independent to provide effective and objective judgment. Major actions include:

- A fiscal impact analysis shall be prepared containing analysis appropriate to the project including, but not limited to: direct and indirect cost of investment, financing method and / or structure, source of revenue, potential savings or revenues generated, opportunity costs, cost / benefit, City debt position impact.
- An economic impact analysis shall be prepared containing analysis appropriate to the project including, but not limited to: direct impact, indirect impact, transfer effects, multi-jurisdictional impact.
- A strategic plan analysis to determine to what extent the proposed expenditure or investment is consistent with the 14 principles of FOCUS and the seven FOCUS Strategic and Comprehensive Plans.

City Government Management Framework

Aspiration: Kansas City government provides a guaranteed bundle of essential city services to its residents.

The city budget process is the vehicle through which annual priorities are set for city programs and services. Revenues may vary, different needs may arise at different times, and direct services to residents must be combined with services that effect the entire city, such as the airport or revenue collection. The City Council must always weigh these matters with current information and the FOCUS priorities in the budgeting cycle.

To achieve some of the long term goals identified by FOCUS, it is helpful to develop an evaluative tool for prioritizing "essential" or "basic" services to more clearly define the role and responsibility of city government in meeting the needs of the community.

Initiative: FOCUS priority services - The FOCUS planning process identified FOCUS Priority Services for the City. These services are targeted at meeting the fundamental needs of all citizens as described below:

- Protecting the lives and property of Kansas Citians
- Providing responsible stewardship of the public's capital assets, including alternative transportation connections throughout the city with many different transportation modes in order to move people and goods throughout the city
- Safeguarding the natural environment
- Planning for quality places to live and work (neighborhood livability)
- Improving the city's economic base by increasing property values, creating jobs, and improving opportunities and incomes of city residents.

Major actions include:

- The city should continue to develop, refine and use an objective tool to evaluate the necessity for specific city services based on the FOCUS Priority Services. City staff will produce objective rankings of city services and programs based on criteria related to

the legal basis of the service, the size of the constituency served, unique need for the City to provide the service, and any obligation demonstrated by voter approval.

- City Resources should be budgeted at levels that meet the level of services required to meet human and capital needs as expressed by the community, in the FOCUS plan.
- Operating and capital project managers should justify funding requests for the City budget with evidence of positive impact on achievement of FOCUS priorities.
- Those services that are necessary to sustain the administration of city government (tax collection, auditing, human resources, etc) should re-evaluate their missions to support FOCUS initiatives and service priorities.

Aspiration: Kansas City government has clearly established management accountability goals for implementation of FOCUS service priorities.

As in Kansas City, other major municipal governments have sought to devise organizational structures that clearly fix accountability for efficient and effective service delivery. In their search for improved management accountability coupled with enhanced citizen / customer focus, other cities have also reorganized to reduce the number of discrete operating departments, combine and / or recombine similar functions within departmental units and establish senior level managers responsible for functionally related services and activities.

Initiative: Management Structure - Organize the management structure of city government based on "service lines" derived from the FOCUS service priorities, along with the necessary supporting processes. Each service line should be headed by clearly identified, accountable senior managers who should aggressively identify and eliminate barriers to improved management and service delivery. Major actions include:

- The City Manager should be delegated the specific authority and responsibility for the detailed organizational plan of the city government within this general guideline. The Manager must be allowed to match the strengths, abilities, interests and capabilities of his / her management team to the immediate and continuing tasks of daily operation.

While the particulars of the organizational structure and plan should remain flexible and within the direct purview of the City Manager, five major service lines closely related to the priority service delivery objectives of FOCUS might be:

- Protection of lives and property of Kansas Citians
- Providing responsible stewardship of the public's capital assets, including alternative transportation connections throughout the city with many different transportation modes in order to move people and goods throughout the city
- Safeguarding the natural environment
- Planning for quality places to live and work (neighborhood livability)
- Improving the city's economic base by increasing property values, creating jobs, and improving opportunities and incomes of city residents.

- To the extent that the city can deliver services competitively it should continue to do so. Where it cannot, the City should consider that the service be outsourced, privatized or delivered in partnership with other public and / or private entities.
- Integrate city-wide information systems to improve, simplify and speed processes. Provide "enabling technologies" to permit efficient delivery of services at the lowest possible organizational levels.
- Establish specific FOCUS priority service standards and measures for every discreet city program; invest in measurement tools and supporting technology necessary to record, track, monitor and manage achievement of established FOCUS service standards; and directly link budget allocations to measured service levels.

Aspiration: Kansas City government is a national model of citizen centered service delivery.

Citizen-centered government is grounded in the belief that City Hall listens to and responds to the specific service needs and desires of the taxpaying public. It requires a flexible, inter-departmental organization that is responsive to the needs of neighborhoods, businesses, organizations and citizens. It emphasizes problem-solving approaches to service

delivery and engages citizens in the problem solving approach. Desirable outcomes are defined with citizens and actual performance is measured against the achievement of those outcomes.

Initiative: Service Areas - The City should establish a "Service Area framework" to deliver outcomes-based city services and programs. This framework, common to all departments, would provide a flexible structure for planning, organizing, delivering, and evaluating the services across the community. Major actions include:

- Establish multi-disciplinary and cross-departmental priority service delivery teams. These teams should be collectively responsible and mutually accountable for coordinating the planning, organization, staffing, budgeting and operation of priority services for their assigned service area, specific task or issue. The exact composition of each team will be dictated by the particular needs and requirements of the service area or issue.
- The service team should have primary responsibility for the development of individualized methods and techniques for including the public in the governance process.
- Target delivery of internal city management support systems and support to the service teams.
- Establish clear measures of employee and work unit performance in the achievement of citizen-focused service standards.
- Continuously invest in employee development; train, and re-train workers to work in teams focused on citizen-oriented service delivery and better ways to implement the FOCUS initiatives that are the City's responsibility.
- Incorporate regular and systematic assessments of the best practices and innovations in citizen / community oriented governance and incorporate and / or adapt those practices for Kansas City.
- Institute a regular cycle of external reviews of the efficiency and effectiveness of City programs, services and management.

Aspiration: All elected officials, appointed board and commission members, and professional staff should adhere to coordinated, objective, and linked decision making processes between their respective jurisdictions.

Initiative: Ethics - Implement comprehensive ethics training for all City personnel, elected, and appointed officials; require regular refresher courses; incorporate ethical standards for supervisors and employees as an explicit aspect of employee performance evaluations.

Initiative: Role of the City Plan Commission - The City Plan Commission (CPC) should take the lead role in evaluating all plans and development projects as a first step in the plan and development approval process. Major actions include:

- The CPC should coordinate (through joint meetings and review) an effective process for specific review by appropriate agencies and boards to determine financial tools, development incentives, landmark status, etc.
- The CPC will encourage the early use of the Community Impact Statement in the public hearing and approval process.
- The CPC will take the primary responsibility to determine if proposed plans support FOCUS priorities and objectives.

Initiative: Boards and Commissions - Kansas City's tradition of diverse, independent and decentralized decision-making has led to the creation of numerous permanent and ad hoc boards, commissions, authorities, and committees that have varying degrees of influence. Some of these bodies are simply advisory in nature, while others have significant administrative roles. Some of the key Boards and Commissions with the greatest autonomy (Housing Authority, Tax Increment Financing Commission, Board of Parks and Recreation, Area Transit Authority, Police Board) have spheres of influence directly related to the achievement of FOCUS priorities. Major actions include:

- Work with all boards, commissions and committees to align their decision-making with the achievement of FOCUS priorities.
- Continue an ongoing discussion and review about aligning responsibility and accountability to best implement FOCUS priorities.

Kansas City, Missouri's Role In The Metropolitan Region

Aspiration: Kansas City should continue to provide leadership and actively promote cooperation between governments for implementation of FOCUS service priorities that require metro-wide or intergovernmental action.

Initiative: Continue inter-governmental coordination around the service priority of the protection of life and property. Major actions should include:

- Continue the 911 system and explore additional emergency response coordination.
- Continue to explore consolidation of detention and criminal justice services and facilities.

Initiative: Continue intergovernmental cooperation around the service priority of stewardship of capital assets. Major actions include:

- Transportation: Pursue cooperative efforts under the leadership of MARC, who is the federally designated metropolitan planning organization for the region's transportation planning.
- Street Maintenance and Infrastructure: Continue discussions between the City of Kansas City, Jackson, Clay and Platte Counties, regarding an interlocal agreement for street maintenance in selected areas around the metropolitan area.

Initiative: Continue intergovernmental cooperation around the service priority of the environment. Major actions include:

- Continue organized dialogue on environmental issues under the direction of MARC.
- Continue to enter into interlocal agreements with other counties and cities.
- Continue working on metropolitan-wide cooperation relating to utility service.

Initiative: Continue intergovernmental cooperation around the service priority of securing economic opportunity.

The model by which all regional cooperation will now be compared is the passage in 1996 of the bi-state cultural district. This achievement is the result of long and aggressive efforts by city leaders and ordinary citizens

alike who saw the need to cross geographic boundaries and build a project together. Major actions include:

- Area Economic Development Agencies. Continue cooperative efforts with other jurisdictions, Kansas City Area Development Council (KCADC), and area businesses. Kansas City and Jackson County are currently studying an interlocal services agreement for economic development. The Clay and Platte County EDC's and Northland Chamber of Commerce have engaged in joint efforts.

Initiative: Continue intergovernmental cooperation and other public/private partnerships around the service priority of neighborhood livability. Major actions should include:

- Children's Issues. Continue to participate in community-wide efforts that support mentoring programs, enhanced health care, family counseling, child care, and educational and job activities.
- Enhanced Enterprise Community. Continue to support and seek federal funding under the empowerment zone programs.

Aspiration: Initiate on-going cooperative efforts on "region-shaping" opportunities for the metro-wide area.

Initiative: Expand regional discussions to include three basic components in transportation:

- Maintenance and repair of existing roads and infrastructure.
- Working toward an integrated intermodal system.
- "Regluing" the region's transit system.

- Regional transportation: MARC should review how all modes of transportation, including public transit, serve the regional transportation needs of the community.
- Public transit cooperation: A task force should be formed to review how public transportation can be coordinated beyond the city limits. As a first step, there should be an effort to develop a "seamless" system in which the 3 area public transit providers (KCATA, Johnson County Transit (JCT) and Kansas City, Kansas (The BUS)), coordinate their fares, schedules, and service.

Initiative: Convene regional forum for dialogue on all regional amenities that should be considered for bi-state cooperation on a phased in, long-term basis.

Initiative: Continue cooperative actions of cities and related chambers of commerce with workforce availability and education. Major actions include:

- Funding: Seek out specific grant funding and economic incentives to support communities in work force readiness.
- Transportation: Continue work on transportation issues related to providing employers with the available work force.

Initiative: Convene tightly structured, goal driven economic development policy forums which deal with the priorities of attracting and expanding key industries, and which address strategies to eliminate obstacles to continued economic growth.

The community has demonstrated it can cooperate to address a crisis or seek an immediate financial opportunity. It needs to come together around a longer term economic development strategies. KCADC, which has been involved in existing cooperative efforts, can take the lead. FOCUS core issues of stewardship of capital assets and the economic base of the community are impacted by this discussion.

Initiative: Begin discussions about consistent policy and application of development incentives between jurisdictions in the region. Major actions include:

- Strategic goals: Develop strategic goal-setting for the Kansas City Alliance for Economic Cooperation that involves input from all affected jurisdictions.
- Begin discussions of debt structure and ratings on all affected jurisdictions and the impact of capital improvements.
- Assessment of existing economic development incentives of metropolitan communities to determine overlap and negative competition impact.

Initiative: Promote discussions on metropolitan housing patterns between jurisdictions and the private sector. Major actions include:

- Develop best use / mixed use strategic plans that would upgrade and include existing housing developments and planned housing developments, and use to demonstrate the benefits.
- Develop incentives for public / private ventures to coordinate housing growth, direction and mix.

Initiative: Develop a mechanism to coordinate discussion about metropolitan area land use and growth. Major actions include:

- Continued use of the Empowerment Zones in the metropolitan area for direction on commercial land use.
- MARC should study and report on how controlled land use growth has been handled by other regions (i.e. Portland, Oregon).

Citizenship And Community Building

From the beginning, FOCUS has recognized that citizens working in partnership with the City Government is the hallmark of an effective, forward moving community. For this to occur, Kansas City requires a government that actively supports this principle and engages the community in a Governance process.

On an ongoing basis, the City needs to listen and communicate with citizens, provide easy access and channels for citizens to get involved with City programs and activities, help citizens understand governmental processes, and most importantly, to fully and effectively integrate all citizens into the City's decision-making processes.

Aspiration: Kansas City should establish innovative ways to listen, communicate with, and provide information to its citizens.

Communication and access to the information being communicated are the elements most critical for creating a well-educated, active, and informed citizenry that will create the connections between people and their government that the New American City demands. Information and communication can also help foster citizenship and provide information that will engage residents in what is happening at both City Hall and in the larger community. Because of its central role in fostering citizenship, the City will take the lead role in a partnership with private interests to establish a system of communication for and among people of Kansas City.

Citizens must be educated on an on-going basis regarding the state-of-the city, and the issues and needs of the community-not just at election time. Major actions include:

- Utilize FOCUS Centers and provide access to the information system through libraries, places of worship, schools, and other community locations.
- Use technology tools in the dissemination of information to help gain citizen input plus allow for interaction between citizens and elected officials. Specific examples include:
  - The City should use channel 19 and Channel 25 to present educational information about ballot issues, and a quarterly report on City issues. Tapes should be available in libraries, neighborhood centers and schools where the information can be viewed at other times and locations.
  - Star-Touch Technology should be used to obtain citizen input so that elected officials, appointed officials and City staff understand how citizens feel about issues.
  - Neighborhood media should be used to disseminate information about local issues. Encourage the Star and other newspapers to create a government activities section.
  - A newsletter should be distributed within areas of the City to continually inform residents on the key issues affecting those communities, and to update citizens on the accomplishment of relevant FOCUS initiatives.
  - An annual newsletter on FOCUS implementation progress should be distributed to the thousands of citizens who actively participated in the FOCUS planning process.

Aspiration: The City should develop new ways to form linkages to create a sense of community that includes people, neighborhoods, businesses and community groups.

Major actions include:

- Provide open forums where the opinions of residents can be heard, outside the regular channels of Council/Board meetings, study sessions, and legally required public hearings.
- Building on the FOCUS Community Anchors and FOCUS Centers strategies, the City should develop new ways for schools, places of religious worship, community centers, police stations and other public buildings to cooperate with, and get involved with, their surrounding neighborhoods

Aspiration: Kansas City should take the lead in removing barriers, including physical, attitudinal and economic barriers that prevent ongoing citizen involvement in the governance of their community.

Major actions include:

- Improve confidence in City Hall - that the City can be trusted and that it operates in a ethical manner. The City should publicize all Codes of Ethics for appointed, elected officials and City management and inform citizens of updates to those Codes and the implementation of the Red Flag Commission's recommendations.
- Inform citizens of specific steps the City has undertaken to make -citizen satisfaction+ and -citizens first+ a reality. Update citizens on the improvements derived from these initiatives.
- Provide citizens with a means of measuring accountability.
- The city should empower citizens by developing opportunities for persons representing a wide range of racial and economic backgrounds to participate in their government and local community.

Aspiration: Individual citizens should increase personal responsibility and commitment for all aspects of community life and make a positive informed involvement in governmental processes.

Major actions include:

- Adopt a Citizens' Creed for the residents of Kansas City to understand and agree to as individuals or as a member of a church, neighborhood, community or civic organization.
- Qualified persons should be encouraged to seek volunteer, appointed, and elected positions and provide easy access to information on these positions to those who have interest.

- Reduce barriers to voter registration, explore mail-in ballots, and otherwise promote voting as a very important component of citizenship.

Aspiration: The City should target citizen involvement among 12 to 14 year old youths while including all youth ages 12 to 17 in citizenship building activities to provide positive youth activities

Major actions include:

- Involve youth in activities such as voter participation. Establish a goal that by the time they graduate from high school, each youth will be registered to vote.
- Ask young people to encourage their parents, teachers and other adults to vote in local elections. Help them understand that local elections have a direct impact on their daily lives.
- Initiate special student intern programs.

Governance Responsibility Matrix

The matrix chart, which follows, presents a model of how responsibility for the governance initiatives may rest with various elements in the community. Distribution of responsibility is indicated among the private sector, public sector and public/private partnerships. In many cases, responsibility for carrying out initiatives can and should reside in more thanone of these areas.

The responsibility matrix also identifies whether each initiative is a policy, project or will require legislative action. It also projects the time frame for implementation of each initiative. Most governance initiatives are ongoing in nature so these targets suggest that individual initiatives be started by the year 2000 or 2005.

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public / Private	Policy	Project	Legislative	2000	2005
Initiative 1: Revenues									
A. Design, maintain and administer a revenue system that will assure a reliable, equitable, and diversified revenue streams to support desired City services.		■			■	■		■	
Initiative 2: Operating Expenditures									
A. Identify priority services, establish equitable and appropriate services and administer the expenditure of available resources to assure fiscal stability and the effective and efficient delivery of services.	■	■		■	■	■		■	
Initiative 3: Capital Expenditures									
A. Utilize capital expenditures to invest in infrastructure and equipment. These strategic capital investments should be based upon a City Council-approved five-year Capital Improvements Plan adopted on an annual basis.	■	■		■	■	■		■	
Initiative 4: Fund Balance									
A. Maintain a fund balance sufficient to protect the city's creditworthiness as well as its financial position from unanticipated emergencies.		■			■			■	
Initiative 5: Debt									
A. Establish guidelines for debt financing which will minimize the impact of debt payments on current revenues and allow the City to maintain no less than an AA or equivalent credit rating.		■			■			■	
Initiative 6: Cash Management									
A. Establish guidelines for efficient cash management.		■			■			■	
Initiative 7: Grants									
A. Seek, apply for and administer federal, state and foundation grants that address the City's current priorities and policy objectives.	■	■	■	■	■	■		■	
Initiative 8: Intergovernmental Relations									
A. Coordinate efforts with other governmental entities to solve problems on a regional basis.		■	■		■	■			■
Initiative 9: FOCUS Financial Analysis									
A. Perform a financial analysis of the economic impact on revenue, expenditures, and cash flow in order to determine an on-going strategy for funding FOCUS priorities that are the City's responsibility.		■			■	■		■	
Initiative 10: Voter Approval of Sales Tax									
A. Support the Community Infrastructure Committee recommendation to use two one-half cent sales taxes for capital improvements.	■	■		■	■			■	
B. Seek approval for an additional half-cent sales tax that is not currently utilized to increase the pool of money available.	■	■		■		■		■	

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public / Private	Policy	Project	Legislative	2000	2005
C. Consider the needs of public education in support of the "people infrastructure" in the city.	■	■		■	■	■		■	
Initiative 11: Legislation									
A. Evaluate current state legislation and craft amendments and/or new legislation to improve the City's ability to fund its operating and capital improvement needs.		■			■	■	■	■	
Initiative 12: Community Benefits									
A. Every development incentive should be an investment in the community's future. The city's intention is to provide seed money to encourage investment, rather than unlimited, continuous funding.	■	■		■					
Initiative 13: Review Process									
A. The City should follow a consistent and predictable review process.		■			■			■	
B. The City shall establish a unified review process for each type of incentive available that will communicate requirements before the process begins.		■				■		■	
C. The City shall monitor performance to determine if the conditions of the incentive are being fulfilled.		■				■			■
Initiative 14: Development Incentive Evaluation									
A. Evaluate existing development projects and districts and available incentives and possibly create new incentive tools or adapt existing tools to meet contemporary development challenges.	■	■		■		■			■
Initiative 15: Incentives									
A. The City shall encourage the use of incentives (other than tax incentives)		■			■			■	
Initiative 16: Community Impact Statement									
A. A Community Impact Statement shall be developed and used by the City to evaluate the fiscal and economic impacts, and consistency with FOCUS, of proposed major expenditures and investments.		■			■	■		■	
Initiative 17: FOCUS Priority Services									
A. The City should continue to develop, refine and use an objective tool for assessing the relative importance or priority of City services in light of the initiative suggested by the FOCUS plan.		■			■	■		■	
B. FOCUS Priority Services should be budgeted at levels that meet the level of service required to meet the human and capital needs as expressed by the community.	■	■			■			■	
C. Operating and capital project managers should justify funding requests with evidence of positive impact on achievement of FOCUS priorities.		■			■	■		■	

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public / Private	Policy	Project	Legislative	2000	2005
D. Those services that are necessary to sustain the administration of city government (tax collection, auditing, human resources, etc.) should re-evaluate their missions to support FOCUS initiatives and service priorities.		■			■	■		■	
Initiative 18: Management Structure									
A. Organize the management structure of City government based on "service lines" derived from the FOCUS service priorities, along with the necessary supporting processes.		■			■	■		■	
B. Introduce competitive rigor in government operations.		■			■	■		■	
C. Identify, assess, and aggressively reengineer all core business and management processes of city government, with a particular emphasis on the regulatory, licensing and internal management support systems.		■			■	■		■	
D. Integrate city-wide information systems to improve, simplify and speed reengineered processes.		■				■			■
E. Establish specific FOCUS priority service standards and measures for every discreet city program; record, track, monitor and manage achievement of standards; and directly link budget allocations to measured service levels.	■	■		■	■	■		■	
Initiative 19: Service Areas									
A. The City should establish a "Service Area framework" to deliver outcomes-based city services and programs.		■				■		■	
B. Establish multi-disciplinary and cross-departmental priority service delivery teams.		■			■			■	
C. Development of individualized methods and techniques for including the public in the governance process, including citizen advisory councils, surveys, community forums and planning workshops.	■	■		■		■		■	
D. Target delivery of internal city management support systems and support to the service teams.		■			■	■		■	
E. Establish clear measures of employee and work unit performance in the achievement of citizen-focused service standards.		■			■			■	
F. Continuously invest in employee development; train and retrain workers to work in teams focused on citizen-oriented service delivery and better ways to implement the FOCUS initiatives that are the City's responsibility.		■			■			■	
G. The City should incorporate regular and systematic assessments of the best practices and innovations in citizen/community oriented governance and incorporate and/or adapt those practices for Kansas City.		■				■		■	
H. Update and evaluate the FOCUS plan every four years and revise service priorities accordingly.	■	■		■		■			■

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Jurisdictions	Public / Private	Policy	Project	Legislative	2000	2005
I. Undertake regular market research analyses to ascertain the actual needs and expectations of the public in conjunction with the FOCUS plan and the Citizens Action and Awareness Building Block.						■		■	
J. Develop and commit to an aggressive and comprehensive program of citizen communication, marketing and public relations.		■				■		■	
K. Institute a regular cycle of external reviews of the efficiency and effectiveness of city programs, services and management.	■					■			■
Initiative 20: Ethics Training									
A. Implement comprehensive ethics training for all City personnel, elected, and appointed officials.	■	■		■	■	■		■	
Initiative 21: Role of the City Plan Commission									
A. 'The City Plan Commission (CPC) should take the lead role in evaluating all plans and development projects as a first step in the plan and development approval process.		■			■			■	
Initiative 22: Boards and Commissions									
A. Work with all boards, commissions, and committees to align their decision making with the achievement of FOCUS priorities.	■	■		■	■	■		■	
B. Continue an ongoing discussion and review about aligning responsibility and accountability to best implement FOCUS priorities.	■	■		■	■	■		■	
Initiative 23: Protection of Life and Property									
A. Continue inter-governmental coordination around the service priority of the protection of life and property.		■	■		■	■		■	
Initiative 24: Stewardship of Capital Assets									
A. Continue intergovernmental cooperation around the service priority of stewardship of capital assets.		■	■		■	■		■	
Initiative 25: Environment									
A. Continue intergovernmental cooperation around the service priority of the environment.		■	■		■	■		■	
Initiative 26: Securing Economic Opportunity									
A. Continue inter-governmental cooperation around the service priority of securing economic opportunity.		■	■		■	■		■	
Initiative 27: Neighborhood Livability									
A. Continue inter-governmental cooperation and other public/private partnerships around the service priority of neighborhood livability.		■	■		■	■		■	
Initiative 28: Transportation									
A. Expand regional discussions to include three basic components in transportation: a) maintenance and repair; b) integrated inter-modal system; c) "re-gluing" the region's transit system.		■	■		■	■		■	

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public / Private	Policy	Project	Legislative	2000	2005
B. MARC should review how all modes of transportation, including public transit, serve the regional transportation needs of the community.			■			■		■	
C. Form a task force to review how public transportation can be coordinated beyond the city limits.		■	■			■		■	
Initiative 29: Regional Amenities									
A. Convene regional forum for dialogue on all regional amenities that should be considered for bi-state cooperation on a phased in, long-term basis.		■	■			■			■
Initiative 30: Workforce Availability and Education									
A. Continue cooperative actions of cities and related chambers of commerce with workforce availability and education.	■	■	■	■	■			■	
Initiative 31: Economic Development Policy Forums									
A. Convene tightly structured, goal driven economic development policy forums which deal with the priorities of attracting and expanding key industries, and which address strategies to eliminate obstacles to continued economic growth.	■	■	■	■		■		■	
Initiative 32: Consistent Application of Development Incentives									
A. Begin discussions about consistent policy and application of development incentives between jurisdictions in the region.		■	■			■		■	
B. Develop strategic goal-setting for the Kansas City Alliance for Economic Cooperation that involves input from all affected jurisdictions.		■	■			■		■	
Initiative 33: Housing Patterns									
A. Promote discussions on metropolitan housing patterns between jurisdictions and the private sector.	■	■	■	■	■			■	
B. Develop best use/mixed use strategic plans that would upgrade and include existing housing developments and planned housing developments, and use to demonstrate the benefits.		■	■			■		■	
C. Develop incentives for public/private ventures to coordinate housing growth, direction and mix.	■	■	■	■		■			■
Initiative 34: Metropolitan Area Land Use									
A. Develop a mechanism to coordinate discussion about metropolitan area land use and growth.		■	■			■			■
B. Continued use of the Empowerment Zones in the metropolitan area for direction on commercial land use.		■	■		■			■	

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public / Private	Policy	Project	Legislative	2000	2005
C. MARC should study and report on how controlled land use growth has been handled by other regions.			■			■		■	
Initiative 35: Citizen Communication									
A. Utilize FOCUS Centers and provide access to the information system through libraries, places of worship, schools, and other community locations.	■	■		■	■			■	
B. Use technology tools (television, technology, media) in the dissemination of information to help gain citizen input plus allow for interaction between citizens and elected officials.		■			■			■	
C. A newsletter should be distributed within each Service area to continually inform residents on the key issues affecting their community and to update citizens on the accomplishment of relevant FOCUS initiatives.		■				■		■	
D. An annual newsletter on FOCUS implementation progress should be distributed to the thousands who actively participated in the FOCUS planning process.	■	■		■		■		■	
E. Use existing resources to dispense information				■	■			■	
Initiative 36: Community Linkages									
A. Provide open forums where the opinions of residents can be heard, outside the regular channels of Council/Board meetings, study sessions, and legally required public hearings.		■			■			■	
B. The City should develop new ways for schools, places of religious worship, community centers, police stations and other public buildings to cooperate with, and get involved with, their surrounding neighborhoods.	■	■	■	■		■		■	
C. Building on the FOCUS Neighborhoods Plan strategies, work with neighborhoods to find ways to improve their self-reliance, authority and strength.	■	■		■	■	■		■	
D. As neighborhoods develop a clear sense of identity, promote the sharing of neighborhood history with neighborhood residents.	■	■		■	■				■
Initiative 37: Citizen Involvement in Governance									
A. Improve public confidence in City Hall by publicizing all Codes of Ethics for appointed, elected officials and City management, and continuing to inform the citizens of updates to those Codes.	■	■		■	■	■		■	
B. Inform citizens of specific steps the City has undertaken to make "customer satisfaction" and "citizens first" a reality.		■				■		■	
C. Develop community supported common goals that are supported by a decision making process that is inclusive. Provide citizens with a means of measuring accountability.	■	■		■		■		■	

INITIATIVE/ACTION	Private	Public		Partnerships				Initiate by	
	Citizens, Non-Profits and Businesses	City	Other Juris-dictions	Public / Private	Policy	Project	Legislative	2000	2005
D. Demonstrate to citizens the new opportunities for participation, shared leadership, and influence that are proposed by FOCUS.	■	■		■	■	■		■	
E. Empower citizens by developing opportunities for persons representing a wide range of racial and economic backgrounds to participate in their government and local community.	■	■		■	■			■	
Initiative 38: Personal Responsibility for Informed Involvement									
A. Adopt a Citizens' Creed for the residents of Kansas City to understand and agree to as individuals or as a member of a church, neighborhood, community or civic organization.	■	■		■		■		■	
B. Encourage qualified persons to seek volunteer, appointed, and elected positions and provide easy access to information on these positions to those who have interest.	■	■			■			■	
C. Reduce barriers to voter registration, explore mail-in ballots, and otherwise promote voting as a very important component of citizenship.		■	■		■	■	■	■	
Initiative 39: Citizenship Building Activities with Youth									
A. Initiate a "Local Citizenship, Governance and Community" educational curriculum in the schools whereby students learn and understand the Citizens' Creed and the importance of informed involvement in City affairs.	■	■	■	■		■		■	
B. Involve youth in activities such as voter participation. Establish a goal that by the time they graduate from high school, each youth will be registered to vote.	■	■	■	■	■			■	
C. Ask young people to encourage their parents, teachers and other adults to vote in local elections. Help them understand that local elections have a direct impact on their daily lives.	■	■	■	■	■			■	

A PLAN FOR GOVERNANCE

Building On Our Strengths

The year was 1926, 76 years after the incorporation of the Town of Kansas and slightly over a year after the adoption of a new charter. The budget totaled $9.0 million. A note to the 1926 budget indicates that attempts were made "to realign the expenditures . . . to conform to the alignment of the new organization." The drafters of the 1926 budget proposal recognized that funding of city services would be affected by the changes made as a result of the new charter. The explanatory note goes on to say that the recommended "amounts (estimates), as shown, cannot, therefore, represent accurately the cost of services which will be performed by the new units of government."

The city remains dynamic. Decisions are still being made as to the best means of providing city services. Seventy-one years later the city's budget totals $750.0 million and the City has grown in population and size. This has resulted in an increase in service demands as well as types of services rendered. Charting a new course for the City requires the participation of the entire community as today's decisions have financial implications for the next 25 years.

Kansas City has tremendous strengths which have enabled our community to grow and prosper. One of the primary reasons for undertaking FOCUS Kansas City was a recognition that in these times of great needs and dwindling resources, it is more important than ever that the community work together, through partnerships and in an interconnected manner to assure that these strengths are best utilized in addressing the

identified problems impacting our futures. The Governance Plan has been crafted to Build On Our Strengths, which are identified as follows.

City Government Strengths

Financial Strength

Kansas City benefits from a diverse economic base in which the highs and lows of change in the economy, or in the strength of certain industries, have not dramatically affected the city's financial health.

Like the economy itself, the City of Kansas City established a diverse tax structure, which is the foundation upon which the City's fiscal health is built. That diverse tax structure, and the state law, requiring a balanced budget, have added to the City's financial strength throughout the years.

Unlike most cities, Kansas City benefits from a diverse revenue base and is not overly reliant on property taxes. Taxes for individuals and businesses comprise 50 percent of the total revenues used to cover the costs of existing services. The City has managed its debt position by maintaining high general obligation bond ratings. Currently Kansas City, Missouri has a Aa3/AA rating.

Regarding expenditures, operating expenses account for 74 percent of the current City budget, with the balance dedicated to capital improvements and debt service. Most of the current budget is already allocated for essential services and priorities identified by FOCUS.

Management Strength

Kansas City adopted a new charter over 70 years ago in 1926. Kansas City has developed a reputation for a professional City Manager form of government, characterized by L. P. Cookingham, over the past 50 years. The citizens of Kansas City elect on a non-partisan basis every four years, a Mayor and a City Council (12 members) with two 4-year term-limits imposed by a charter amendment. The Council is elected from six districts (six in district and six at-large). The Council in recent years has closely reflected the diversity of the city population.

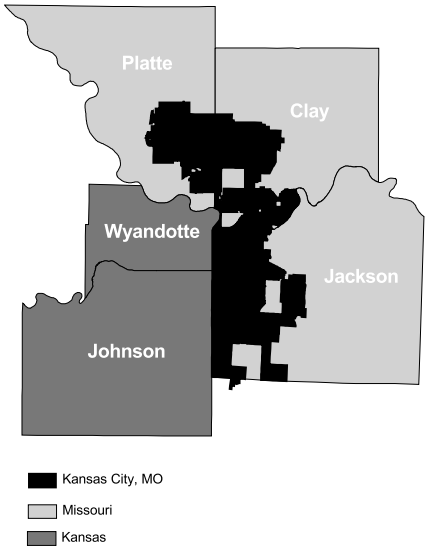
The City Manager reports to the Mayor and Council, and City staff report to the City Manager. There is a strong merit system providing normal job stability of professional mid-level and upper management. Public employees are represented by AFSME Local #500 and Local #42, representing firefighters.

The City of Kansas City has numerous Boards and Commissions in which private citizens share in the governing of the city. The City has shown a willingness to delegate authority and responsibility to citizens, whose decisions impact on major funding allocations (for example, The City Plan Commission, The Landmarks Commission, The Port Authority, Tax Increment Financing Commission, and the Public Improvement Advisory Committee).

Governance Strengths

Intergovernmental Cooperation

Kansas City has unique geographic boundaries which require increasing cooperation with other units of government. Kansas City, Missouri, is located in four counties, and the metropolitan area is divided by two states and eleven counties. There are, however, many institutional mechanisms and much capacity in the metropolitan area that exist to effect regional cooperation.



Regional cooperation has been essential because problems and solutions transcend and spread beyond jurisdictional boundaries. Additional cooperation and success in achieving metropolitan objectives can help break down those boundaries, reduce duplication of services, and share resources.

Success in the metropolitan area will be determined, however, by Kansas City's willingness to lead by example and by demonstrating their willingness to participate in shared leadership.

Although it has often been difficult to initiate and often delayed while securing federal or state authorization or approval of intergovernmental compacts; where regional and intergovernmental cooperation has been attempted, it has been resoundingly successful. Examples include the recently Bi-State Cultural Tax, 911 Emergency System and the Mid-America Regional Council's work in planning, transportation and air quality.

Strength of Community

Since September, 1992, thousands of citizens have been involved in the FOCUS planning effort.

The FOCUS process capitalizes on citizen knowledge and input to frame public debate about important issues facing our city and involves the entire community in helping with innovative solutions. As such, FOCUS provides a mechanism for integrated decision-making, not only at City Hall, but throughout the entire city.

Citizen participatory planning processes have helped bring people back to a sense of community, with individual effort and responsibility recognized as being as important as that of municipal government. By continuing to work together from a position of mutual trust and respect, governmental leaders and citizens can effectively address community interests that are outlined in FOCUS.

Resources and investments are leveraged toward critical priorities that will create other opportunities, and each part of the community plays a role in the strategy that best meets its abilities and resources.

The success of FOCUS' planning process is rooted in Kansas City's history of strong citizen involvement in previous and current efforts. Active citizen involvement as well as a strong civic infrastructure is a hallmark of Kansas City and benefits not-for-profit organizations and neighborhoods, as well as, City government.

Strength of Partnership

It is often difficult to achieve common goals, priorities and strategies with the many overlapping jurisdictions and governmental bodies in the Bi-State area. The Kansas City area has had a history of overcoming these multi-jurisdictional obstacles by forming ad-hoc partnerships between government, private and not-for-profit sectors. These unique partnerships and joint ventures on specific issues have allowed the community to share common strategies toward achievement of community-wide goals.

A PLAN FOR GOVERNANCE

Aspirations

The Governance Plan provides the framework to insure that the initiatives identified in the six component plans can be implemented over the 25 year time horizon. Careful attention was paid to crafting a Governance Plan which best utilized dwindling resources in a manner that leveraged resources and maximized community involvement in decision making processes. Plan recommendations are organized into four primary areas, those being:

- City Government Financial Strategy
- City Government Management Framework
- Kansas City, Missouri's role in the Metropolitan Region
- Citizenship and Community Building

This section outlines 15 Aspirations (or goals). The action initiatives for each aspiration are outlined in the next section.

City Finance Aspirations

The FOCUS process and resulting component plans provide Kansas City citizens and leaders with a new way of understanding and guiding the community's physical, cultural, social, and economic development. Implementing the hundreds of Building Block initiatives and recommended actions will require that Kansas City engage resources from many private and public sources, often combining and leveraging re-

sources from a variety of entities to achieve the desired outcome. Often this will require that the City's financial resources be used to implement FOCUS objectives.

Aspiration: Kansas City should establish and follow a set of financial management and strategies formulated to ensure that financial resources are available to meet present and future needs

These initiatives and actions will establish practices representing good financial stewardship and provide a financial decision-making process that reflects FOCUS objectives.

Aspiration: Kansas City aspires to gain greater control and/or the authority to determine its own tax structure.

The recommended actions outlined under this aspiration are intended to initiate a legislative review process to overcome difficulties the City faces in getting citizen approvals for tax and fee changes.

Aspiration: The City will use development incentives to encourage private development that achieves FOCUS priorities and is proactive whenever possible.

Development incentives are intended to encourage appropriate development of the City, requiring that the City forego potential revenues or redirect the use of a certain amount of existing or future resources in order to aid in the development process. Incentives should become investments that eventually benefit the community in manner which exceeds the value of that investment. Key to this return on investment is the expectation that incented projects advance FOCUS objectives. Projects that do not meet FOCUS objectives are likely to be rejected. By establishing FOCUS objectives as the standard against which incented private development projects are measured, The City will assume a proactive rather than reactive role.

Aspiration: Kansas City should establish and adhere to guidelines for making decisions on major financial investments.

City Council members, citizens and other stakeholders need information and analysis in a reliable, consistent, and understandable format in order to make informed decisions prior to undertaking major operating or capital expenditures or granting development incentives. A Community Impact Statement procedure has been formulated to evaluate proposed

major City investments. It has been designed to ensure that consistency with FOCUS objectives and strategies are fundamental to the procedure.

City Management Aspirations

A series of City management aspirations have been identified as the outcomes desired for Kansas City government. Achievement of these aspirations requires undertaking a number of specific organizational initiatives.

Many of the aspirations discussed herein are explicitly shared by current city leadership, and many of the initiatives suggested are presently underway. The aspirations suggest a strategic direction to position the municipal organization for implementation of the FOCUS plan.

Aspiration: Kansas City government provides a guaranteed bundle of essential city services to its residents.

The foundation for effective governance is meeting basic or essential needs within all areas of the city. A resident of the City of Kansas City, in any neighborhood, should have the assurance that his / her property and life are as secure as the city can make them, that municipal transportation and utility infrastructures are in place and maintained, the natural environment is safeguarded, and that life, health and safety ordinances and regulations are consistently and equitably enforced.

Aspiration: Kansas City government has clearly established management accountability goals for implementation of FOCUS service priorities.

Kansas City government is organized under a Council / Manager form of government in which policy making authority is vested in the elected, representative City Council and daily administrative accountability is assigned to a professional City Manager. Kansas City has a long and deeply rooted tradition of professional city management and it is our belief that the Council / Manager form has served the city well and is the legal structure most likely to facilitate FOCUS implementation.

The priorities that have emerged from the community-based FOCUS process strongly suggest that City government needs a structure designed to accommodate the following:

- Responsive and accountable delivery of FOCUS priority public services at the neighborhood level
- Rational, linked and ends-focused decision making
- Leadership on region shaping issues
- Partnership with citizens, neighborhoods, businesses and institutions
- Improvement of internal city management processes

Aspiration: Kansas City government is a national model of citizen-centered service delivery.

A theme that emerged from the FOCUS process is the importance of making city services responsive to the particular and unique needs of neighborhoods, families and people. There is a recognition that "one size fits all" government is ineffective. The strong FOCUS support for community oriented policing suggests that a similar model and philosophy of city service delivery and management can make city government more responsive and citizens more supportive of that government.

Aspiration: All elected officials, appointed board and commission members, and professional staff should adhere to coordinated, objective, and linked decision making processes between their respective jurisdictions.

A representative democracy requires that decisions and choices among multiple options be made at a political level. As such, compromise and negotiation will always be (and should always be) a part of the governance process. At the same time, it should be possible to structure the political process in such a way as to ensure rational and objective information is not only available, but strongly influences the debate.

Regional Leadership Aspirations

Kansas City exists at the center of one of the nations largest urban centers. The governance decisions made in Kansas City have profound impacts on the region, as the governance decisions in the region profoundly impact the center city. Regional economic prosperity is a prerequisite for the comprehensive governance of the region and for important region im-

pacting initiatives to successfully move forward. Inter-governmental cooperation, regional service delivery, cost and revenue sharing are essential to our long term success as a community.

Aspiration: Kansas City should continue to provide leadership and actively promote cooperation between governments for implementation of FOCUS service priorities that require metro-wide or intergovernmental action.

Aspiration: Initiate on-going cooperative efforts on "region-shaping" opportunities for the metro-wide area.

Citizenship Aspirations

From the beginning, FOCUS has recognized that citizens working in partnership with City government is the hallmark of an effective, forward moving community. Kansas City requires a government that actively supports this principle and engages in a Governance process.

On an on-going basis, the City needs to listen and communicate with citizens, provide easy access and channels for citizens to get involved with City programs and activities, help citizens understand governmental processes, and most importantly, to fully understand and effectively integrate all levels and diversities of citizens into the City's decision making processes.

Aspiration: Kansas City should establish innovative ways to listen, communicate with, and provide information to its citizens.

Aspiration: The City should develop new ways to form linkages to create a sense of community that includes people, neighborhoods, businesses and community groups.

Aspiration: Kansas City should take the lead in removing barriers, including physical, attitudinal and economic barriers that prevent ongoing citizen involvement in the governance of their community.

Aspiration: Individual citizens should increase personal responsibility and commitment for all aspects of community life and make a positive informed involvement in governmental processes.

Aspiration: The City should target citizen involvement among 12 to 14 year old youths while including all youth ages 12 to 17 in citizenship building activities to provide positive youth activities.

A PLAN FOR GOVERNANCE

Applications

> *"We believe the best strategy to community empowerment is a community-driven comprehensive approach which coordinates economic, physical, environmental, community, and human needs. Through new partnerships among federal and local governments, the private sector, community organizations, and residents, we can build vibrant, secure communities that offer hope to their citizens."* Henry G. Cisneros, Former Secretary, Department of Housing and Urban Development

Leaders are not solely defined as the elected officials, but must also include a new generation of leadership from the community. As FOCUS redefines the role and appearance of government, opportunities to be a part of that change will abound.

Application of the Governance Plan will involve all aspects of the public, while at the same time it places a heavy emphasis on those government officials charged with many of the duties intrinsic to the success of the initial implementation of the plan. This section defines more specifically those details needed to begin the realization of the governance goals and aspirations.

City Financial Strategy

Underlying the following initiatives described in the Financial Plan is the concept that the expenditures of City resources have to be viewed as investments. These investments may take many forms - spending general

revenues to maintain sidewalks, providing incentives to private investment, or enforcing building codes. Making wise public investment choices requires that elected officials and citizens have a systematic way of evaluating investment choices and that the City's financial resources are managed in a professional manner consistent with FOCUS objectives.

To understand the recommendations herein, it is helpful to review the City's current financial condition.

Current Financial Condition

- Unlike most cities, Kansas City benefits from a diverse revenue base and is not overly reliant on property taxes
- Taxes for individuals and businesses comprise 50 percent of the total revenues used to cover the costs of existing services
- Operating expenses account for 74 percent of the current budget with the balance dedicated to capital improvements and debt service
- When dividing expenditures into FOCUS objectives, 66 percent of the total is accounted for in the following two categories: Infrastructure and Environmental Stewardship and Neighborhood Safety and Livability
- Expenditures are anticipated to exceed revenues for the next five years, creating a structural imbalance ranging from $5.9 million to $10.4 million
- The city's current debt levels are above the norm and future issues should be considered based on the tenets of the financial plan
- Two events affecting the city's current revenue base are the expiration of two one-half cent sales taxes in the year 2000 and the deregulation of the utility industry.
- In order to fund FOCUS initiatives, the city can consider enhancing existing revenues, adding new sources, and shifting the burden to local taxing districts and / or developers.

- Kansas City has a relatively high tax burden compared to other major cities in the metropolitan area. The city ranks second highest for individuals and manufacturing / retail firms and third highest for professional firms.
- The city's portion of overall tax burden ranges from 17 to 22 percent for individuals and 19 to 27 percent for businesses firms.
- The tax burden differs depending on the school district in which a business is located or an individual resides.

Without a financial policy guideline, linked to the established community objectives in financial decisions are often determined by the most pressing immediate need or opportunity, with mid- to long-range objectives frequently relegated to "next year's" budget. The City's capital maintenance and capital improvements expenditures offer an excellent example of this phenomena. Deferred maintenance of the City's capital assets has long been recognized as a problem that would only get worse if not specifically addressed in a comprehensive manner with a dedicated revenue source. The Community Infrastructure Committee, of the Chamber of Commerce, working with FOCUS, for example, has estimated that needed "catch-up" level funding for capital maintenance will require annual operating funds contributions increases of $5 million for the next eight years to bring the current $20 million to $60 million by Fiscal Year 2005-06.

Another trend addressed by the Plan is the increasing use of development incentives to spur local economic development. The resulting job creation and redevelopment of blighted areas are clearly laudable objectives for Kansas City. However, there have been concerns that, in some instances, the use of tax-based incentives such as Chapter 353 tax abatement and tax increment financing (TIF) has been driven more by developer initiatives than by the City pursuing a pro-active redevelopment policy linked to an overall plan. There is also increasing concern that TIF, in particular, may be negatively impacting the City's debt capacity as more and more TIF-backed debt obligations are issued to finance redevelopment projects. In response to these issues, the Plan has formulated a number of specific recommendations and strategic actions to guide the use of such development incentives.

A Perspective On A Financial Framework For FOCUS

A Financial Framework is included in Appendix D to identify the potential mechanisms for supporting the numerous FOCUS initiatives that are within the City's purview throughout all seven Plans. A matrix of these initiatives is included as well.

ASPIRATION: Kansas City should establish and follow a set of financial management strategies formulated to ensure that financial resources are available to meet present and future needs

Initiative: Revenues

Design, maintain and administer a revenue system that will assure reliable, equitable and diversified revenue streams sufficient to support desired City services.

Actions:

- Balance and Diversification in Revenue Sources: The City shall maintain a balanced and diversified revenue structure to protect the City from fluctuations in any one source. Maintaining revenue balance and diversification may require public education and resisting pressures to "simplify" the tax structure.
- Tax Equity: The city's objective should be to establish a tax structure that is equitable and conducive to investment.
- User Fees: To the extent practical and equitable, fee-supported services shall be self-supporting. Where feasible and desirable, the City shall seek to recover full direct and indirect costs, but shall also acknowledge that consideration and provision must be made for users without economic resources to pay full cost for some quality-of-life services (parks and recreation, immunizations, etc.). User fees shall be reviewed on a regular basis to calculate their full cost recovery levels, to compare them to current fee structure, and to recommend adjustments where necessary.
- Utility Rates/Enterprise Funds User Fees: Utility rates and enterprise fund user fees shall be set at levels to generate revenues sufficient to cover operating expenditures, meet debt obligations, provide on-going funding for capital improvements, and provide adequate levels of working capital.

- Administrative Service Charges: The City shall establish a method to determine annually the administrative service charges due the General Fund for overhead and staff support.
- Revenue Estimates: The City shall use a realistic, objective, and analytical approach when preparing revenue estimates.
- Revenue Collection and Administration: The City shall maintain high collection rates for all revenues. The City shall pursue collection of all delinquent payments to the fullest extent allowed by law. The City shall be fair and equitable in all revenue collection practices.

- Public Education: A public education program should be developed to inform citizens of the City's tax structure, collection system, and expenditure policies. This program should include information on the City's comparative tax burden vis-a-vis other communities.

Initiative: Operating Expenditures

Identify priority services, establish equitable and appropriate services, and administer the expenditure of available resources to assure fiscal stability and the effective and efficient delivery of services.

Actions:

- Current Funding Basis: Operating expenditures shall be budgeted and controlled to ensure that they do not exceed current revenues.
- Avoidance of Operating Deficits: The City shall take immediate corrective actions if, at any time, during the fiscal year expenditure and revenue re-estimates are such that any operating deficit is projected at year-end.
- Use of One Time Resources: One time revenue sources shall be used for one time expenditures that do not result in on-going operating or maintenance costs.
- Maintenance of Capital Assets: The City shall maintain funding of capital assets and infrastructure a level sufficient to protect the city's investment, to minimize future replacement and maintenance costs, and to insure continued service provision.

- Fee Supported Services: To the extent practical and equitable, fee-supported services shall be self-supporting.
- Purchasing: The City shall make every effort to obtain the best value for goods and services and to maximize discounts offered by creditors / vendors within the context of all applicable city policies such as MBE and WBE participation.

Initiative: Capital Expenditures

Utilize capital expenditures to invest in infrastructure and equipment to ensure the long-term growth of the local economy and to ensure the wise use of capital resources. These strategic capital investments should be based upon a City Council-approved five-year Capital Improvements Plan adopted on an annual basis.

Actions:

- Capital Improvement Planning Program: The City shall annually review capital improvements and equipment needs, the current status of the city's infrastructure replacement and renovation, and potential new projects.
- Replacement of Capital Equipment: The City shall make every effort to replace capital equipment by the end of its useful life.
- Private Development: The City shall establish a financial review process for private development seeking economic incentives. Where practical and equitable, private development shall pay for the basic infrastructure for which it creates a demand.

Initiative: Fund Balance

Maintain a fund balance sufficient to protect the city's creditworthiness as well as its financial position from unanticipated emergencies.

Actions:

- General Fund and Operating Fund Balances: Establish and maintain a fund balance to cover emergency situations based on a minimum of one month's operating budget expenditures or in accordance with generally accepted governmental accounting standards.

- Use of General Fund Balance Above Minimum: The fund balance shall be used for one time expenses that do not lead to on-going expenditures.
- Use of General Fund Balance Below Minimum: The fund balance shall only be used to balance the budget in the case of an emergency which only occur every five to ten years. In the event of the fund's use, it should be replenished on a priority basis.
- Lease Revenue Debt Service Funds: Establish and maintain a fund balance sufficient to cover the next year's debt service payment.
- Capital Project Funds: A minimum of a five percent of project revenues should remain in fund balance to account for fluctuation in revenue streams.

Initiative: Debt

Establish guidelines for debt financing which minimize the impact of debt payments on current revenues and allow the City to maintain no less than an AA or equivalent credit rating.

Actions:

- Criteria for Financing: Infrastructure improvements and capital equipment financed by debt shall have a useful life that equals or exceeds the life of the bonds, shall have a useful life of at least ten years, shall be a major investment too large to be funded through an annual budget expenditure, and shall be essential to the provision of City services as determined by credit rating agencies, credit enhancer or insurance companies.
- Cost of Issuance: Bond issuance costs should be minimized through a competitive selection process.
- Debt Service Revenues: Revenues dedicated to debt service should be stable and predictable.

Initiative: Cash Management

Establish guidelines for efficient cash management.

Actions:

- Cash Management: The City shall manage the inflows and outflows of cash in order to provide adequate cash for operations and concentrate idle funds.

- Investment Guidelines: The City shall invest idle funds in such a manner as to ensure preservation of capital, provide adequate liquidity, and maximize interest revenues.

Initiative: Grants

Seek, apply for and administer federal, state, local and foundation grants that address the city's current priorities and policy objectives.

Actions:

- On-going Costs: The potential for incurring on-going costs shall be considered prior to applying for a grant.
- Matching Costs: If there are cash match requirements, the source of funding shall be identified prior to application.
- Indirect Costs: The City shall recover full indirect costs unless the funding agency does not permit it. The City may waive or reduce indirect costs if doing so will significantly increase the effectiveness of the grant.
- Grant Program Termination: The City shall terminate or reorganize grant-funded programs and associated positions when grant funds are no longer available unless alternate funding is identified and approved through the budgetary process.

Initiative: Intergovernmental Relations

Coordinate efforts with other governmental entities to solve problems on a regional basis, achieve common policy objectives, share the cost of providing governmental services on an equitable basis, and support favorable legislation at state and federal levels.

Actions:

- Cooperative Service Delivery: In order to promote the effective and efficient delivery of services, the City shall seek to work with the other local jurisdictions in joint purchasing consortia, sharing facilities, sharing equitably the costs and benefits of cooperative service delivery, and developing joint programs to improve service.
- Multi-Jurisdictional Legislative Program: The City shall cooperate with other jurisdictions to seek better state and federal laws, programs, and regulations. The City shall propose, promote and

support legislative initiatives that provide more funds for priority local programs, including alternative and additional taxing authority for local jurisdictions.

- Regional Investments: The City shall seek multi-jurisdictional support for investments that may be regional attractions or have regional appeal (see page 63).

Initiative: Voter Approval of Sales Tax

By vote of the people, the City currently levies two half-cent sales taxes: one for capital improvement purposes, and one for capital improvement purposes that was previously used for schools. Both of these taxes expire on December 31, 2000. Under current statutes, the City is authorized to seek voter approval for an additional one half-cent sales tax for capital improvement purposes.

Actions:

- Support the Community Infrastructure Committee's recommendation to use two of the one-half cent sales taxes for capital improvement purposes:
    a. seek voter approval to renew the current sales tax for capital improvement purposes before it expires;
    b. seek voter approval for the additional half-cent sales tax for capital improvement purposes.
- Consider the needs of public education in support of the "people infrastructure" in the city.

Initiative: Community Infrastructure Committee Recommendations

The Community Infrastructure Committee (CIC) was created by City Council Resolution for the purpose of investigating and identifying the City's infrastructure needs. The CIC organized itself around specific infrastructure categories with three subcommittees: financing, needs assessment, and policies, processes, and rating methodologies. These subcommittees focused on the development of systems, processes, goals, policies, and guiding principles that would improve the administration of the capital improvement planning, financing, and implementation processes. The Committee worked with the Governance Work Team and the City-Wide Physical Framework Work Team of FOCUS to include, amplify, and implement FOCUS recommendations into the infrastructure planning and financing process.

The Governance Work Team worked primarily with the Financing Sub-committee. Financing determined that their priority was to address the following objectives:

1. Review and critique Kansas City's existing capital funding mechanisms.
2. Investigate and recommend alternative funding mechanisms.
3. Develop policies guiding the use and management of all funding mechanisms.

This initiative summarizes the main points of their July 1, 1997 draft report. The full report is included in Appendix E.

- The City should identify a means of funding the three broad categories of capital improvements: neighborhood projects, city-wide projects, and strategic initiatives with strategic initiatives consisting of major individual projects or a collection of several related projects of significant cost and city-wide importance. Sources of funding must be tailored to the nature of specific projects and strategic initiatives must have their own specific and dedicated source of revenue to fund them.
- There is no "silver bullet" which is going to solve Kansas City's capital funding problem. However, there are several suggestions for increasing the funds available for capital improvements. Most of these ideas either involve redirecting funds which currently supports another program (e.g., using CDBG for capital improvements) or do not have the potential for generating significant revenue.
    a. The City should consider increasing the hotel / motel tax to 10 percent, with the entire increased revenue dedicated to the improvement of structures which are legitimate tourist attractions (i.e., American Royal, Bartle Hall, Starlight Theater, Nelson-Atkins Gallery.
    b. The City should support separating stormwater management from that of sanitary sewers. To accomplish this feat, as suggested by the Water Services Department, a public vote should be held to increase the impervious surface fees to match run-off as determined by the Geographical Information System (GIS) and to properly fund completion of the stormwater

master plan and ongoing maintenance of the City's watersheds.

c. The City could consider redirecting a portion of its Community Development Block Grant funding to the capital improvements program.

d. The City could implement facility use charges (rental payments) for all users of city facilities (internal and external) and dedicate this money to the maintenance and upkeep of those facilities.

e. A one-time infusion of funds could be garnered by selling one of the City's smaller airports (Richards-Gebaur or Downtown). Additionally, the Water Services or convention facilities could also be potential candidates for sale. Of course, the sale of any these facilities translates into a loss of control for the City (water and sewer rates, landing fees, convention bookings, etc.) and any potential income from the enterprise operations such as administrative service charges would have to be made up elsewhere in the budget.

f. Encourage the use of NIDs, SBDs, CIDs and additional special assessment programs to leverage scarce City resources.

g. The City could take a more proactive role in expanding its use of impact fees to shift the burden and service costs onto those who create the need. An impact fee strategy could be adopted to incent development in areas adjacent to already developed areas or provide a negative incentive to do otherwise. The City would need to work very closely with the development community to obtain their input in building the most equitable impact fee system.

- Fund Capital Maintenance Adequately from Operating Funds
- Catch Up the Worst Deferred Maintenance Problem -- Bridges
- Provide a Reasonable Level of Funding for Completion of Ongoing Projects and Funding of New Requested Projects

- Protect Capital Improvements Funding from Competition
- Protect Kansas City's Credit Rating and Limit the Per Capita Debt Burden on Kansas Citians
- Require Operating and Maintenance Pro-formas for projects in excess of $500,000
- Maintain a capital projects reserve fund

Aspiration: Kansas City aspires to gain greater control and/or the authority to determine its own tax structure.

Initiative: Legislation

Evaluate current state legislation and craft amendments and / or new legislation to improve the city's ability to fund its operating and capital improvement needs.

Actions:

- Change majority voting requirements for taxes and fees
- Change majority voting requirements for general obligation bond elections
- Change state statutes to give local governments more authority to ask voters directly about changes in taxation and fees

Aspiration: The City will use development incentives to encourage private development that achieves FOCUS priorities and is proactive whenever possible.

Initiative: Community Benefits

Every development incentive should be an investment in the community's future. Therefore, there should be expectations that the community will gain from these investments. The city's intention is to provide seed money to encourage investment, rather than unlimited, continuous funding.

Actions:

- Financial Benefit: Financially, the community should be able to obtain more in revenues, over time, than the property would produce without the use of incentives.

- Non-financial Benefit: The community should consider other forms of return in addition to or in lieu of financial returns. These include the degree to which incentives help the City achieve stated goals and objectives, such as those reflected in FOCUS Kansas City, the city's economic development policies, and the Competitive Economy Building Block. These include workforce development and training, access to and use of technology, availability of capital, physical infrastructure, institutional support, availability of development sites and quality of life.
- Inter-jurisdictional Benefit: Kansas City should not receive a return on its incentive investment at the expense of sister jurisdictions in the bi-state metropolitan area. Neither should Kansas City be a net loser of development and resources due to the actions of other metropolitan jurisdictions.
- Overlapping Jurisdictional Benefit: Jurisdictions measurably affected by the use of development incentives should participate in the decision to authorize the incentives.
- Regional Cooperation: Kansas City should be a cooperative participant in a regional dialogue to address the use of tax incentives.
- Meeting Multiple Priorities: Projects receiving development tax incentives shall meet multiple priorities, the highest of which include the following:

    1. Promoting development in specific locations

        -Infill development city wide

        -Development in the Central Business Corridor

        -Multi-modal centers, including recreational amenities

        -Mixed-use centers

        -Along specified corridors in the FOCUS Plans and Building Blocks

    2. Promoting development of a specific type

        -Development of new urban villages

        -Meeting very high urban design standards in the suburbs

3. Encouraging rehabilitation

   -Residential rehabilitation in stabilization areas and neighborhoods, not for single units, but in areas of substantial size

   -Historic districts and properties especially prioritizing those properties that would be demolished otherwise

4. Encouraging desirable redevelopment of small-scale commercial areas (consistent with City Plans)
5. Attracting business of certain types

   -Environmentally sensitive businesses

   -Developers who address the health, employment or education of employees

6. Mitigating environmental problems such as contaminated sites and brownfield areas

- Neighborhood Improvement Initiatives: Require that a percentage of taxes or fees generated by projects receiving tax incentives be allocated to a special fund to be used for neighborhood improvement initiatives. This could be for improvements in the impacted neighborhood or for community-wide neighborhood projects, so long as a "rational nexus" connection were demonstrated.

Initiative: Review Process

The City should follow a consistent and predictable review process.

Actions:

- Application for Incentive: The City shall establish a unified review process for each type of incentive available that will communicate requirements before the process begins.
- Project Performance Monitoring: The City shall monitor performance to determine if the conditions of the incentive are being fulfilled. Failure to fulfill conditions could result in discontinuation of the incentive, pay back of incentive dollars, or revision of negotiated time limits.

Initiative: Development Incentive Review and Evaluation

Evaluate existing development projects and districts and available incentives and possibly create new incentive tools or adapt existing tools to meet contemporary development challenges.

Action:

- The City Plan Commission should systematically review existing development projects and districts that have been granted tax abatement, TIF, or other incentives (but have never been built) for consistency with FOCUS priorities and determine which ones should be sunsetted. Consider time restrictions for incentives to be granted for planned development.
- Periodically evaluate existing development incentives in light of contemporary development challenges. The City shall be proactive in the development of new incentive tools to address future needs.

Initiative: Incentives

The City shall encourage the use of other incentives (besides tax incentives).

Action:

- Provide other incentives for the following:
  1. Promoting owner-occupancy
  2. Contiguous development accomplished through the development process since FOCUS recommends that new development should be contiguous and it is not logical to provide priority incentives for all new development
  3. Clustered development,
  4. Providing light rail transit
  5. Funding and constructing parkways and boulevards
  6. Promoting special business districts
  7. Promoting anchors
  8. Encouraging capital improvements

Aspiration: Kansas City should establish and adhere to guidelines for making decisions on major financial investments.

Initiative: Community Impact Statement

A Community Impact Statement shall be developed and used to evaluate major expenditures and investments by the City. The Community Impact Statement will produce information in a standard format so that those considering investment decisions can have reliable and consistent information to make financial decisions in the context of the FOCUS Strategic Comprehensive Plan.

The purpose of this process is to provide useful data for City Council members and citizens as part of the financial decision-making process. The process shall include both quantitative and qualitative analyses of proposed new expenditures / investments. Project / project proposers will prepare the Community Impact Statement and shall be reviewed by staff as part of a standard administrative process. Staff assigned to the review shall be sufficiently independent to provide effective and objective judgment. Some projects will require the use of outside expertise.

Depending upon the type of investment being considered, the Community Impact Statement may be performed by and reviewed by different individuals and organizations. It is anticipated, for example, that a large private development project seeking public participation through tax incentives would require that the developer prepare the Community Impact Statement. The City Plan Commission would be given responsibility for reviewing land use aspects of FOCUS compatibility while EDC would review it for compliance with FOCUS economic development consistency. The City Finance staff would likely be charged with reviewing how the Community Impact Statement addressed debt or fiscal impact issues. In this manner, the many land use, economic, cultural and physical objectives of FOCUS can be evaluated before the “deal” is negotiated. Clearly, the mechanics of this process have to be established and routinized for different types and levels of projects and investment proposals. Otherwise, the review process itself will become an impediment to the private and public investments being sought for the community.

Actions:

- Fiscal Impact: A fiscal impact analysis shall be prepared containing analysis appropriate to the project including, but not limited to, the following:

    1. Direct and indirect cost of investment
    2. Financing method and / or structure
    3. Source of revenue
    4. Potential savings or revenues generated
    5. Opportunity costs
    6. Cost / benefit
    7. City debt position impact

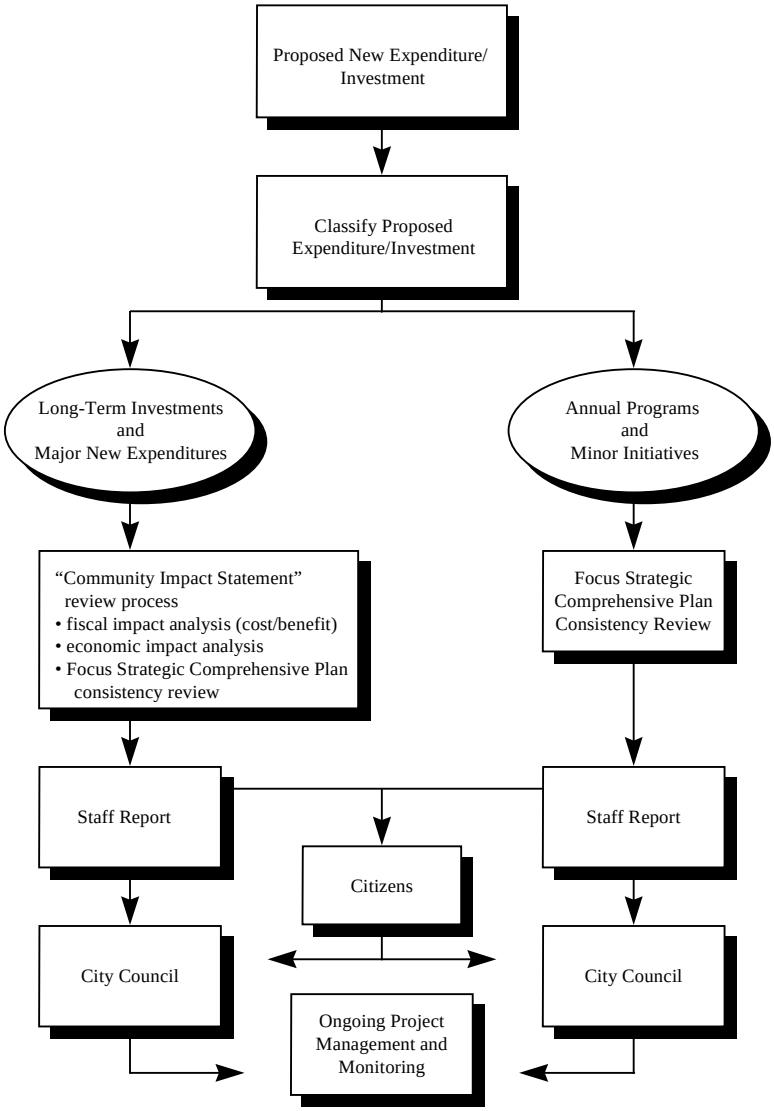
- Economic Impact: An economic impact analysis shall be prepared containing analysis appropriate to the project including, but not limited to, the following:

    1. Direct impact
    2. Indirect impact
    3. Transfer effects
    4. Multi-jurisdictional impact

- Strategic Plan Analysis: The City shall conduct an analysis to determine to what extent the proposed expenditure or investment is consistent with the 14 principles of FOCUS and the FOCUS Strategic Comprehensive Plans.

A flow chart illustrating how the general evaluation process would work is provided herein. However, review should be conducted as an on-going activity at appropriate steps in the proposal process.

City Investment Evaluation Process



City Management Applications

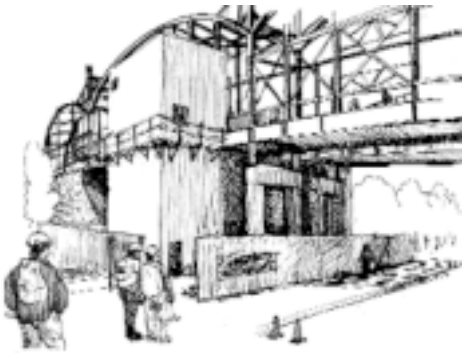
Aspiration: Kansas City government provides a guaranteed bundle of essential city services to its residents.

The city budget process is the vehicle through which annual priorities are set for city programs and services. Revenues may vary, different needs may arise at different times, and direct services to residents must be combined with services that effect the entire city, such as the airport or revenue collection. The City Council must always weigh these matters with current information and the FOCUS priorities annually in the budgeting cycle.

To achieve some of the long term goals identified by FOCUS, it is helpful to develop an evaluative tool for prioritizing "essential" or "basic" services in order to more clearly define the role and responsibility of city government in meeting the needs of the community.

Initiative: FOCUS Priority Services

The FOCUS planning process identified FOCUS Priority Services for the City. These services are targeted at meeting the fundamental needs of all citizens and are described below:



- Protecting the lives and property of Kansas Citians
- Providing responsible stewardship of the public's capital assets, including alternative transportation connections throughout the city with many different transportation modes in order to move people and goods throughout the city
- Safeguarding the natural environment
- Planning for quality places to live and work (neighborhood livability)
- Improving the city's economic base by increasing property values, creating jobs, and improving opportunities and incomes of city residents

Actions:

- Service Analysis: The city should continue to develop, refine and use an objective tool to evaluate the necessity for specific city services based on the FOCUS Priority Services. City staff will produce objective rankings of city services and programs based on criteria related to the legal basis of the service, the size of the constituency served, unique need for the City to provide the service, and any obligation demonstrated by voter approval.
- City Resources: FOCUS Priority Services, should be budgeted at levels that meet the level of service required to meet the human and capital needs as expressed by the community.
- Budget Preparation: Operating and capital project managers should justify funding requests with evidence of positive impact on achievement of FOCUS priorities.
- Administrative and Supporting Services: Those services that are necessary to sustain the administration of city government (tax collection, auditing human resources, etc.) should re-evaluate their missions to support FOCUS initiatives and service priorities.

Aspiration: Kansas City government has clearly established management accountability goals for implementation of FOCUS service priorities.

As in Kansas City, other major municipal governments have sought to devise organizational structures that clearly fix accountability for efficient and effective service delivery. In their search for improved management accountability coupled with enhanced citizen / customer focus, other cities have also reorganized to reduce the number of discrete operating departments, combine and / or recombine similar functions within departmental units and establish senior level managers responsible for functionally related services and activities.

Initiative: Management Structure

Organize the management structure of city government based on "service lines" derived from the FOCUS service priorities, along with the necessary supporting processes. Each service line should be headed by clearly identified, accountable senior managers who should aggressively identify and eliminate barriers to improved management and service delivery.

Actions:

- Organizational Plan: The City Manager should be delegated the specific authority and responsibility for the detailed organizational plan of the city government within this general guideline. The Manager must be allowed to match the particular strengths, abilities, interests and capabilities of his/her management team to the immediate and continuing tasks of daily operation. No organizational structure can or should be considered static or rigid. Nevertheless, the organizing principle should be to ensure clear management accountability for the responsive and efficient delivery of priority services.

While the particulars of the organizational structure and plan should remain flexible and within the direct purview of the City Manager, five major service lines closely related to the priority service delivery objectives of FOCUS might be:

  - Protecting the lives and property of Kansas Citians
  - Providing responsible stewardship of the public's capital assets, including alternative transportation connections throughout the city with many different transportation modes in order to move people and goods throughout the city
  - Safeguarding the natural environment
  - Planning for quality places to live and work (neighborhood livability)
  - Improving the city's economic base by increasing property values, creating jobs, and improving opportunities and incomes of city residents

- Competitive Service Delivery: To the extent that the city can deliver services competitively (measured on a true, full-cost basis), it should continue to do so. Where it cannot, the city should consider that the service be outsourced, privatized or delivered in partnership with other public and/or private entities.
- Information Systems: Integrate city-wide information systems to improve, simplify and speed processes. Provide "enabling technologies" to permit efficient delivery of services at the lowest possible organizational levels.

- Performance Measurement: Establish specific FOCUS priority service standards and measures for every discreet city program; invest in measurement tools and supporting technology necessary to record, track, monitor and manage achievement of established FOCUS service standards; and directly link budget allocations to measured service levels.

Aspiration: Kansas City government is a national model of citizen-centered service delivery.

Citizen-centered government is grounded in the belief that City Hall listens to and responds to the specific service needs and desires of the taxpaying public. It requires a flexible, inter-departmental organization that is responsive to the needs of neighborhoods, businesses, organizations and citizens. It emphasizes problem-solving approaches to service delivery (similar to the community policing model) and engages citizens in the problem solving approach. Desirable outcomes are defined with citizens and actual performance is measured against the achievement of those outcomes.

Initiative: Service Areas

The City should establish a "Service Area framework" to deliver outcomes-based city services and programs. This framework, common to all departments, would provide a flexible structure for planning, organizing, delivering, and evaluating the services across the community.

Actions:

- Multi-disciplinary Teams: Establish multi-disciplinary and cross-departmental priority service delivery teams. These team members should be collectively responsible and mutually accountable for coordinating the planning, organization, staffing, budgeting and operation of priority services for their assigned service area, specific task or issue. The exact composition of each team will be dictated by the particular needs and requirements of the service area or issue and should include considerations such as neighborhood prototype, issues within specific geographical areas, and city-wide policy issues.

- Public Involvement: The service team should have primary responsibility for the development of individualized methods and techniques for including the public in the governance process. These methods could include, but are not limited to, citizen advisory councils, regular citizen surveys / market research, regular or as-needed community forums, planning workshops, etc.
- Support Systems: Target delivery of internal city management support systems and support to the service teams. Critical to the success of the service team framework is the provision of continuous training and development support to the service delivery teams, development of priority service performance measurements appropriate for each area or issue, and the realignment of compensation and related systems to encourage team performance.
- Employee Performance Standards: Establish clear measures of employee and work unit performance in the achievement of citizen-focused service standards.
- Employee Development: Continuously invest in employee development; train, and re-train workers to work in teams focused on citizen-oriented service delivery and better ways to implement the FOCUS initiatives that are the City's responsibility.
- Best Practices: The City should incorporate regular and systematic assessments of the best practices and innovations in citizen / community oriented governance and incorporate and / or adapt those practices for Kansas City.
- Citizen Access: Develop and commit to an aggressive and comprehensive program of citizen communication, marketing and public relations to ensure that the public has access to current and accurate information about city government and to proactively promote the accomplishments of the government to the public.
- Effectiveness: Institute a regular cycle of external reviews of the efficiency and effectiveness of city programs, services and management.

Aspiration: All elected officials, appointed board and commission members, and professional staff should adhere to coordinated, objective, and linked decision making processes between their respective jurisdictions.

Initiative: Ethics

Implement comprehensive ethics training for all city personnel, elected, and appointed officials; require regular refresher courses; incorporate ethical standards for supervisors and employees as an explicit aspect of employee performance evaluations. (See Citizenship aspiration on p. 75)

Initiative: Role of the City Plan Commission

The City Plan Commission (CPC) should take the lead role in evaluating all plans and development projects as a first step in the plan and development approval process.

Actions:

- The CPC should coordinate (through joint meetings and review) an effective process for specific review by appropriate agencies and boards to determine financial tools, development incentives, landmark status, etc.
- The CPC will encourage the early use of the Community Impact Statement in the public hearing and approval process.
- The CPC will take the primary responsibility to determine if proposed plans support FOCUS priorities and objectives.

Initiative: Boards and Commissions

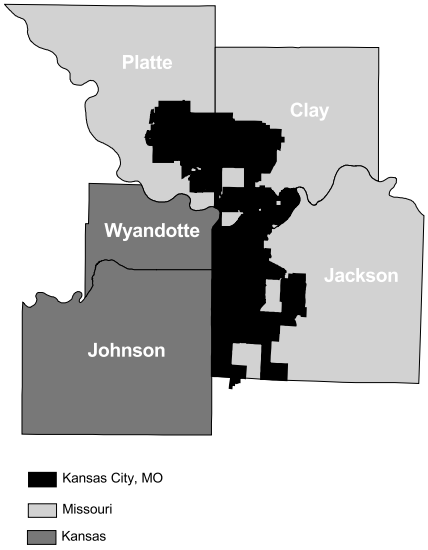
Kansas City's tradition of diverse, independent and decentralized decision-making has led to the creation of numerous permanent and ad hoc boards, commissions, authorities, and committees that have varying degrees of influence. Some of these bodies are simply advisory in nature, while others have significant administrative roles. Some of the key Boards and Commissions with the greatest autonomy (Housing Authority, Tax Increment Financing Commission, Parks and Recreation Board, Area Transit Authority, Police Board) have spheres of influence directly related to the achievement of FOCUS priorities.

Actions:

- Work with all boards, commissions and committees to align their decision-making with the achievement of FOCUS priorities
- Continue an ongoing discussion and review about aligning responsibility and accountability to best implement FOCUS priorities.

Regional Leadership Applications

Aspiration: Kansas City should continue to provide leadership and actively promote cooperation between governments for implementation of FOCUS service priorities that require metro-wide or intergovernmental action.



Initiative: Continue inter-governmental coordination around the service priority of the protection of life and property

Actions:

- Emergency Response: Continue the 911 system and explore additional emergency response coordination.
- Criminal Justice: Continue to explore consolidation of detention and criminal justice services and facilities. In the 1995 Report of the City / County Cooperation Project cooperative relationships were established, including prisoner detention, related services, and public building security.

  Kansas City, Jackson County and MARC have prepared audits and reports from citizen groups regarding the responsibilities of the City, County and region to address detention facilities and judicial processes. As a result, there is a basis for ongoing dialogue by the City regarding transferring or consolidating detention / correction expectations, as well as identifying administrative and operational functions that might be shared between Police Department and other City departments and the appropriateness of processing certain cases and sentencing certain offenders through the County Court system rather than the City system. Prior reports have also suggested further dialogue about a regional jail facility.

Initiative: Continue intergovernmental cooperation around the service priority of stewardship of capital assets.

Actions:

- Transportation: Pursue cooperative efforts under the leadership of MARC, who is the federally designated metropolitan planning organization for the region's transportation planning. In 1994, MARC was in the midst of restructuring the region's long-term strategic planning process as required by the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA). The purpose of this act was to help ensure a solid regional transportation system well into the 21st century. This long range planning looked at all forms of transportation including light rail. In 1996, following two years of this planning, adoption of Transportation 2020 happened. Its premise was that "all parts of the region must remain or become healthy". The proposal provided a policy outline for current and future transportation goals. In 1997, MARC initiated the Perimeter Transportation Needs Assessment (PTNA) to achieve area agreement on how best to address transportation concerns in the metro area. Other transportation studies conducted by MARC included the Major Investment Study (MIS) which took place in southern Clay and northern Jackson counties and Congestion Management System (CMS) which looked area-wide at issues of congestion and identified strategies for relief.

- Street Maintenance and Infrastructure Development: Continue discussions with the counties. The City of Kansas City and Jackson County, Missouri are working towards an interlocal agreement for street maintenance in selected areas around the metropolitan community since 1995. Clay and Platte Counties have met with the City to discuss Northland infrastructure needs.

Initiative: Continue intergovernmental cooperation around the service priority of the environment.

Actions:

- Continue organized dialogue on environmental issues under the direction of MARC. In 1994, MARC's Solid Waste Management

District worked on the Missouri side of the region to help communities with state mandated waste-reduction goals. By the end of 1994, the participating communities had reduced the land-fill waste stream by 20%. MARC staffs two area hotlines that in 1996 provided recycling information to over 9,000 callers. In cooperation with the National Resources Conservation Service, MARC has provided support to conservation efforts on both sides of the state line to communities on a variety of issues including the proper use of lawn fertilizers, disposal of hazard waste and mulching and seeding to reduce soil erosion. MARC has also provided a leadership role in implementing the metropolitan greenway proposal metro green.

- Continue to enter into interlocal agreements with other counties and cities. The City / County Cooperation Project recommended an interlocal agreement between Kansas City and Jackson County that would lead to a contract related to hazardous waste handling noting that none currently existed for the county. Jackson County and Kansas City continue to work on intragovernmental cooperation regarding the environment.

  Metropolitan-wide cooperation extends to utility service. The provision of water is the most notable example, with many suburban water districts buying water from Kansas City, Missouri. Individual jurisdictions continue to work on storm drainage and other issues of mutual interest.

Initiative: Continue intergovernmental cooperation around the service priority of securing economic opportunity.

The model by which all regional cooperation will now be compared is the passage in 1996 of the bi-state cultural district. This achievement is the result of long and aggressive efforts by city leaders and ordinary citizens alike who saw the need to cross geographic boundaries and build a project together. The first designated project of Union Station was a sentimental and geographically correct choice. The community will want to see how this project proceeds before this model can be used to fund other projects.

Action:

- Area Economic Development Agencies. Continue cooperative efforts with other jurisdictions, Kansas City Area Development Council (KCADC), and area businesses. Kansas City and Jackson County are also currently studying an interlocal services agreement for economic development that would provide better communication between the two entities and increase the ability of their joint efforts. The Clay and Platte County EDC's and Northland Chamber of Commerce have engaged in joint efforts.

  The KCADC continues to serve as an umbrella organization to coordinate economic development activity in the metro region. Area business, Chambers of Commerce and government have cooperated on supporting retention and attraction of corporate and non-profit headquarters and to promote the area internationally and as an anchor of the North American Trade axis.

  The KCADC or MARC should review direct competition between area communities to determine if that competition hinders or benefits the overall economic development.

Initiative: Continue intergovernmental cooperation and other public/private partnerships around the service priority of neighborhood livability.

Actions:

- Children's Issues. Continue to participate in community-wide efforts. Several years ago, Kansas City Consensus issued a report in which participants from the metro-wide area recommends that children be the focus of regional planning efforts. In that report, civic, community and corporate leaders stressed that focusing on the health and welfare of children is critical. Following that report, business, labor, government and foundations have worked together to support mentoring programs, and enhanced healthcare, family counseling, childcare, and educational and job activities. A partial listing of area wide efforts include the following: the Partnership for Children, is a joint project of the Heart of America United Way Inc. and the Greater Kansas City Community Foundation & Affiliated Trusts, to examine the status of children in the 5-county metro area and give an annual "report card". YouthNet is a network of all facility-based youth providers in Kansas City who coordinates their services and fund-raising efforts. The Community Foundations for Youth is a network of 65 community-based

partnerships representing 500 different organizations across the county working to advance the condition of children whose national headquarters is now in Kansas City. The metropolitan area leadership on behalf of children was just recognized at a recent conference on Children, Stand for Children and was also the site for a recent visit from Colin Powell as the leader for a nationwide initiative that would increase volunteerism with a specific eye towards working with our youth.

- Enhanced Enterprise Community. Continue to support and seek federal funding under the empowerment zone programs. In the urban core the Kansas City area continues to address the issues of the urban core without regard to jurisdiction in a bi-state cooperative method with expanded direction from the Enhanced Enterprise Zone. On an ad hoc basis there have been discussions, which FOCUS would want to formalize to link the urban core areas from Kansas City and Independence, Missouri; Kansas City, Kansas; and northeast Johnson County to discuss and address their common concerns.

Aspiration: Initiate on-going cooperative efforts on "region-shaping" opportunities for the metro-wide area.

Initiative: Expand regional discussions to include three basic components in transportation:

a) Maintenance and repair of existing roads and infrastructure.

b) Working toward an integrated intermodal system.

c) "Regluing" the region's transit system.

Transportation is a key issue to be resolved on a metro-wide basis and FOCUS can be the catalysis for discussion for which there is also a need for regional resolutions. As the area continues to be interdependent on all communities for transportation of employees, the elderly, etc., it is vital to develop a common metro theme as opposed to several independent projects. The existence of the KCATA lends itself to the basis for this project. Addressing the transportation concerns within the city of Kansas City can and should lead to an area-wide discussion of how these trans-

portation issues effect us as a community. FOCUS has looked at various public transportation goals that are compatible with growth issues and employers' concerns over labor transportation. Issues that are addressed by FOCUS also include maintaining the existing transportation infrastructure, and improving the intermodal network. The City Auditor reported:

> "Although KCATA was created to provide public transportation to the entire metropolitan area, more than 90 percent of its service is limited to the boundaries of Kansas City, Missouri. There is little coordination with transportation providers serving areas outside the city. Most passengers use KCATA because they lack alternative forms of transportation. As a result, the limited service area effectively prevents riders from using public transportation to benefit from employment opportunities occurring outside the city. Ironically these employment opportunities go unfilled, impacting on the region+s economic development. In 1980, KCATA provided transportation services to 11 local governments. By 1996, the system served only five of the jurisdictions."
>
> SPECIAL REPORT, KCATA: AN EFFECTIVE REGIONAL TRANSIT SYSTEM IS NEEDED, OFFICE OF THE CITY AUDITOR, KANSAS CITY , MO, MARCH, 1997.

It is the position of the FOCUS team that KCATA has the existing tools to address all of these issues on a metro-wide basis; however, there needs to be a dialogue with the organization to determine what financial or manpower limitations might hinder implementation. Additionally, an area of transportation that has not been addressed is the environmental impact the current system has versus what an improved system could provide. More "environmentally friendly" options can and should be explored for the region. Achieving regional transportation goals would address the core FOCUS issues of both the environment and the economic base of the community.

Actions:

- Regional transportation: MARC should review how all modes of transportation, including public transit, serve the regional transportation needs of the community.
- Public transit cooperation: A task force should be formed to review how public transportation can be coordinated beyond the

city limits. As a first step, there should be an effort to develop a "seamless" system in which the 3 area public transit providers (KCATA, Johnson County Transit (JCT) and Kansas City, Kansas (The BUS)), coordinate their fares, schedules, and service. They should then review the KCATA, bi-state structure to determine its viability to provide a leadership role in public transportation issues for the metropolitan area. The task force could also research light rail or fixed rail potential for the metropolitan community.

Initiative: Convene regional forum for dialogue on all regional amenities that should be considered for bi-state cooperation on a phased in, long-tern basis.

The bi-state cultural tax is the most talked about starting point for the discussion of metro-wide support of cultural and recreational amenities. While there is major debate about the process of funding these activities, there is less dispute about the particular ones to support. It is also this area that tends to invoke the strongest sense of "community" on a regional basis. The support of Union Station made that clear. The continuing process of this issue will be an important step towards the success or failure of regional cooperation. FOCUS has a real and rare opportunity to engage suburban communities in a dialogue about those activities that are the least stigmatized by geographic location. For some the next part of the bi-state will have a wait and see approach. If the fears, concerns and problems that were advanced by opponents never come to fruition than the viability of more projects becomes likely. How this is handled by principles within the Kansas City community is vitally important to the prospect of the next major project. Once some of the initial reservations are quelled, this question of regional amenities can take on bigger topics such as a regional park or greenway system. Ultimately, success in this area can set the metropolitan region up as a national cultural model.

Additionally, the region must look at cross-jurisdictional tax issues and how those decisions will be made. The process of metropolitan decision

makers related to growth issues needs to be examined relevant to its costs to the community and how that process can be inclusive of all metropolitan communities. Budget considerations and the tax base must be addressed as these region-wide activities take place. This area touches on a number of the FOCUS core issues: Stewardship of capital assets; the environment; the economic base of the community; and issues surrounding neighborhood livability are all affected by this topic.

Initiative: Continue cooperative actions of cities and related chambers of commerce with workforce availability and education.

We have already begin to notice the importance of providing an ample workforce with the needs of employers. This past spring saw the first cooperative effort of several area chambers of commerce to hold metro-wide job fairs to fill the void of employees. These cooperative efforts must continue as the region prepares to deal with governmental changes such as welfare-to-work and the effect of competitive economies. Recognition of the need to address worker training and job placement serves a dual purpose. It prepares and fills jobs that are currently going without in areas of the community in desperate need of workers. It also provides a much needed boost to a segment of the workforce that is either new to the job market or newly skilled for those positions.

In addition to filling jobs, the metropolitan community can be addressing worker training and education. Duplication of many of these services already exist and as we begin to view this area as one entity and work towards goals of transporting workers to the job needs, we will need to establish a consistent, efficient training program on a region-wide basis. Worker supply and job opportunities are truly a metropolitan need and therefore should be viewed in a metropolitan context for solution.

We believe there is an opportunity for the bi-state empowerment zone to contribute to this cause. Workforce readiness addresses the core issues of the economic base of the community as we work to achieve lower unemployment by giving our citizens the skills and the access to jobs.

Actions:

- Funding: Seek out specific grant funding and economic incentives to support communities in work force readiness.

- Transportation: Continue work on transportation issues related to providing employers with the available work force.

Initiative: Convene tightly structured, goal driven economic development policy forums which deal with the priorities of attracting and expanding key industries, and which address strategies to eliminate obstacles to continued economic growth.

The region needs to explore additional strategies for competing in the global economy not independently but as a part of an overall FOCUS strategy. The community has demonstrated it can cooperate to address a crisis or to seek an immediate financial opportunity. It also needs to come together around a longer term economic development strategies. Working together as a metro community, we can also attract more businesses and remain competitive with larger markets. A coordinated strategy eliminates local competition and directs efforts in a united front. A coordinated strategy also allows for longer term issues of utility and infrastructure support and workforce readiness to be in place in advance of a long term project.

Focusing on local successes and nurturing those programs that have potential will allow existing organizations to move forward and concentrate on specific regional goals.

KCADC, which has been involved in existing cooperative efforts, can take the lead. FOCUS core issues of stewardship of capital assets and the economic base of the community are impacted by this discussion.

Initiative: Begin discussions about consistent policy and application of development incentives between jurisdictions in the region.

FOCUS supports the use of incentives in Kansas City as a tool to encourage private investment and to achieve community objectives. The new process will include consistency, clarity, predictability, and accountability; an analysis of a project's relationship with FOCUS and other community objectives before granting incentives; and involvement of City boards and commissions, and the public, in the decision-making process. Kansas City will lead by example by the implementation of these policies. The process will not be effective, however, if adjacent jurisdictions follow different processes and don't apply like prioritization of incentives around shared community objectives. A regional dialogue was initiated by MARC to explore common concerns and to look at interjurisdictional cooperation on economic development.

A metropolitan Kansas City Alliance for Economic Cooperation serves as the basis to expand discussion and find mutual opportunities of support and adoption of local development policies. Continued input from the public and private sector is imperative to gauge the success of this mission. Collaborating with educational institutions, government agencies, service agencies, civic organizations and private sector entities in a series of ongoing forums to propose and set down economic development strategies in relationship to business recruitment, retention and expansion, and other issues that will improve the region's long term economic competitiveness.

The Kansas City Alliance for Economic Cooperation or other bodies could explore issues of overlapping debt per capita and the impact on bond ratings of local jurisdictions from their own economic development efforts. These points will continue to address the issues of securing economic opportunity for the region as well as the stewardship of capital assets.

Action:

- Strategic goals: Develop strategic goal-setting for the Kansas City Alliance for Economic Cooperation that involves input from all affected jurisdictions.
    a. Begin discussions of debt structure and ratings on all affected jurisdictions and the impact of capital improvements.
    b. Assessment of existing economic development incentives of metropolitan communities to determine overlap and negative competition impact.

Initiative: Promote discussions on metropolitan housing patterns between jurisdictions and the private sector.

This is an issue that involves not just local community involvement but work by the private sector as well. If FOCUS can be successful in obtaining participation by suburban communities across county and state lines, it will need to educate these communities on the advantages of structured housing growth. One of those advantages is to provide an ample workforce in proximity to employment. Part of that education will require

input and cooperation from home-builders willing to participate in the process. All of these actions cannot take place over-night but must be done simultaneously with all parts of this program.

Again, if FOCUS Kansas City can help give direction on dealing with these issues within its own boundaries first, then it can lead by example and make a strong case for why this will be successful metro-wide. An existing area of success is Kansas City, Kansas, where mixed-use development is being done successfully. If those participants can be brought on board to explain their methods and why the metropolitan area would be better served by a master plan that encompasses all communities rather than piece by piece, the plan is better served. Analysis of the area land use is essential in this dialogue as well. Support of suburban communities is important in this process. Rather than positioning an approach that dilutes success; FOCUS should seek to duplicate suburban successes. Issues surrounding neighborhood livability is the central theme of this discussion and essential to the goals of the FOCUS plan.

Actions:

- Develop best use / mixed use strategic plans that would upgrade and include existing housing developments and planned housing developments, and use to demonstrate the benefits.
- Develop incentives for public / private ventures to coordinate housing growth, direction and mix.

Initiative: Develop a mechanism to coordinate discussion about metropolitan area land use and growth.

The discussion of growth and land use are intimately tied together. As Kansas City begins to redefine itself and its approach to land use and development, it must help suburban communities recognize their issues as well. How the area grows sometimes begins with a simple question such as “Should we grow?”. The suburban communities are already wrestling with this issues and the time is right for a project such as FOCUS to help lead the discussion. FOCUS is addressing land use in the city in a detailed and comprehensive way. MARC may provide a mechanism for coordinating these decisions at the metropolitan level-from identifying the types and locations of land uses to encourage (and not emphasizing what we will prohibit) to defining activity centers and locations where the region will focus growth.

There should be a plan developed that would steer policy regarding land reclamation. Such a plan should identify, and encourage redevelopment

of, sites with environmental problems, including sites that are abandoned or unattended, dilapidated or dangerous.

For purposes of commercial land use discussion, the region's Empowerment Zones, should be instrumental in dialogues involving land-locked and under-utilized areas. Also, bringing in such organizations as the Northeast Johnson County Development and Retention Council and other business retention organizations can effectively address issues of growth management by the older communities in the metropolitan area.

Looking towards land use concerns of the residential sector, there are a number of organizations currently working on all aspects of neighborhood growth, character and development. Groups such as the Wyandotte County Economic Development Council's Neighborhood Cooperative and Kansas City's Neighborhood and Community Services Department's Heartland Area Neighborhood Development Symposium are truly advanced in the dialogue of promoting neighborhood livability.

Finally, in this area, FOCUS and the region would do well to look towards the issues raised and addressed by land use management in Portland, Oregon. The Urban Growth Boundary that has become the benchmark for land use discussions around the country has raised as many questions as it has answered and Portland is struggling, albeit successfully, with its management. This area of study is most closely associated with issues surrounding neighborhood livability but the economic base of the community is also impacted when commercial property is brought in for review.

Actions:

- Continued use of the Empowerment Zones in the metropolitan area for direction on commercial land use.
- MARC should study and report on how controlled land use growth has been handled by other regions (i.e. Portland, Oregon).

Citizenship Applications

Individuals, neighborhood organizations, businesses, institutions, and government all have a stake in the future of Kansas City.

From the beginning, FOCUS has recognized that citizens working in partnership with the City Government is the hallmark of an effective, forward moving community. For this to occur, Kansas City requires a government that actively supports this principle and engages the community in a Governance process.

On an ongoing basis, the City needs to listen and communicate with citizens, provide easy access and channels for citizens to get involved with City programs and activities, help citizens understand governmental processes, and most importantly, to fully and effectively integrate citizens into the City's decision-making processes.

Aspiration: Kansas City should establish innovative ways to listen, communicate with, and provide information to its citizens.

Communication and access to the information being communicated are the elements most critical for creating a well-educated, active, and informed citizenry that will create the connections between people and their government that the New American City demands. Information and communication can also help foster citizenship and provide information that will engage residents in what is happening at both City Hall and in the larger community. Because of its central role in fostering citizenship, the City will take the lead role in a partnership with private interests to establish a system of communication for and among people of Kansas City.

Citizens must be educated on an on-going basis regarding the state-of-the city, and the issues and needs of the community-not just at election time. This effort needs to involve presentations to neighborhoods in the Service Zones proposed by FOCUS, in a form that has significance and meaning to the average citizen.

Actions:

- Utilize FOCUS Centers and provide access to the information system through libraries, places of worship, schools, and other community locations. This should include information about proposed legislation and upcoming community issues, and the activities of City government and Boards and Commissions.

- Use technology tools in the dissemination of information to help gain citizen input plus allow for interaction between citizens and elected officials.

  T elevision Inform citizens through the Channel 19 Kansas City Illustrated concept and use Channel 25 to present educational information about ballot issues, and a quarterly report on City issues. Make tapes available in libraries, neighborhood centers and schools where the information can be viewed at other times and locations. In the future, install television interactive capabilities on Channel 25

  T echnology Use Star-Touch Technology to obtain citizen input on issues so that elected officials, appointed officials and City staff understand how citizens feel about issues. Include an electronic opinion tallying mechanism. Set up electronic mail to City Hall. Use the KCNET (information system network cataloging local skills, assets, interests) to increase the level of individual involvement in local decision-making and other government activities.

  Media Use neighborhood media to disseminate information about local issues. Develop ongoing contacts with “free” publication that serve specific neighborhoods. Encourage the Star and other newspapers to create a government activities section. Include a section on proposed zoning changes and hearing notices.

- A newsletter should be distributed within each area of the City to continually inform residents on the key issues affecting those communities, and to update citizens on the accomplishment of relevant FOCUS initiatives. Baltimore and Phoenix have developed newsletters that could be used as a model.
- An annual newsletter on FOCUS implementation progress should be distributed to the thousands of citizens who actively participated in the FOCUS planning process.
- Use existing resources (for example, Heart of America United Way’s INFO_LINE directory of human service resources) to help dispense information among citizens. The City should take a leadership role, but existing agencies doing this type of activity should also be used to inform citizens.

Aspiration: The City should develop new ways to form linkages to create a sense of community that includes people, neighborhoods, businesses and community groups.

Actions:

- Provide open forums where the opinions of residents can be heard, outside the regular channels of Council/Board meetings, study sessions, and legally required public hearings.
- Building on the FOCUS Community Anchors and FOCUS Centers strategies, the City should develop new ways for schools, places of religious worship, community centers, police stations and other public buildings to cooperate with, and get involved with, their surrounding neighborhoods.
- Building on the FOCUS Neighborhoods Prototypes Plan strategies, work with neighborhoods to find ways to improve their self-reliance, authority and strength. This can be done through training and information sharing and by better determining ways to provide services through neighborhood-based organizations, Community Development Corporations, and other public or not-for-profit organizations.

Aspiration: Kansas City should take the lead in removing barriers, including physical, attitudinal and economic barriers that prevent ongoing citizen involvement in the governance of their community.

Actions:

- Improve public confidence in City Hall - that the City can be trusted and that it operates in a ethical manner - by publicizing all Codes of Ethics for appointed, elected officials and City management, and continuing to inform the citizens of updates to those Codes and the implementation of the Red Flag recommendations.
- Inform citizens of specific steps the City has undertaken to make "citizen satisfaction" and "citizens first" a reality. Update citizens on the improvements derived from these initiatives.
- Develop community supported common goals that are supported by a decision making process that is inclusive. Provide citizens with a means of measuring accountability.

Issues facing cities are often very complex. Many Americans believe that public issues are framed in a way that seems to have no connection to

themselves. The complexity of issues makes current information systems often inadequate, and, in fact, citizens can feel inundated by the amount of information they must absorb. In many communities, including Kansas City, the lack of an overall vision for the community has led citizens to organize around "single issue" ballot initiatives that occur one time and disappear. Over the past five years, the majority of ballot initiatives that have passed in Kansas City have been such "single issued" initiatives. Citizens find it difficult to keep informed when there is an election every few months. That overwhelms the voter and also costs the City money. The goal is to increase voter participation.

- Demonstrate to citizens the new opportunities for participation, shared leadership, and influence that are proposed by FOCUS.

  In March, 1995, the International City Management Association developed a "Community Research Survey" to compare the perceptions of local citizens and appointed officials regarding opportunities for citizen participation in local government. Only 50% of citizens felt that elected officials showed a willingness to share leadership and decision making responsibilities and that the decision making processes in their communities were open.

  Citizens also were much less optimistic regarding the level of influence they held in community decision making. Just over a third agreed that there are many ways for them to successfully influence the choice of services their local governments provides, while a third disagreed with that statement.

- In addition to enforcing compliance with affirmative action efforts, the city should empower citizens by developing opportunities for persons representing a wide range of racial and economic backgrounds to participate in their government and local community.

Aspiration: Individual citizens should increase personal responsibility and commitment for all aspects of community life and make a positive informed involvement in governmental processes.

Actions:

- Adopt a Citizens' Creed for the residents of Kansas City to understand and agree to as individuals or as a member of a church, neighborhood, community or civic organization.

- Encourage qualified persons to seek volunteer, appointed, and elected positions and provide easy access to information on these positions to those who have interest.
- Reduce barriers to voter registration, explore mail-in ballots, and otherwise promote voting as a very important component of citizenship. Although thousands of individuals participated in the last 5 year FOCUS planning effort, a relatively low percentage of citizens discuss issues, attend community meetings, or attend Council meetings or Town Hall meetings. A low percentage of the adult population votes.
- While Kansas City has been able to pass individual tax increases for specific projects (airport, zoo, convention center, sewers, street lights, library), multiple use bond elections have not been successful. On some recent elections there has been a 2 to 1 rejection of tax increases. Voter turnout of recent single issue projects has been as low as 10%.

  At the same time, public confidence in the future of the city has also declined. Polls taken over the last decade have seen a continued decline in the number believing that the city is headed in the right direction, rather than the wrong direction.

Aspiration: The City should target citizen involvement among 12 to 14 year old youths while including all youth ages 12 to 17 in citizenship building activities to provide positive youth activities

Actions:

- Initiate a “Local Citizenship, Governance and Community” educational curriculum in the schools whereby students learn and understand the Citizens’ Creed and the importance of informed involvement in City affairs. Include the study and understanding of the FOCUS Kansas City Plan, and the role City government has in implementing FOCUS, in this curriculum.
- Involve youth in activities such as voter participation. Establish a goal that by the time they graduate from high school, each youth will be registered to vote.
- Ask young people to encourage their parents, teachers and other adults to vote in local elections. Help them understand that local elections have a direct impact on their daily lives.

- Initiate special student intern programs:

  Provide internships to give students opportunities to participate in their government, volunteer to help maintain City facilities, or help provide City services.

  Teach youth how to conduct resources surveys for preservation. The City might consider a summer program for this by starting in one neighborhood and then replicating the program in others.

Kansas City Citizens' Creed

Your role as a citize in Kansas City's future includes your commitment to the following:

To be willing to become involved and participate in the betterment of the city;

To be a good neighbor;

To be willing to learn about and develop an appreciation for Kansas Citians of diverse ages, backgrounds, cultures, religious beliefs, physical abilities, and language;

To be willing to become involved with the seniors of our community and to provide them with opportunities to continue to play a meaningful part in the community;

To live healthy lifestyles;

To be environmentally responsive;

To be law-abiding;

To be willing to continue to expand knowledge bases and to recognize the personal and community benefits of life-long learning;

To stay abreast of community issues related to the city's heritage, its present, and the community's future well-being;

To be willing to promote Kansas City in a positive manner to others;

To be willing to vote;

To be willing to lend volunteer support to city betterment causes and efforts;

and

To be willing to express yourself both positively and negatively to elected officials on important issues.

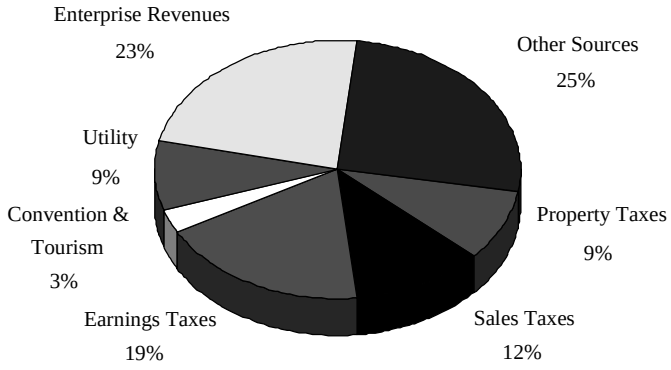
APPENDIX A

Current Financial Condition

Revenue Base

Unlike most cities, Kansas City benefits from a diverse revenue base and is not overly reliant on property taxes. The city's major revenue sources include: enterprise revenue, earnings tax, sales tax, grants, property tax, and utility tax. The following chart depicts the city's major revenues by source for fiscal year 1998:

Revenues By Source



Taxes and Revenues

The city's general municipal revenues, excluding enterprise rev-enues, are derived from a variety of means including: taxation, service charges, permits and fees, and intergovernmental grants to finance city services. Taxes are the largest revenue source for the City. Thus our diverse tax structure is the foundation upon which the city's fiscal health is built. A brief discussion of each major tax source follows.

Property Tax

Every person owning or holding real property or tangible personal property on January first of any calendar year shall be liable for taxes, with exemptions for certain properties, such as those used for govern-mental, charitable, educational and religious purposes. All taxable real and personal property within the City is assessed biannually by the county assessors.

Kansas City may levy taxes on all property, real and personal, within the city's corporate limits that are subject to taxation under the State of Missouri's constitution and laws. Real property, parkway, trafficway and boulevard taxes are collected by the City Treasury. These primary sources of property tax income are due and payable on the first day of September and delinquent on November first of the year in which levied. Interest accrues at the rate of one percent per month after the delinquency date.

Property taxes per $100 of assessed value for fiscal 1998 are:

Fund	Levy
General	$ .70
Public Health	.50
Museum	.02
Debt Service	.17
Total Levy	$1.39

In addition, there are parkway and trafficway levies on land value only at a rate of $.50 and $.25 per $100 of assessed value. The city also collects a boulevard tax for all properties located on boulevards at a rate of one dollar per linear front foot.

Business and individual personal, railroad and utility property taxes are collected by the counties on behalf of the city. The county collected taxes are due and payable on November first and are delinquent on January first of the next year.

The state legislature has enabled the city to increase the general purpose tax levy by ordinance to $1.00 per $100 of assessed valuation on property, assuming the combined levy does not exceed $1.50. The city currently levies $0.70 per $100 for general purposes. Collections for fiscal 1998 are expected to generate approximately $29.4 million.

Sales Tax

Sales tax collection is imposed on the seller for the privilege of selling tangible personal property at retail in the city. All persons purchasing tan- gible personal property are charged sales tax unless it is specifically excluded or exempted by state statute. Exempted items include prescription drugs, government agency purchases, farm machinery, and manufacturing equipment used to establish new or expand existing facilities.

The tax is collected at the time of retail sale and remitted directly to the state. State remittance schedules are based upon the level of retail sales. The state distributes the tax to local governments no later than the tenth day of each month for moneys deposited during the preceding month.

There are three one-half cent taxes on retail sales levied by Kansas City. The first sales tax was levied in 1971 for public mass transportation and must be reauthorized by the state legislature every two years.

The second sales tax was approved in 1973 for assistance to school districts. When it was renewed by the voters in 1988 for 12 more years, its purpose was expanded to include capital improvements. Beginning in 1994, the one-half cent reverted from assistance to school districts to the city with 75 percent going to fund city-wide capital improvement projects through debt financing and 25 percent to pay-as-you-go neighborhood projects.

The third one-half cent sales tax was levied in 1983, was also renewed in 1988 for 12 years, and was dedicated to capital improvements. Combined, all three sales taxes are expected to generate approximately $86.4 million during fiscal 1998.

Use Tax

The use tax applies to all purchases of tangible personal property outside of Missouri for use in Missouri. Any purchase that would have been subject to Missouri sales tax had it been purchased in Missouri is subject to use tax.

Use tax rates are:

4.225% state use tax
1.500% local use tax
5.725% total Missouri use tax

The intent of the use tax is to "level the playing field" for Missouri businesses by charging use tax on goods not subject to Missouri sales tax. The local portion of the use tax became effective July 1, 1992. The local use tax was constitutionally challenged in March 1996 and was later reaffirmed by local vote in August of 1996. The Missouri Department of Revenue collects the tax for both the state and local entities. The state distributes the tax to all local taxing authorities who levy a sales tax. Each jurisdiction's share is based on the proportion of local sales tax generated by that jurisdiction. With ordinance 942106, the City Council has directed this revenue to capital improvements projects. Collections for fiscal 1998 are expected to generate approximately $9 million. However, current collections are being held in abeyance until the appeal process is exhausted.

Earnings and Net Profits Tax

Withholding and Wage Earner

This is a one percent tax on earned income such as wages, commissions, tips, and other compensation. Items such as interest, dividends, pension income, and unemployment are not taxable. All residents are subject to the tax on earnings whether or not employed in Kansas City. Nonresidents pay the tax on earned income while working in the city. Employers in the city are required to withhold the tax. Employers outside the city may withhold the tax as a benefit for Kansas City, Missouri resident employees. Taxpayers who have the tax withheld on their entire taxable earnings are not required to file a return. Nearly 92 percent of the tax is collected through employer withholding. Taxpayers who have not had the tax withheld file an annual return due on April 15th for the previous calendar year.

Earnings tax was implemented in fiscal year 1964 at a rate of one half percent and increased to one percent in fiscal year 1972. Frequency of remittance is based upon size of payroll and ranges from weekly to quarterly. There are approximately 500,000 employees who have this tax withheld from their earnings and 40,000 wage earners who file individual returns. Recent legislation in Jefferson City concerning deferred compensation will reduce revenues by an estimated $1.0 million to $2.0 million each year. Total revenue for withholding and wage earner taxes will be approximately $118.9 million for fiscal year 1998.

Net Profits

A one percent tax is imposed on the net profits of businesses. Self-employed residents pay the tax on net profits earned from services or work performed both within and outside the city. Self-employed nonresidents pay the tax on the percentage of work performed in the city. Corporations pay the tax on net profits earned from activity in the City and allocate local activity through a three factor formula based upon gross receipts, property, and payroll. In a global economy, corporations can allocate profits to offices located outside of Kansas City thus reducing profits tax collections

Self-employed individuals file annually on April 15th. Corporations file either on April 15th, if operating on a calendar year basis, or 105 days after the end of a fiscal year. There are approximately 40,000 profits tax accounts. Estimated revenues for this tax for fiscal year 1998 will total approximately $18 million.

Utility Tax

Utility taxes consist of license fees and franchise taxes on electricity, natural gas, telephone, cable television, and steam usage within the city.

The license fees and taxes are remitted directly to the city on monthly and quarterly schedules by utility companies. Business and residential customers are individually assessed based upon gross receipts generated from service usage. While these fees and taxes apply to the utilities, the Missouri Public Service Commission granted utilities the authority to pass-through the charges to the customers. Utility tax rates are as follows:

Electric, gas and telephone	
Residential customers	9%
Commercial and industrial customers	10%
Cable television	5%
Steam	4%

Utility taxes are expected to generate $64.2 million during fiscal 1998 with electric power accounting for more than 50 percent of the total. Factors which impact utility revenues include weather patterns, federal deregulation policies and rate changes. There is minimal natural growth in gross receipts generated from electric power, natural gas, and telephone services; fluctuations in weather are largely responsible for significant increases or decreases. Compared to utility rates in the state, Kansas City's rates are high. Utility taxes are approximately nine percent of general municipal revenues.

Convention and Tourism Tax

The convention and tourism tax is imposed on the seller for the retail sale of prepared food or for the rental of rooms for transient guests. The convention and tourism tax is collected by businesses along with sales tax at the time of purchase. The tax applies to all retail sales from restaurants and other food establishments, including caterers, and hotel and motel room rental charges. Sales tax is remitted to the State of Missouri, while the convention and tourism tax is paid directly to the city. Remittance schedules are based upon the level of retail sales and range from weekly to quarterly.

Convention and Tourism tax rates are:

Food establishment sales	1.75%
Hotel and motel room sales	5.50%

There are approximately 75 hotel/motel accounts subject to the convention and tourism tax and 1,000 food establishments. The restaurant tax is expected to generate $10.9 million during fiscal 1998 while the hotel/motel tax will generate $10.2 million during the same period.

Occupational License

Occupational license is a fee collected for the right to conduct business in the city. The fee is paid by business types that are listed in the city charter. Certain occupations are exempt from municipal licensing by state statute. Many business types which didn't exist when the occupational license ordinance was adopted are not required to have a license because they were not named in the charter.

The method used for calculating the license is dependent upon the nature of the business. Licenses may be based upon different gross receipts schedules, flat rates, or specific schedules based upon volume of business. There are approximately 100 different fee schedules, flat rates, and other methods for calculating the license fees due.

Businesses pay for the licenses annually, in February. An application for a license is accompanied by a payment of the estimated amount of fee due for the current year's business. This estimate is based on last year's actual gross receipts or other basis. For fiscal 1998 this fee is expected to generate $14.0 million.

State Motor Fuel Tax

The State of Missouri currently imposes a tax of $0.17 per gallon of fuel purchased within the state for the purpose of propelling highway motor vehicles. Fifteen percent of the net proceeds from this tax are distributed to incorporated cities within the state. The rate per gallon will return to the 1992 rate of $0.11 beginning April 1, 2008. Kansas City is expected to receive approximately $11 million during fiscal 1998 from this source.

Gaming Revenues

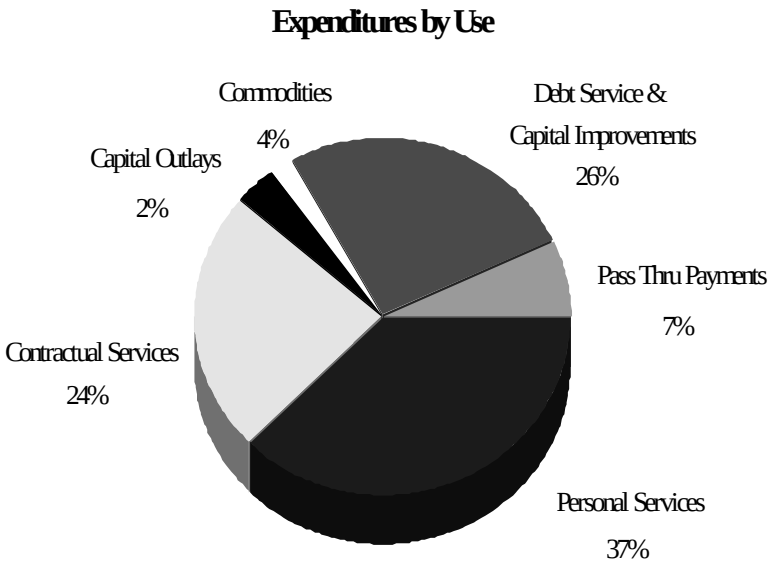
There are currently five casinos in the metropolitan area and three are within the Kansas City limits. These revenues are generated by river boat gaming. The casinos pay a gaming revenue tax and collect an admissions fee. The gaming revenue tax represents 30 percent and admissions fees represent 70 percent of gaming revenues. These revenues are administered by the state and remitted to local municipalities monthly. The city receives 2 percent of gross gaming revenues and one dollar per person admitted to the boats. The city expects to receive $11.6 million from this source during fiscal 1998. With ordinance 950505, the City Council directed all casino related revenues to deferred maintenance and capital improvement projects. This revenue stream has less than a three year history and is volatile. In recent years, there have been efforts to eliminate the admissions fee which would reduce this revenue significantly.

Expenditure Base

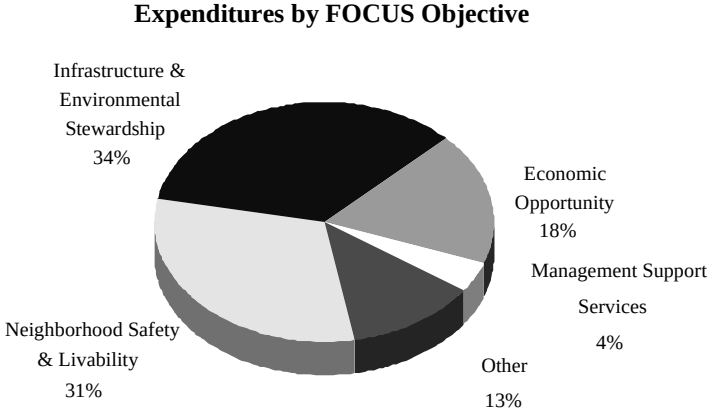
The revenues collected by the city are expended in various ways. City expenditures can be subdivided into categories based on their use. The following charts depict city expenditures by use and by objective.

Personal services expenditures represent 37 percent of the total budgeted expenditures for fiscal year 1998. Debt service and capital improvements represent 26 percent of the total with contractual services at 24 percent.

The next chart groups expenditures by FOCUS objectives. The objectives include: Neighborhood Safety and Livability, Infrastructure & Environmental Stewardship, Economic Opportunity, Management Support



Services plus an additional category entitled Other which includes debt service and contingent appropriation. Infrastructure and Environmental Stewardship represents the largest share of the expenditures by objective at 34 percent. Neighborhood Safety and Livability also captures a large share at 31 percent.



Financial Forecast

Using the current revenue base, the expenditure patterns of the city, and a forecast of economically sensitive variables it is possible to project revenues and expenditures for a given period of time. Since the 1980's, Kansas City has been preparing a financial forecasting model using econometric modeling. The latest forecast undertaken in the Fall of 1996 and presented to the City Council in the winter of 1997 has been viewed as a precursor to the budgeting process. The latest forecast indicated that unless revenues grow faster than expenditures a negative imbalance would occur for the next five years.

By state law, the City of Kansas City, Missouri must have a balanced budget. Previous forecasts have also projected structural imbalances which occur when recurring expenditures are greater than recurring revenues. The projected imbalances were rectified by increases in existing revenue streams such as the state motor fuel tax; the addition of new revenue streams such as the Medicaid incentive program and the local use tax; and by using one time revenues or sources such as: closing inactive funds, offering an early retirement incentive program or increased revenues due to a robust economy. Another historical method of correcting the imbalances was the use of one-time revenue streams to fund on-going expenditures.

The latest forecast projects a structural imbalance for the next five years. Funds included were general, east park, west park, community centers, zoo, motor fuel tax and convention and tourism. Results indicate average annual revenue growth of 2.9 percent and expenditure growth of 3.1 percent. For fiscal 1998, $2.0 million of the imbalance is due to one-time expenditures; the remaining imbalance, $5.9 million, carries forward to future years. The $5.9 million represents a structural imbalance that is estimated to grow to $10.4 million for fiscal 2002.

Forecast Imbalance
General Fund and General Fund Supported Funds
1997-98 Adopted Budget
(in millions)

	1997-98	1998-99	1999-00	2000-01	2001-02
Revenues	$366.3	$376.9	$387.5	$398.4	$412.3
Net Transfers	(17.0)	(18.5)	(20.5)	(22.1)	(24.2)
Expenditures	(357.2)	(366.7)	(376.4)	(388.1)	(398.5)
Imbalance	$(7.9)	$(8.3)	$(9.3)	$(11.8)	$(10.4)

Multi-year forecasting has been used to measure the impact of external economic and demographic factors on city operations and finances. The forecasts have helped to identify potential funding problems, illustrate historical patterns, focus on long range policy implications and assist in long term financial planning. It is anticipated that this barometer of the city's financial condition will continue to be used. As of this writing, the city council is considering legislation that will set a calendar for review of the city's financial condition in light of the annual budgeting process. The financial forecast remains one of the elements listed in this piece of legislation.

Debt Position

Debt position is another important element to consider in the overall mix of city finances. The prudent use of debt financing permits the opportunistic and timely construction of long-term capital improvement projects. From a long-range perspective, it is important to manage debt position within the context of the city's overall financial position in order to minimize borrowing costs and preserve access to credit markets.

The best way for a city to manage its debt position is to maintain and, if possible, improve its general obligation bond rating. Currently, Kansas City has an Aa3/AA rating as reported by Moody's Investors Service and Standard and Poor' Ratings Group. In order to make prudent investment decisions, market participants rely heavily on the credit evaluation information prepared by the rating agencies. The market's reliance on this information, in a very large sense, shapes the debt parameters for a community.

According to the Government Finance Group, "the rating agencies examine four general areas when evaluating overall credit quality including: debt position, financial position, economic condition and the strength of local management". Moody's Investors Service states, "that no one factor is considered to be the most important; however, one element may take on more importance than others because it represents a particular strength or vulnerability for the credit".

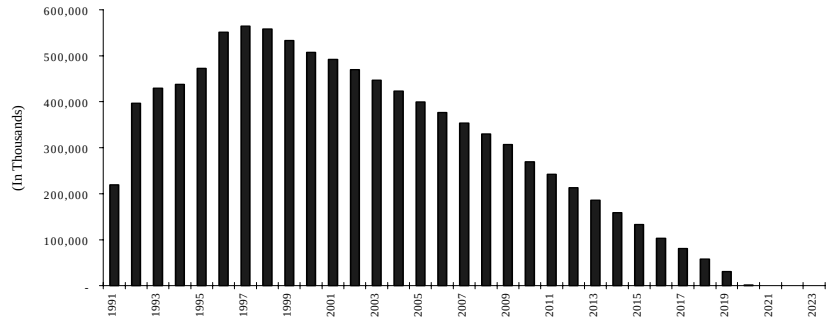
Kansas City's general obligation bond rating was reaffirmed by Moody's in January of 1997 as an Aa3. The report stated that the city managed its finances well, lived within its means due to conservative budgeting and had made positive additions to operating reserves. Also mentioned was the city's substantial and varied tax base. The city has experienced modest growth in taxes and a decline in unemployment.

Debt levels were cited as being significantly above comparable norms but were deemed manageable. However, due to the city's heavy reliance on lease-revenue debt which is ultimately secured by the general fund, "further issuance will be monitored to evaluate any potential effect on general fund performance".

The city's net direct debt outstanding is the amount of a community's tax supported debt exclusive of bonds supported by public enterprise operations. For Kansas City, this includes three primary categories of debt: general obligation, lease-revenue and limited obligation bonds. As of April 30, 1996, Kansas City had approximately $550 million in net direct debt.

Of the net direct debt, approximately $90 million was issued as general obligation debt while lease revenue bonds accounted for approximately $360 million or nearly 65 percent of debt supported by general municipal revenues. Additionally, another $90 million in limited obligation debt had been approved for projects supporting area hotels and other civic projects. The following graph depicts the city's current net direct debt outstanding (plus an additional $110 million in general obligation bonds approved to purchase and improve the streetlight system) without the addition of any bonds currently under consideration.

Net Direct Debt Outstanding



Credit Industry Benchmarks

Credit rating agencies review the city's debt on both an overlapping and net direct basis. Overlapping debt includes all debt issued by jurisdictions (i.e., counties, school districts, junior college, etc.) who share the

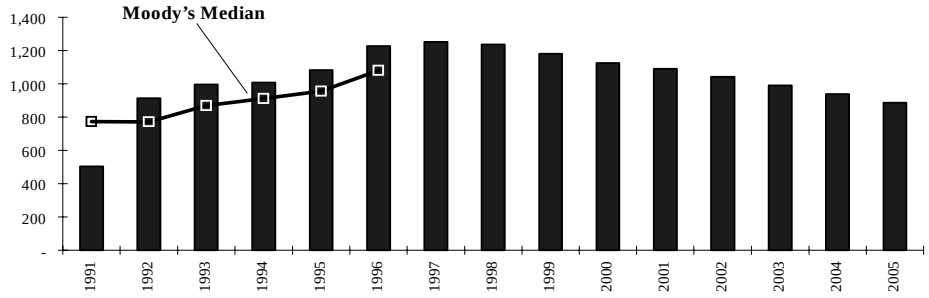
common tax base; net direct debt includes only the city's debt. The following credit industry benchmarks are often used in analyzing debt position:

- Net Direct Debt Per Capita
- Net Direct Debt as a Percent of Market Value
- Net Direct Debt Service as a Percentage of Operating Expenditures

The first two benchmarks are based on outstanding principal at year end and the third benchmark is based on annual debt service. Through close evaluation of these benchmarks the city can evaluate its debt position and set acceptable debt parameters to ensure the flexibility needed to meet the capital improvements needs of the community. As the numerators (debt) and denominators (other factor) for each of these ratios are subject to change over time, the graphs that follow project the city's credit benchmarks until the year 2005 without the addition of any bonds currently under consideration.

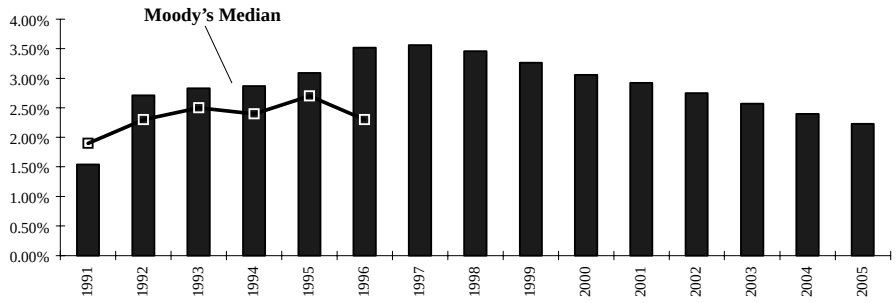
Net direct debt per capita measures a community's debt burden in relation to its population. The ratio is calculated by dividing net direct debt by population.

Net Direct Debt Per Capita



Net direct debt as a percent of market value measures the burden that all tax-supported debt places on a particular tax base. The ratio is calculated by dividing net direct debt by market value.

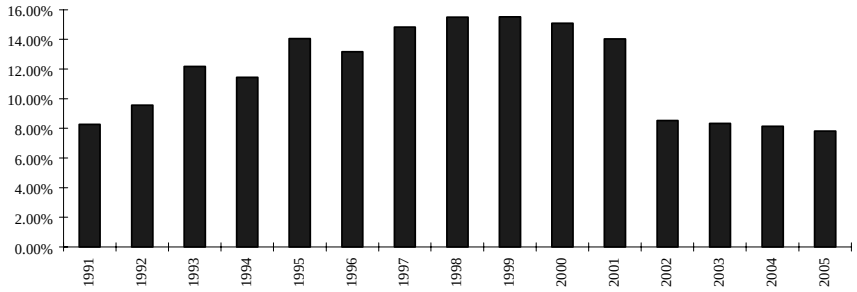
Net Direct Debt as a Percent of Market Value



Assumption: True Mkt. Value growth at 1.5%

Net direct debt service as a percentage of operating expenditures measures the burden that servicing a jurisdiction's debt places on the operating budget. The ratio is calculated by dividing annual net direct debt service by total expenditures. Moody's does not publish a median for this benchmark.

Net Direct Debt Service as a Percentage of Operating Expenditures



Assumption: Gen. Mun. Exp. growth at 3.0%

Current Debt Position

Societal factors and the need to accomplish major projects led Kansas City to its current debt position. During the 1980's, citizens in a number of jurisdictions voted in revenue caps to legislatively restrain tax increases —the most famous of which were Proposition 13 in California and Proposition 2 1/2 in Massachusetts. In Missouri, the Hancock Amendment serves largely the same purpose as it forces most tax and fee increases to a public vote.

While these caps may have reflected the mood of the country at the time, they make it very difficult for governments to both maintain high levels of service and provide for necessary capital improvements. Often a choice is made between funding long-term capital investment out of current revenues or providing essential services.

Additionally, credit rating agencies while recognizing the difficulties of managing financial resources within these constraints are very reserved in assigning premier ratings to governments within these jurisdictions. Further, financing infrastructure through increasing local taxes is consistently the least attractive alternative to public officials. Kansas City's proposals to raise taxes have been rejected by voters during the last decade.

In order to accomplish their communities' capital improvement objectives, public officials started to rely on lease financing to pay for large new projects and major rehabilitations of public facilities. This type of financing became very popular because it does not require a vote, as do general obligation bonds, and does not constitute a borrowing as defined by many state laws. It is, however, subject to an annual appropriation or lease payment which serves as the underlying credit. Ownership of the facility or property reverts at the end of the lease term or once the lease-revenue bonds are paid off.

Kansas City began its trend toward a reliance on lease financing by creating the Kansas City Municipal Assistance Corporation (KCMAC) in 1984. Internal Revenue Service Ruling 63-20 allowed the city to create this not-for-profit corporation for the purpose of issuing tax-exempt bonds for the lease purchase of equipment and facilities. Under the auspices of KCMAC, the city has issued bonds to improve Bartle Hall, Kemper Arena, Brush Creek, Truman Medical Center, Blue River, and many others.

Policy regarding the addition of new lease debt has largely been on a per project financing basis. If the revenue stream pledged to pay debt service is deemed adequate to ensure the annual appropriation, then often the financing is approved. Upon consideration of factors that are used to evaluate an entity's creditworthiness, the manner in which they interact and the weighting given to each, it may become increasingly important to consider each capital financing decision within the framework of the long-range financial plan. In support of this goal, city staff will perform a comprehensive analysis of the city's debt position on an annual basis and as a part of each community impact statement. Legal or moral obligations will be considered in the same manner as any other city debt issues.

APPENDIX B

A Perspective On Taxation

The billing and collection of taxes is a necessary function of government. Revenue derived from tax payments dictates the amount and / or composition of the services that a governmental entity may offer its community. From public safety to infrastructure, tax moneys pay the salaries, buy the supplies and equipment and meet the contractual needs of a city. As plans are being made regarding the long-range operating and capital needs of the community, a similar review process must be undertaken to ensure the sustainability and viability of the municipal tax system.

Every city in the country has its own unique blend of factors which make up its character including: infrastructure, education, crime rate, arts and humanities, cost of living, employment outlook, etc. A prospective new resident or chief executive officer must weigh all of these factors together when evaluating a city. Consideration of the tax system is part of the decision-making process as well.

Ideally the tax system is fair, equitable, easy to administer and accessible. Additionally, as the tax base changes, the system should be flexible and / or responsive enough to keep up with the service demands of the community. The long-term goal for the city's tax system is to maintain that dynamic tension necessary to ensure that taxes are set at the appropriate level and in accord with the needs of the community.

The section that follows details information on the city's current tax environment for both individuals and businesses. It focuses on the

concepts of tax burden (percent of income dedicated to taxes) and tax distribution to provide insight into the city's tax position relative to its peers on a regional basis. Additionally, a discussion on the Mayor's Task Force on Occupational License Review is included to provide insight into reform efforts of one of the city's more onerous taxes.

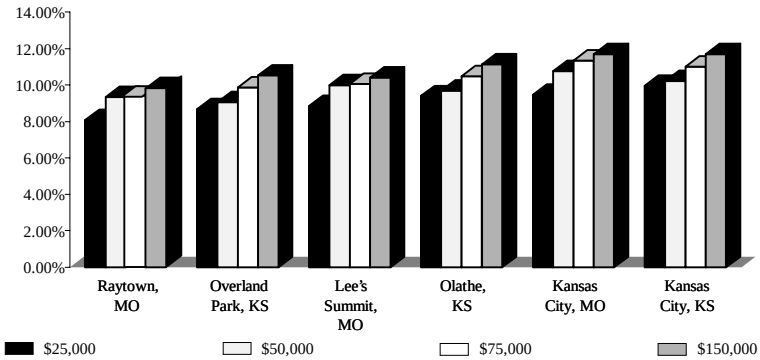
Tax Burden

Tax burden includes the taxes that an individual or business pays to the city, other local taxing districts and the state. For purposes of the studies, federal taxes are excluded as they are the same in all jurisdictions. The following section contrasts the City's tax burden to five other municipalities in the metropolitan area, compares three school districts and examines the jurisdictional tax components of the city. A comparison of Kansas City to regional cities may be found in the Individual Tax Burden Study and the Business Tax Burden Study.

Individual Tax Burden

The individual overall tax burden study includes income and earnings taxes, sales taxes, motor fuel tax and property taxes. Locally, Kansas City's tax burden for individuals at all income levels is the second highest in the comparison group. When all income levels are taken into account, Raytown has the lowest effective rates ranging from 8.08 percent to 9.83 percent and Kansas City, Missouri has the second highest ranging from 9.62 percent to 11.25 percent. The most significant factor affecting Kansas City's ranking is the earnings tax. Kansas City is the only local city with an earnings tax which is levied on all residents and non-residents who live and work within the corporate city limits. It is estimated that 45 percent of the tax is paid by non-residents.

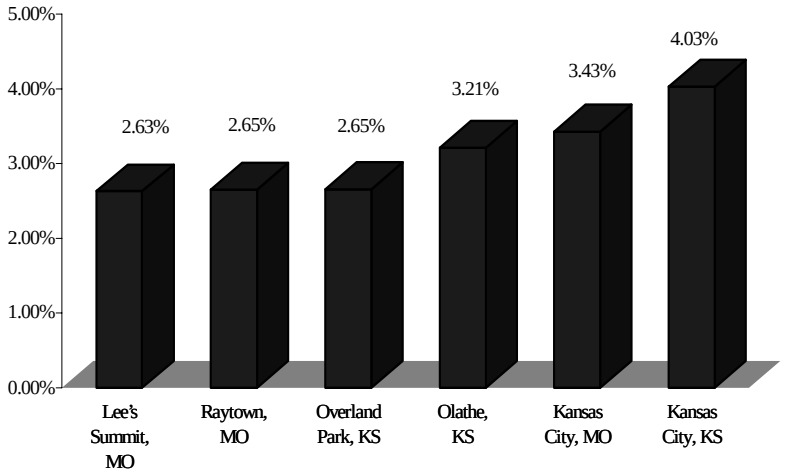
Individual Tax Burden



Business Tax Burden

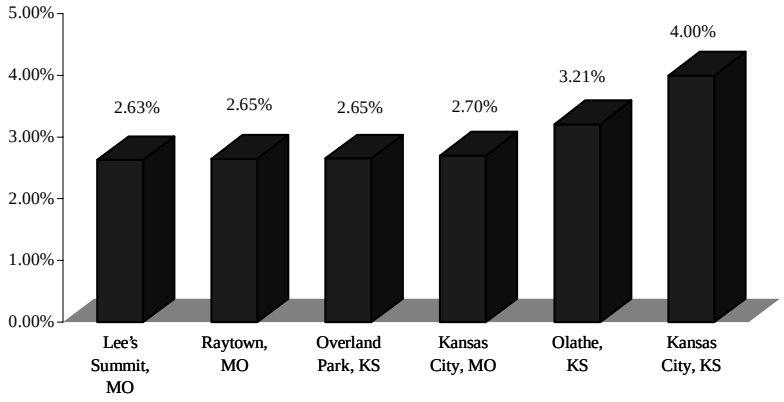
The business tax study includes income and profits taxes, business license fees and property taxes. Business tax burden is measured based on the type of firm, and businesses have been grouped in two large categories: manufacturing / retail firms and professional firms.

Manufacturing/Retail Firms



When the overall tax burden of manufacturing / retail firms in Kansas City is compared with that of other municipalities, Kansas City has the second highest tax burden. Professional firms would have the third highest tax burden. The primary difference is that there is no business license fee for professional firms.

Professional Firms



Individual Tax Distribution by Jurisdiction

Although the overall tax burden for Kansas City, Missouri residents is not low when compared to other cities, a critical question is how much of that tax burden does municipal government control. Tax distribution by jurisdiction for the four income levels indicates that the City of Kansas City represents from 17 percent to 22 percent of the overall tax burden. It also indicates that as income increases the percent of the burden related to Kansas City decreases.

Individual Tax Burden by Jurisdiction
Percent of Burden Based on Income Levels

Jurisdiction	$25,000	$50,000	$75,000	$150,000
State Of Missouri	46%	56%	57%	61%
City Of Kansas City, Missouri	22%	19%	18%	17%
Kansas City Missouri School District	***23%***	***18%***	***18%***	***16%***
Jackson County	***6%***	***5%***	***5%***	***4%***
Transit Authority	***3%***	***2%***	***2%***	***2%***
Total	*100%*	*100%*	*100%*	*100%*

Business Tax Distribution by Jurisdiction

Tax distribution for businesses indicates that professional firms pay 19 percent of their total taxes to the City while manufacturing / retail firms pay 37 percent. Although the percentage differs based on the type of firm, changes to the tax structure within Kansas City would have to be substantial in order to change the overall tax burden when compared to other municipalities in the metropolitan area.

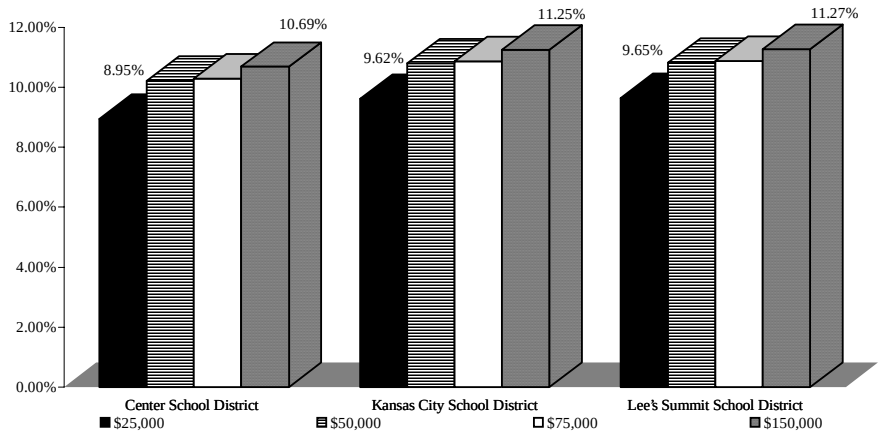
Business Tax Burden by Jurisdiction

Jurisdiction	Mfg. / Retail Firms	Professional Firms
State Of Missouri	17%	22%
City Of Kansas City, Missouri	***37%***	***19%***
Kansas City Missouri School District	38%	48%
Jackson County	8%	11%
Total	**100%**	**100%**

Individual Tax Distribution by School District

Even within the city limits, tax burden varies across the 13 school districts. In order to provide additional insight, a comparison follows of the school districts with the lowest and highest levies to that of the Kansas City, Missouri school district.

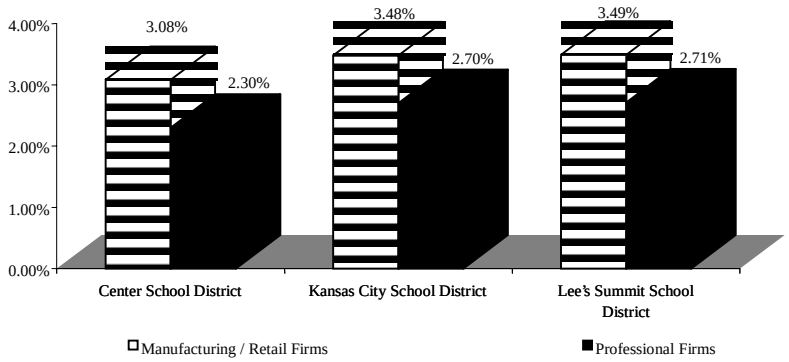
Individual Tax Burden



Business Tax Distribution by School District

Using the same methodology, it can be seen that the manufacturing / retail firms would be taxed higher than the professional firms because of the business license fees and the taxes would differ based on the school district as well.

Business Tax Burden



In summary, tax burden is a complex concept. Based on the local cities included in the study, Kansas City has a high tax burden for individuals as well as businesses. Because of the flat rate structure, local taxes tend to be regressive in nature. Small reductions in the city's share in the overall tax burden will not significantly change Kansas City's ranking with local municipalities because Kansas City does not represent a majority of the taxes paid by individuals or businesses. In spite of these complexities, changes to the taxing structure should be considered as plans are made to sustain the viability and enhance the quality of life in the City. These plans must be made with consideration given to the acceptance of taxes by the voters, tax distribution and equity, elasticity and also the ease of local administration.

Mayor's Task Force on Occupational License Review

A review of the occupational license by representatives of nine Kansas City businesses from June to August of 1996 took into consideration some of the concerns that were previously mentioned in reviewing the city's occupational license system. This group of business representatives were charged with the task of developing a proposal to either simplify or replace the city's occupational license.

Among the findings of the task force were that the current system was inconsistent, inequitable, inefficient, and expensive to administer. Further, it is based on ordinances which have been in effect since the 1950s and does not take into account changes in the business environment in the last 40 years. As a result, many businesses started since then are not required to obtain licenses.

The task force considered five alternatives to the current system. The first alternative was to broaden the scope of the current occupational license ordinance by adding those businesses not named in the charter which are currently not subject to the tax. A statute enacted by the Missouri legislature now makes that possible. The second alternative was to revise the ordinance so that all businesses subject to it would pay on the basis of gross receipts. Currently, approximately 85 percent do so with the rest paying flat or fixed fees which are generally lower than fees based on gross receipts. The third alternative was to replace the occupational license with a tax based on a percentage of gross payroll. The fourth alternative was to eliminate the occupational license and to replace it with a higher profits tax rate. The fifth alternative was a head tax which would replace the occupational license. With this alternative, businesses would pay a flat rate per employee.

The task force was provided with information from 21 other cities, both in the region and outside but of comparable size, as to the taxes and licenses imposed by those jurisdictions. After reviewing and discussing these options, the task force recommended that:

1. The occupational license system be eliminated;
2. The profits tax rate for companies doing business in Kansas City, Missouri be increased to no more than 1.3 percent (currently 1.0 percent) in order to make up the revenue lost by the elimination of the occupational license system, with a minimum profits tax of $250 annually imposed for each business; and
3. The administrative savings from the elimination of the occupational license system be targeted toward the support and collection of the profits tax.

The task force pointed out the following benefits for the business community to be derived from their recommendation:

1. An inequitable tax which is difficult to administer would be eliminated;
2. There would be a minimal increase in the most equitable business tax;
3. Every business would be subject to a minimum tax; and
4. Tax revenue would be maintained but not increased.

The recommendations of the task force have not been pursued by the City. The utility taxes are part of the occupational license chapter of city ordinances and, because of the questions being raised about deregulation of utilities, the city is pursuing options and opportunities to offset any reduction in revenues. As this is new territory, the city is working with other local governments and at the national level to develop strategic approaches

When the utility taxes are excluded, the occupational license as viewed by the committee represents approximately two percent of general municipal fund revenues. To understand fully the revenues generated in order to support city services, this report includes a brief synopsis of the city's current financial condition.

APPENDIX C

Best Practices

In recent years, several cities across the United States have implemented measures similar to those recommended by FOCUS. The Governance Work Team studied best practices in other cities and incorporated successful concepts into the Governance Plan. This section highlights successful initiatives in other cities, such as Indianapolis, Indiana; Phoenix, Arizona; Scottsdale, Arizona; and Charlotte, North Carolina to provide insight to the implementation of FOCUS recommendations.

Indianapolis, Indiana

Neighborhood Empowerment Initiative

The City of Indianapolis initiated several programs to enhance its neighborhoods. Several of these strategies are described below.

- Monthly neighborhood forums were started to give residents and opportunity to meet the Mayor and other members of the administration to discuss issues, express their opinions about City services candidly, and formulate ideas about ways to improve their communities.
- Township administrators and coordinators were identified to provide geo-based services and act as conduits between the City and the neighborhoods.
- Neighborhoods were required to compete for funding. Neighbor-

hoods were forced to create more active neighborhood organizations and the City administration involved neighborhoods in planning programs under the Building Better Neighborhoods program.

- The City used the Adopt-A-Median program as a way of encouraging neighborhoods to work together. The program fostered teamwork among groups and it saved the City thousands of dollars in maintenance costs.

Review of Regulatory Commissions

In July 1992, the City of Indianapolis created the Regulatory Study Commission (RSC) to review proposed and existing regulations of the City. Since its inception, the RSC is estimated to have saved the City and businesses between $20 million and $50 million. The commission follows the principle that regulations should be used as a tool to achieve a policy objective only as a last resort. The following common sense guidelines are used as general tools to assess the usefulness of a regulation:

- The cost of a regulation should be no greater than the benefit it creates for the community.
- Regulations must be simple, fair, and enforceable.
- Regulations must be written to ensure the disposition of the minimum possible constraints upon businesses and individuals.
- Regulations must never exceed existing federal or state standards unless there is an overwhelming, compelling, and uniquely local reason.

Core Services Analysis of City Services

To determine whether competition is desirable, the City administration performs what is called "core service" analysis. Services, such as fire protection, that relate to the government's core mission are distinguished from those that are ancillary to the government's central policy concerns, such as microfilming. Competition is considered more desirable when it is not part of the City government's core mission.

The "Core Service" analysis allows the City to focus on tasks that government does well and gets the City out of businesses that are performed better by the private sector.

Economic Development Initiatives: Brownfield Developments

The City's economic development initiatives have concentrated on reducing the structural impediments of government, providing basic services more efficiently, and holding the line on taxes. One component of the City's massive infrastructure rebuilding program involved the development of brownfields, which are undeveloped areas quarantined because of suspected environmental contamination. Brownfields are unsightly and many were located in neighborhoods and had become havens for crime.

The City purchased several brownfield areas and provided tax abatements and other incentives to companies that were willing to cleanup and develop the property. The Environmental Protection Agency gave the City a $200,000 grant to redevelop brownfields and return them to productive use.

Other economic initiatives include: the development of programs that assist small businesses with relocation to Indianapolis, the creation of the Small Business Ombudsman Office, and a variety of minority and women business initiatives.

Scottsdale, Arizona - City Shape 2020

Neighborhood Enhancement Strategies

Scottsdale's residential and commercial neighborhoods are a major defining element of the community. The City had developed a guiding concept that emphasizes the importance of individual neighborhoods in determining the quality of life for Scottsdale residents. To ensure that a high quality of life is maintained through the year 2020, the City adopted the following strategies:

- Scottsdale will integrate public safety into the design of neighborhoods.
- The City will enhance the attractiveness of neighborhoods by integrating them with and linking them to public amenities such as greenbelts, open spaces, parks, and Downtown.
- The City addressed neighborhood edges, especially those adjacent to major streets and areas of commercial development.
- The City encourages the blending of new and existing housing.
- The City designated historic neighborhoods to reinforce City character and enhance property values.

- Scottsdale identified mature neighborhoods that may benefit from revitalization and / or redevelopment and is pursuing reinvestment through public projects, along with private and individual initiatives.

Economic Development Strategies

The strength of Scottsdale's economy has enabled the City to provide a high level of service to its residents at a relatively low cost through tourism and sales tax subsidies. In order to maintain its economic advantage, the City adopted a balanced economic development program. Some of the strategies that were included as part of the City's economic development program included the following:

- The City plans to enhance the local tourism industry by providing for a comprehensive tourism development strategy.
- Scottsdale will continue to form community and regional partnerships as the best means of dealing with critical issues and emerging opportunities.
- The City will encourage a variety of housing types and densities in new development if they foster neighborhood identity.
- The City will ensure that any new areas being considered for annexation or development support not only the economic goals of the City but also the priorities of the community.
- The City will support advanced uses of technology that support telecommuting and alternative transportation modes.

Preservation Strategies

Scottsdale is committed to the effective management of the City's finite and renewable environmental, economic, social, and technological resources. In order to maintain or improve current levels of service, environmental quality, economic vitality, and access to amenities that contribute to the City's quality of life, Scottsdale adopted the following strategies.

- The City will plan and promote the orderly building of infrastructure.
- Scottsdale will encourage development patterns where land uses and locations are compatible and supportive of alternative transportation modes such as bicycle systems and pedestrian ways.

- The City will promote partnerships to accommodate the efficient use of resources, land and services.
- The City has identified future needs and will secure land for future public facilities, such as libraries, water treatment plants, parks, street right-of-ways, and public safety services.
- The City is encouraging mixed used developments that allow people to live, work, and play in the same general area.

Phoenix: Organizational Improvement

Citizen Surveys

The City of Phoenix surveys citizen satisfaction every two years. An outside professional constructs, implements, and analyzes the survey, which covers a broad range of services and issues. Results of the surveys are then used to track the City's responsiveness to dissatisfaction over time. The City also provides "How Are We Doing" cards at all public service counters. Departments track responses to identify strengths and weaknesses in front-line delivery services.

Increased Communication

The City of Phoenix initiated a newsletter called Champions in 1990. Champions fosters an interactive process in the form of surveys, letters from the City staff, and "how to" examples. Champions is distributed six times a year. A focus group then meets after each issue of Champions is published to discuss strong and weak points of the issue.

Other initiatives in Phoenix include:

- Development and distribution of videos about the City
- Large scale employee events to increase esprit de corps among City workers, last year more than 5,000 attended the City's Vision and Values celebration at the Civic Plaza
- The city conducts management forums every four to six weeks among city employees. The forums are voluntary, informal, citywide gatherings of employees who are employed in management or interested in management positions. A typical forum is held in the afternoon and is attended by 40-60 employees who get an opportunity to discuss issues across departmental lines while communicating face-to-face with the City manager.

- The Quality Board was established in 1993. It consists of front-line supervisors, management, executives, and administrative personnel with diverse backgrounds. The Board's mission is to advise the City manager about organization learning, change, and areas for improvement. The Board monitors pilot tests, results indicators, and other organizational improvement strategies.

Employee Involvement

The City of Phoenix measures how well the City's Visions and Values are being adopted by City employees through an employee survey that is regularly sent to 500 of the City's employees. It asks employees if they are aware of the City's Vision and Values and how strongly they agree or disagree with various initiatives the City has undertaken.

The City also implemented a new streamlined performance evaluation system and initiated various quality process improvement teams throughout the organization.

City Of Charlotte, North Carolina

Guidelines for Services Contracting

In 1994, the City of Charlotte, North Carolina significantly altered the way the City provides services to the City's residents. Goals and highlights of the City's guidelines for Services Contracting included the following:

- Services currently provided by the City or by private service providers are reviewed on an on-going basis to ensure that service providers are held accountable and that services are delivered to citizens in an efficient manner.
- The City Council systematically reviews City services to determine the appropriate level of service to be provided and whether or not the service should be provided by the City or private forces.
- The City Council assesses the relationship of a service being provided by the City and those being considered for competition from private sources in the context of other City priorities and policies through specific procedures established by the city.
- The City adopted "Employee Impact Statements" as routine process for evaluating the impact that changes in the way the City delivers services to Citizens will effect City employees.

- The City adopted a cost elimination plan based on a set of fixed, variable and semi-variable costs. The plan is designed to eliminate avoidable costs related to a service contract during the first annual budget period of the contract.

Guidelines for Asset Management

The City of Charlotte, North Carolina also developed guidelines for asset management. Goals and highlights of the City's guidelines for Asset Management include the following:

- The City evaluates various levels of asset privatization for all new capital projects as it plans, builds, or acquires additional public facilities and assets.
- The City improved management of existing assets by selling / donating non-buildable land, packaging and marketing existing property for sale, determining the current or future "public purpose" of the City's existing property, and reviewing alternative ownership and property management options.
- The City Council uses the benefits of any sale of assets to support established City policies and goals.

APPENDIX D

FOCUS City Funding Sources And Initiatives Matrix

This appendix provides information on the city's current financial condition, including the structural imbalance, potential changes in tax rates and tax base, and operational issues. Additionally, options to enhance existing tax revenues and/or tax and revenue alternatives are explored.

Included as well is a FOCUS Initiatives Matrix that lists the initiatives and actions of the other six FOCUS plans for which the City has responsibility. This matrix identifies the FOCUS component plan that the initiative came from, whether it is an operating or capital cost, what type of initiative it is, and if it should be initiated before the year 2000 or 2005.

Items for Consideration

Structural Imbalance

A structural imbalance refers to a financial condition resulting from the inability to cover the cost of recurring expenses with a recurring revenue stream. As previously stated, the latest forecast indicates that a structural imbalance exists If not eliminated, the structural imbalance, by its nature, will grow over time. Therefore, the financial plan assumes that actions shall be undertaken to eliminate the structural imbalance.

These actions do not preclude expenditures for the city being greater than the recurring revenues generated within a given year. The use of one-time revenues may be used to cover the cost of one-time expenditures. For example the city may use a one-time revenue to cover one-time capital improvement or equipment expenditure. Another example would be debt financing where expenditures may exceed or may be less than recurring revenues generated in a given year.

Changes in Tax Rates and Tax Base

Kansas City has undergone many changes in its tax base and tax rates. There are two major events that shall affect the city's existing revenue stream within the next 25 years. The first is the expiration of two of the one-half cent sales taxes on December 31, 2000. This may result in a one percent reduction in the sales and local use tax rates. The rate for local use tax is based on the sales tax rate. The city has financed capital projects using the sales and the use taxes. Based on the initiatives included in the six plans it is assumed that renewal of the sales taxes will be undertaken and the local use tax would not be affected. The potential revenue loss is $69 million based on current collections.

The other major event is the deregulation of the electrical utility industry. As of this writing, federal legislation allows for the purchase of electricity from the lowest-priced source at the wholesale level. The same capability is anticipated at the retail level. As a result, large end-users of electricity will have the option to purchase power supplies from companies outside of the jurisdictional boundaries of Kansas City. Those purchases, when made from a non local-supplier, would not be subject to the city's franchise fee. However, any strategic planning should take into consideration a possible change in the utility tax base. In the end, the competitiveness of the local companies in selling services to a broader range of clients beyond Kansas City's boundaries will be a strong determining factor.

Operational Issues

FOCUS aims at the vitality and health of Kansas City as a city of the future. As part of that vitality and health the state of the infrastructure is of major importance and is a recurring theme in the initiatives and actions that are defined. In defining the types of costs involved in undertaking the plan most of the operating costs are defined as those that could be done with existing resources (See Appendix). However, certain initiatives may result in increases in costs that will have to be recognized. Most notably are development strategies that have an effect on police, fire, and environmental services.

Enhancing Existing Tax Revenues

Property Taxes
General Purpose Levy
The general purpose levy could be increased by $0.10 per $100, raising approximately $4.2 million in additional revenue. This would be a positive revenue enhancement in that the tax would fall evenly across all income groups. The Law Department is reviewing whether this can be undertaken by ordinance or whether a vote of the people would be required.

Two-Rate Tax
Another property tax enhancement option is to double the tax on land (exclusive of improvements) to spur in-fill development. This option would require changes in several state laws and a vote of the people. As the current combined property tax levy is $1.39 per $100 of assessed valuation the new rate on land would be $2.78. At the current assessed valuation, the increase in revenue to the city would equal approximately $10.2 million.

Sales Tax

In addition to the seeking renewal of the two existing capital improvement one half cent sales taxes the city has the ability, if voter approval is gained, to levy an additional one-half cent for capital improvement purposes (RSMo 94.577).

RSMo 644.032, allows for a one-half cent sales tax, subject to voter approval, for the purpose of storm water control or local parks or both. One quarter cent would be dedicated to storm water control and the other quarter cent would be dedicated to park purposes.

RSMo 94.600-94.655, allows for a one-half cent sales tax, subject to voter approval, for transportation purposes including streets, roads, bridges, public mass transportation, airports, etc..

Each one-half cent would generate approximately $28.8 million in additional revenue.

The sales tax, though falling disproportionately on the poor, is considered an acceptable tax by most people because it is paid in small increments over time. A sales tax increase would be a positive revenue enhancement for the city because it is economically sensitive, state administered and exportable.

Use Tax

Any enhancements in the overall sales tax rate would proportionately affect use tax revenues. A one-half percent increase in the use tax would generate approximately $3 million annually.

Earnings and Net Profits Tax

The earnings tax is currently levied at its maximum level. To increase the earnings tax, enabling legislation from the state would be required and voter approval would have to be given. Gaining state enabling legislation and voter approval may be difficult because the tax is resented by both residents and non-residents. Though increasing this tax would require greater efforts by the city than other revenue sources, the financial gains would make this a worthwhile endeavor. An increase of one-half percent on earnings would raise approximately $60 million in additional revenue with almost half of the tax burden being exported to non-residents. In addition, the earnings tax is economically sensitive and easily administered.

The net profits tax is that part of the earnings and profits tax that applies to businesses. Like the earnings tax, an increase in this tax would require both state enabling legislation and voter approval. Though difficult, increasing this tax would be beneficial to the city. A one percent increase would produce approximately $18 million in additional revenue. In addition, the tax applies to businesses only and is economically sensitive.

Utility Tax

An across the board one percent increase in the electric power, natural gas and telephone utility tax rates would generate approximately $6.4 million annually in additional revenues.

Convention and Tourism Tax

A one percent increase in the restaurant tax rate would generate approxi-

mately $6.2 million in additional revenues and a 1.5 percent increase in the hotel / motel tax would generate approximately $2.7 million in additional revenues. While the hotel / motel tax is almost totally exportable, much of the restaurant tax is paid by residents of the city.

Increasing the convention and tourism taxes would require state authorization as the current rate is the maximum allowed under state statute. The voters of Kansas City, Missouri would also have to approve any increase in these taxes.

Occupational License

Presently, the city's occupational license is a mixture of different rates and schedules based upon gross receipts and flat fees. Establishing one or a very limited number of gross receipt tables by broad business categories would make the license simpler to administer, would create equity between like business types and would raise approximately $3 to $4 million in additional revenue. Voter approval would be the only requirement to institute these changes.

State Motor Fuel Tax

The currently imposed a tax of $0.17 per gallon will return to the 1992 rate of $0.11 per gallon beginning April 1, 2008. It may be impractical at this juncture to recommend an increase at the state level; however, a local option is covered in the Tax and Revenue Alternatives Section that follows.

Trafficway Maintenance Special Assessment

The trafficway maintenance special assessment is established in the city charter to provide funds for repairs and maintenance of the city's trafficways. As stated in the Current Financial Condition section, the present levy rate is $0.25 per $100 assessed valuation on land value only. This special assessment is expected to raise $1.85 million during fiscal 1998. The city council can increase the rate on this source to any amount it deems necessary with voter approval. Doubling the current levy rate to $0.50 per $100 assessed valuation increase would provide $1.85 million in additional revenue for trafficway maintenance.

Park Maintenance Special Assessment

The park maintenance special assessment is established in the city charter to provide funds to maintain, adorn, construct or repair the city's parks, parkways and boulevards. As stated in the Current Financial Condition section, the present levy rate is $0.50 per $100 assessed valuation on land value only. This special assessment is expected to raise $3.7 million during fiscal 1998. By vote of the people the rate can be increased for the

above stated purposes. Doubling the current levy rate to $1.00 per $100 assessed valuation would provide $3.7 million in additional revenue for park maintenance.

Motor Vehicle License Fee

Kansas City requires that all residents of the city pay a motor vehicle license fee of $12.50 per vehicle per year. The fees are available for use by the park department for parkway, boulevard or facilities uses. The license fees are billed annually by the counties as part of the personal property tax bills. The city is expected to collect approximately $3.7 million from this source during fiscal i1998. By vote of the people the rate can be increased for the above stated purposes; doubling this source would provide an additional $3.7 million in additional revenue.

User Fees

Polices could be established to determine the extent to which fee supported services should be subsidized. When practical the service would be fully supported by a fee. Circumstances that lead to the exception of the policy would be identified. If this approach is undertaken, the revenue would be earmarked for the delivery of the service it supports and would be increased or decreased based on the continuing cost of the service. Funds from this source would not be available to support other general operating programs. In those cases where a new fee should be assessed voter approval would be required.

OPTIONS FOR TAX REVENUES FROM EXISTING SOURCES

TAX/FEE TYPE	TAXPAYER POPULATION	RATES CURRENT	RATES MAXIMUM	RATES PROPOSED	Change in Current Rate Requires: State Legislative Authorization	Change in Current Rate Requires: KCMO Voter Approval	Adopted Budget FY 98	Additional Revenue FY 98
Property Tax:								
General Purpose Levy	Individuals & Businesses	$.70/$100	$1.00/$100	$.80/$100	X		29,452,280	4,207,460
Two Rate	Individuals & Businesses	$1.39/$100		$2.78/$100	X	X		10,200,000
Sales Tax	Individuals	1.5%	3.0%	2.0%		X	86,424,000	28,808,000
				2.5%		X		57,616,000
				3.0%		X		86,424,000
Use Tax	Individuals	1.50%	2.0%	2.0%		X	None	3,000,000
				2.50%		X		6,000,000
				3.00%		X		9,000,000
Earnings and Profits Tax	Individuals	1.0%	1.0%	1.25%	X	X	118,900,000	29,725,000
				1.50%	X	X		59,450,000
				1.75%	X	X		89,175,000
				2.00%	X	X		118,900,000
	Businesses	1%	1%	1.25%	X	X	18,000,000	4,500,000
				1.50%	X	X		9,000,000
				1.75%	X	X		13,500,000
				2.00%	X	X		18,000,000
Utility Tax - Power	Residential	9.0%	9.0%	10.0%		X	38,200,000	1,226,984
	Commercial	10.0%	10.0%	11.0%		X		2,704,560
Utility Tax - Gas	Residential	9.0%	9.0%	10.0%		X	12,152,000	828,766
	Commercial	10.0%	10.0%	11.0%		X		461,776
Utility Tax - Telecomm	Residential	9.0%	9.0%	10.0%		X	11,400,000	550,506
	Commercial	10.0%	10.0%	11.0%		X		639,540
Utility Tax - Cable	Businesses	5.0%	5.0%	6.0%		X	2,266,000	453,200
Utility Tax - Steam	Businesses	4.0%	4.0%	5.0%		X	200,000	50,000
Convention & Tourism Tax - Hotel/Motel	Individuals	5.5%	5.50%	7.00%	X	X	10,200,000	2,754,000
				8.50%	X	X		5,610,000
				10.00%	X	X		8,364,000
Convention & Tourism Tax - Restaurant	Individuals	1.75%	1.75%	2.75%	X	X	10,918,000	6,223,260
				3.75%	X	X		12,446,520
				4.75%	X	X		18,669,780
Occupational License (85% of accounts are taxed on gross receipts)	Businesses	.09%	.09%	.125 %		X	14,000,000	5,460,000
				.15%		X		9,380,000
				.175%		X		13,160,000
				.20%		X		17,080,000

Tax and Revenue Alternatives

As options to help fund FOCUS initiatives, several potential new tax and revenue sources are examined in this section. A number of these options are presented in summary format from a previous report entitled Long Range Outlook — 1991, as prepared by the Budget and Systems Division of the City Manager's Office. Many of the "new" options available then are still viable. All of the options add to either an individual's or business' tax burden and must be considered in that context.

City Motor Fuel Tax

Article IV, Section 30a of the Missouri Constitution enables incorporated cities to levy an additional tax on all motor fuel purchased within the city limits for purposes of propelling highway motor vehicles if a two-thirds majority of voters approve. The proceeds from this tax must be used solely for construction, reconstruction, repair, maintenance, policing, signing, lighting, or cleaning of roads and streets. Two positive features to this tax are that it would be state administered and exportable. A potential negative is that it may fall disproportionately burdensome.

Front Foot Tax on Trafficways

Section 356 of the City Charter authorizes imposition of a frontage tax on property on or abutting trafficways. The city is not currently imposing this tax for trafficways but has a frontage tax on property on or abutting boulevards and parkways. Voter approval would be necessary before this tax could be imposed. Use of the revenue generated from this source would be limited to maintenance, repair, signage, cleaning and policing of trafficways.

Taxation of Fiber Optics

The city may seek to impose taxes on the growing fiber optics industry. One method of would be to charge a fee to a fiber optic company based upon the number of feet of fiber optic line in the public right of way. Another method used for taxing fiber optics would be to impose a tax on gross receipts of a company. The administration of this method is quite difficult in that many companies do not separate their receipts by type thus an audit must be conducted. Taxation based upon gross receipts is being challenged by companies on the basis that the company is a utility and thus exempt from this form of taxation.

Amusement or Entertainment Tax

An amusement or entertainment tax is a tax on all manner and forms of entertainment, including but not limited to: concerts, carnivals, circuses, amusement parks, movies, and athletic events, where a monetary charge is made for services other than tangible property or specific personal

professional services. The benefits to Kansas City of this tax are that it would fall mostly on the upper income groups who can afford to attend concerts, athletic events, amusement parks, etc. and would be exportable to non-residents.

Voter approval would have to be gained before imposition of this tax could occur. An additional concern is that the current lease agreements for both the Royals and Chiefs do not allow an additional surcharge on tickets. And finally, the city already levies a user fee on all tickets at its convention and entertainment center facilities.

Sale of Public Assets

In order to provide a one-time capital infusion, some municipalities consider the sale of public assets (i.e., business operations, buildings, land, equipment, etc.). For Kansas City, the selling of the airports or the water and sewer services would generate money on a one time basis but would mean the loss of the regular annual profits these facilities now produce. All gains would be net of outstanding debt obligations.

Additionally, the sale or factoring of delinquent tax liens is another strategy employed by cities in need of quick capital. State legislation may need to be changed for the city to sell its delinquent property tax bills rather than settling up through lien sales or other legal means.

Payroll Tax

A payroll tax is a tax on businesses based upon their annual gross payroll. St. Louis currently has a payroll tax in addition to its earnings and net profits tax. It is resented by businesses but no more so than the net profits tax and is a viable alternative to raising that tax. A payroll tax would fall heaviest on labor intensive businesses such as those in the service industry. On the positive side, a payroll tax would be economically sensitive, fair and easily administered.

Head Tax

A head tax is a flat rate per employee, such as $25, which each business would pay based on the number of employees. A $25 per employee head tax would generate approximately $11.9 million in fiscal year 1998. This is an uncommon tax today and would be particularly unpopular with labor intensive businesses. Its growth would be dependent on the expansion of the number of jobs.

Federal and State

The city has a number of methods to enhance its operational and capital outlook through participation in and / or lobbying for increased federal and state aid.

Grants
The city currently applies for and receives federal and state grants for uses ranging from health programs to capital improvements. As a strategy, the city should seek, apply for, and effectively administer its grant programs.

Low interest loan pools
As an alternative to grants, many state and federal agencies are now offering the opportunity to participate in low-interest loan programs. The city should seek opportunities to participate in these programs when proven to be cost effective.

Revenue sharing
Many states, foreseeing the negative impact that the loss of federal revenue sharing would have on municipalities, instituted for the first time or increased state revenue sharing programs in the 1980's. While all but three states in the union have some form of revenue sharing the amount and the sources vary widely. The city may wish to seek legislation to garner a larger share of state funds.

Community Improvement Districts (Chapter 67, RSMo)
The Community Improvement District Act authorizes creation of a special benefit district to allow private parties to assess and tax themselves for community improvements and services. A petition to create a community improvements district (CID) must be approved by the governing body of a city and must specify the size, area, and duration of the district, the maximum rate of taxes which may be imposed, and the method and maximum rate of assessment.

The CID may issue revenue bonds to pay for any authorized purpose, payable out of any or all revenues. Revenue sources to pay for improvements may be authorized by petition or vote of qualified voters. Potential revenue sources include: property taxes, special assessments and business licenses.

Special Business Districts (Chapter 71, RSMo)
Cities are allowed to form special business districts (SBDs) upon petition of at least one property owner. A business district must be formed by ordinance of the city in order to establish the district and define its limits.

Prior to the establishment of a business district the City Council must have a survey conducted and an investigation for the purposes of determining the nature of and suitable location for business district improvements, the approximate cost of acquiring and improving the land there-

fore, the area to be included in the business district or districts, the need for and cost of special services, and cooperative promotion activities, and the percentage of the cost of acquisition, special services, and improvements in the business district which are to be assessed against the property within the business district and that part of the cost, if any, to be paid by public funds.

The SBD may issue revenue and / or general obligation bonds to finance improvements with a qualified vote of the residents and all owners of real property. Special assessments on real property form the revenue stream to fund any debt obligation of the SBD.

Neighborhood Improvement Districts (Chapter 67, RSMo)

Neighborhood improvement districts (NIDs) may be formed by the governing body of the city if a petition is signed by property owners of record of at least two-thirds by area of all real property within the proposed district or approved by them through an election. The city may incur NID debt not to exceed 10 percent of its assessed valuation.

The property owners within a neighborhood improvement district would be required to pay the debt and principle payments on any bonds issued through annual special assessments. Shortfalls in assessment revenue would be made up by the general revenues of the city. This law provides a way for residents to receive desired public improvements with the cost of the project being spread over a number of years, making improvements more affordable.

Impact Fees

A number of methodologies exist to ensure that the additional operating and maintenance costs to the city created by new development are met. One such method is the use of impact fees. The city could take a more proactive role in expanding its use of impact fees to shift the burden and service costs onto those who create the need. An impact fee strategy could be adopted to incent development in areas adjacent to already developed areas or provide a negative incentive to do otherwise. The city would need to work very closely with the development community to obtain their input in building the most equitable impact fee system.

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 1: Expand parks, boulevards and open space network	Citywide				■			■
Initiative 2: Protect and retain historic sites and structures	Citywide	■	■		■			■
Initiative 3: Protect unique/sensitive natural areas	Citywide		■	■			■	
Initiative 4: Enhance waterways, protect floodplains and reduce flood risks	Citywide		■	■			■	
Initiative 5: Guide development to respond to the natural terrain	Citywide	■		■			■	
Initiative 6: Promote air quality initiatives	Citywide	■		■			■	
Initiative 7: Maintain water quality by protecting aquifers and surface water bodies	Citywide		■	■			■	
Initiative 8: Promote livable neighbhorhoods and quality urban design	Citywide	■		■			■	
Initiative 9: Address risks posed by hazardous waste sites and urban brownfields. Develop new financial mechanisms to mitigate priority problem areas.	Citywide	■			■		■	
Initiative 10: Promote clean economic development: market the city's environmental quality and attract clean industries.	Citywide	■			■		■	
A. Consolidate all prior plans dealing with strategic citywide open space issues including the Metro Green Plan, the Parks and Boulevards Plan, the Missouri Riverfront Plan, and the Metro Bikeway Transportation Plan.	Citywide	■			■		■	
B. Expand the open space network into outlying suburban areas of the city by purchase or use of conservation easements.	Citywide	■			■			■
C. Expand citywide awareness of historic buildings and sites within the open space network using published walking tours, historic markers, wayfinding trails, guided tours, and school curriculum.	Citywide	■			■		■	
D. Implement an information and technical assistance program to aid businesses in attaining and maintaining good air quality.	Citywide	■			■			■
E. Recognize floodplains through specific tools such as best management practices (BMP) guidelines, down zoning, conservation easements, transfer of development rights, and development clustering incentives.	Citywide	■		■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
F. Support regional and federal efforts to implement the Missouri Aquifer Groundwater Protection Plan.	Citywide	■		■			■	
G. Establish base data to measure and locate possible contamination sources in floodplains and aquifer recharge areas, including septic systems, and agricultural and urban runoff. Establish remediation priorities based on data results.	Citywide	■			■		■	
H. Designate "areas of critical city concern" to provide enhanced protection to unique, threatened natural resources, habitats, or scenic areas.	Citywide	■			■		■	
I. Protect identified "areas of critical city concern" and other natural areas through incentives or mechanisms including tax abatement coupled to land dedication, conservation easements, collaboration with the Conservation Foundation, ...land endowments	Citywide	■		■	■			■
J. Designate protected view sheds that offer unique vistas, and require design review to minimize development impacts through clustering or other means.	Citywide	■		■				■
K. Identify and designate key habitat areas and corridors and encourage development practices which sustain wildlife, where appropriate.	Citywide	■			■			■
L. Develop a public education initiative to promote sustainable development and land management practices	Citywide	■		■			■	
M. Use Brownfields programs and incentives to reuse vacant industrial zoned land served by public infrastructure that may have contaminated soils or other problematic features	Citywide		■		■		■	
Initiative 11: Accommodate all modes in the construction of the city's arterial street and boulevard system	Citywide		■		■			
Initiative 12: Complete the missing gaps in the arterial street and boulevard system and construct new improvements which serve the priority development areas	Citywide		■		■			■
Initiative 13: Develop a local collector system to relieve the arterial street system	Citywide		■		■			■
Initiative 14: Expand the parkway and boulevard system	Citywide		■		■			■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 15: Develop a comprehensive street maintenance program	Citywide	■	■		■			■
Initiative 16: Develop a city light rail/transit corridor system	Citywide	■	■		■			■
Initiative 17: Promote transit as an integrated transportation mode	Citywide	■					■	
Initiative 18: Develop a bikeway system that serves communter and recreational travel	Citywide		■		■			■
Initiative 19: Promote alternative transportation programs which reduce transportation demand	Citywide	■			■		■	
Initiative 20: Prioritize transportation projects in developed and emerging development areas	Citywide		■				■	
Initiative 21: Develop and implement a comprehensive circulation funding program	Citywide	■			■			■
A. Revise the City's street standards to accommodate automobile, transit, bicycle, and pedestrian modes. Develop a retrofit plan for existing facilities.	Citywide	■			■		■	
B. Develop level of service standards for all modes including automobile, transit, bicycle, and pedestrian.	Citywide	■			■		■	
C. When appropriate, require a traffic impact study for future public and private developments which address all transportation modes and their levels of service	Citywide	■		■			■	
D. Adopt multi-modal oriented development design guidelines for new development and rehabilitation. Require bicycle and pedestrian oriented multi-modal transportation elements in neighborhood design and planning.	Citywide	■		■			■	
E. Improve pedestrian access / linkages to transit, by prioritizing the construction of sidewalks along transit corridors and connecting to transit stops.	Citywide		■	■			■	
F. Create Transit Impact Zones including financial incentives to retain and attract businesses and to encourage more dense, mixed-use, and compact development.	Citywide	■			■		■	
G. Modify engineering standards for intersection design to require pedestrian safety measures for streets	Citywide	■			■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
H. Develop access control plans for major existing and emerging corridors.	Citywide	■			■			■
I. Develop funding and prioritization programs which allocate resources in the cost-effective and equitable manner and which take into account all modes.	Citywide	■		■			■	
J. Integrate traffic calming mechanisms into transportation design and planning	Citywide	■		■				■
K. Modify signing of the freeway interchanges within the Downtown Loop	Citywide		■		■		■	
L. Establish pedestrian standards which promote street life and pedestrian activity.	Citywide	■			■		■	
M. Develop a parking authority or commission which will promote shared use of parking between day and evening uses and develop pricing strategies to promote transit.	Citywide	■			■		■	
N. Promote a citywide mobility program to encourage commuters to use car/van pools and public transit.	Citywide	■		■				■
O. Develop a comprehensive Northland transit plan	Citywide		■		■		■	
P. Continue seeking transit operating assistance funding from the Missouri legislature	Citywide	■				■	■	
Initiative 25: Extend sewer service to developed areas that are not currently served or have inadequate capacity	Citywide		■		■			
Initiative 26: Expand the role of Kansas City as a regional utility provider.	Citywide		■	■				
Initiative 27: Review funding mechanisms and rates for water, wastewater, and storm water.	Citywide				■			
Initiative 28: Enhance and broaden storm water management	Citywide			■				
Initiative 29: Promote the conservation of water usage	Citywide			■				
Initiative 30: Concentrate utility capital investments in areas that are currently or easily served by existing utilities	Citywide		■	■				
Initiative 31: Preserve and expand the use of existing utility infrastructure to maximize the value of investment	Citywide		■	■				

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 32: Provide innovative solutions to the problems of inadequate storm drainage facilities and combined sewer overflows	Citywide	■		■				
Initiative 33: Integrate water quality enhancement and the preservation of natural habitats into greenway, open space and wildlife habitat planning.	Citywide	■		■				
Initiative 34: Encourage the use of alternative and renewable energy sources	Citywide	■		■				
Initiative 35: Promote innovative heating and cooling delivery systems	Citywide			■				
Initiative 36: Ensure open and fair competition for utility services	Citywide	■		■				
Initiative 37: Actively promote the reduction of solid and liquid waste	Citywide	■		■				
Initiative 38: Continue and enhance the reliable and efficient management of solid wastes	Citywide	■			■			
Initiative 39: Develop a waste management funding program	Citywide	■	■		■			
Initiative 40: Expand the application of advanced telecommunications systems	Citywide	■		■				
Initiative 41: Enhance the opportunities for telecommuting	Citywide	■		■				
A. Develop policies and review procedures which prioritize the logical extension and upgrading of water and sewer lines in existing, new, and infill developments.	Citywide	■		■			■	
B. Review water and sewer service rates for services provided outside the City of Kansas City.	Citywide	■			■		■	
C. Coordinate with the City of Kansas City Community Infrastructure Committee on funding mechanisms for maintenance, upgrade, and extension of existing utility systems.	Citywide	■	■	■			■	
D. Develop basin-wide storm water management plans for all watersheds.	Citywide	■			■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
E. Develop a twenty-year improvement plan to mitigate existing combined sewer system overflows. Strengthen storm water mitigation requirements for new developments within areas served by combined sewer systems.	Citywide	■			■		■	
F. Develop a twenty-year alternative and renewable energy source action plan to implement new technologies for providing energy.	Citywide	■			■		■	
G. Develop and extend district steam and chilled water systems.	Citywide		■		■		■	
H. Develop public/private partnerships for advancing telecommunication systems, including the integration of new technologies with citywide growth strategies and providing greater access for all citizens.	Citywide	■		■				■
I. Develop a twenty-year solid and liquid waste reduction program	Citywide	■			■			■
Initiative 42: Reconcile the City's zoning practices with the FOCUS Kansas City Plan through a comprehensive revision of the zoning ordinance	Citywide	■			■		■	
Initiative 43: Develop and implement design guidelines as the basis for recommendations to the CPC and City Council to direct the form & quality of development in both urban and suburban settings.	Citywide	■			■		■	
Initiative 44: "Sunset" planned zoning approvals if not used within a specified period of time.	Citywide	■					■	
Initiative 45: Locate new community anchors along existing or proposed transit corridors in order to create "critical mass" districts and corridors. Community anchors may be public or private	Citywide		■		■		■	
Initiative 46: Enhance the feasibility of infill development, redevelopment, or development proposed as a contiguous or logical extension of existing development patterns through direct assistance or development incentives where justified.	Citywide	■		■			■	
Initiative 47: Support compact and mixed-use patterns of development that reduce long commutes, retain open spaces, and minimize costs for public services and facilities, particularly along transit corridors	Citywide	■	■	■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 48: Locate multi-modal mixed use developments to serve transit	Citywide		■	■			■	
Initiative 49: Implement flexible or reduced parking standards, where integrated with transit, and actively promote higher density development, where appropriate, along existing or proposed transit corridors	Citywide	■		■			■	
A. Revise the City's zoning ordinance to coincide with the new development concepts promoted by FOCUS. Include performance standards for noncompatible land uses.	Citywide	■			■	■	■	
B. Replace the "strip commercial" development and zoning patterns with a more compact "nodal" or mixed-use commercial pattern	Citywide	■	■	■				■
C. Develop a plan for the "sunsetting" of zoning approvals. If the property remains undeveloped, it would revert to its previous zoning classification after a period of time.	Citywide	■		■		■	■	
D. Designate appropriate criteria for large lot, "mini-estates," "ranchettes," or other exurban development forms that consume extensive proportions of open space or cause additional costs of infrastructure extension	Citywide	■			■		■	
E. Locate new community "anchors" or development catalysts in areas near the Central Business Corridor and along existing or proposed transit corridors.	Citywide	■	■	■			■	
F. Allocate the costs of infrastructure extensions to the property owner or developer, where development is proposed in a non-contiguous location or requires a non-logical extension of infrastructure.	Citywide	■	■	■			■	
G. Make infill development more feasible for private developers through active land assembly, land reclamation and utility system improvements.	Citywide	■			■			■
H. Concentrate public capital investments, such as arterials, boulevards, parks, and public services, into areas that are contiguous with currently developed land and that are currently or easily served by utilities.	Citywide		■	■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
I. Avoid a "leapfrogging" pattern of development into agricultural areas, by discouraging the public extension of utilities and infrastructure and through effective agricultural zoning.	Citywide	■		■			■	
J. Develop of quality design standards to promote physical connections and a "sense of place," such as a "Traditional Neighborhood" overlay district.	Citywide	■			■		■	
K. Streamline the development and regulatory process and eliminate duplicative, outdated, or needlessly cumbersome requirements.	Citywide	■			■		■	
L. Promote compact forms of development that reduce long commutes, minimize costs for public facilities and services, and retain open space.	Citywide	■		■			■	
M. Promote transit and pedestrian linkages by creating mixed-use, clustered residential, commercial, retail, and office activity areas along transit corridors.	Citywide	■	■	■			■	
N. Reduce parking standards and offer other incentives to encourage greater densities along transit corridors and in mixed-use activity centers, such as Downtown.	Citywide	■		■				■
O. Promote a diversity of housing stock so that Kansas City attracts first-time home buyers and also appeals to move-up and executive level markets.	Citywide	■		■	■		■	
P. Restore and use the city's urban waterways.	Citywide	■	■		■			■
Q. Locate public housing in all areas of the city that have access to public transportation.	Citywide		■		■			■
R. Create a combination of incentives & partnerships to encourage the rehab of existing housing & the availability of moderate incoming housing in existing neighborhoods.	Citywide	■			■			■
S. Develop design standards & urban design guidelines for low & moderate income housing so that it blends with any neighborhood.	Citywide	■			■			■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 1: Increase the volume of historic/architectural properties surveyed beyond current levels.	Preservation	■		■			■	
A. Assure that either the City or an appropriate partner agency apply annually for Historic Preservation Grant-in-Aid funds for Hsurvey in accordance with priorities established in the HRSP (& updated as a result of the FOCUS process) and State priorities	Preservation	■		■			■	
B. Expand the Volunteer Survey Program to assist in historic/architectural property survey of neighborhoods requesting survey and/or neighborhoods engaged in developing plans.	Preservation	■			■		■	
Initiative 2: Establish a formal archaeological survey program in conformance with the outline in "Planning for the Past: Archaeological Resource Management in Kansas City"	Preservation	■		■			■	
A. Develop a predictive model for Kansas City to identify areas of high, medium and low probability for archaeological sites.	Preservation	■			■		■	
B. Prioritize the archaeological survey to focus on areas in which development is on-going and in which resources would most likely be expected.	Preservation	■			■			
Initiative 3: Improve ability to evaluate, apply and disseminate historic/architectural property survey data.	Preservation	■		■			■	
A. Evaluate surveyed historic/archetectural properties in accordance with the National Park Service Criteria and rank according to the "Criteria For Determining Levels of Significance".	Preservation	■			■		■	
B. Continue development of a cultural resources data base, including both above and below ground resources and merge with other data base and GIS programs.	Preservation	■			■			■
Initiative 4: Develop cooperative programs between KC Parks & Recreation & Historic Preservation Management Division, Dept. of Planning & Development in on-going systematic identification & evaluation of historic landscape & sites.	Preservation	■		■				■
A. Establish an annual pro-forma vehicle approved by both the KCPD and the City Manager's Office for cooperative historic/architectural property survey planning between the two entities to prioritize grant requests and share survey data.	Preservation	■		■				■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 5: Target public incentives to projects in areas with existing public infrastructure and significant historic resources.	Preservation	■		■			■	
A. Give incentive priority to significant historic resources that are economically viable and/or those that will have an impact on surrounding properties.	Preservation	■		■			■	
B. Maximize the use of incentives by combining them into "tool kits" to address preservation in the context of other issues in older neighborhoods and commercial centers.	Preservation	■			■		■	
C. Target the use of CDBG funds to programs which affect areas with historic resources.	Preservation	■		■				■
D. Target historic multi-family residential development and small to medium neighborhood commercial centers for incentive funding	Preservation	■	■	■			■	
Initiative 6: Develop new economic and regulatory incentives to encourage the renovation and occupancy of historic buildings	Preservation	■		■			■	
A. Develop a tax abatement program for the rehabilitation of Kansas City Register designated properties.	Preservation	■			■		■	
B. Provide incentives to owners who occupy or businesses who lease space in historic non-residential buildings.	Preservation	■		■				■
C. Provide financial assistance for home improvements within residential historic districts	Preservation	■		■				■
D. Utilize grants to establish emergency revolving rehabilitation loan funds for significant historic properties in neighborhoods which have adopted revitalization plans.	Preservation	■			■			■
Initiative 7: Eliminate disincentives to preservation of historically significant commercial and residential properties	Preservation	■		■				■
A. Revise appraisal policies for historic properties to reduce property taxes and, therefore, reduce incentive to demolish or allow demolition by neglect.	Preservation	■				■		■
B. Revise the property tax code to encourage rehabilitation of historically significant properties rather than demolition.	Preservation	■				■		■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
C. Utilize established incentive programs to include project administrative costs for smaller historic building rehabilitation projects.	Preservation	■		■				■
D. Use Incentives for abatement of environmental hazards in significant historic buildings.	Preservation	■		■				■
E. Develop a vehicle to consistently utilize the "Main Street Program" in and along small neighborhood commercial corridors.	Preservation	■			■			■
F. Develop a fee schedule for building permits that is lower for rehabilitation than new construction	Preservation	■				■	■	
G. Exempt owners of property listed on the Kansas City Register of historic places from building permit fees upon issuance of a Certificate of Appropriateness.	Preservation	■				■	■	
H. Develop programs which eliminate parking issues as a disincentive to rehabilitation of buildings as part of a larger parking strategy for the urban core.	Preservation	■			■			■
Initiative 8: Strengthen and improve the Landmark Ordinance	Preservation	■		■			■	
A. Initiate research to update existing Landmark's ordinance including determination of the best legal framework in accordance with Federal and State law to provide the strongest and most flexible vehicles for protection of resources.	Preservation	■				■	■	
Initiative 9: Streamline and tailor the City's general review and regulatory processes to keep them from becoming a disincentive for renovation projects	Preservation	■		■			■	
A. Amend the zoning ordinance to include measures to be compatible with City-wide preservation goals.	Preservation	■				■	■	
B. Adopt a building & fire code for older and historic buildings. Base code on models which have worked in other similar locations and have a proven record of efficient application.	Preservation	■				■	■	
C. Develop a position within City Hall to serve as a liaison between the developer and/or owner of a historic property and the various City agencies involved in project review and approval.	Preservation	■		■			■	
D. Accelerate the review process for renovation projects within historic districts.	Preservation	■		■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 10: Integrate preservation goals into City processes, policies and plans.	Preservation	■		■			■	
A. Determine the impact of all public and local incentive projects on significant historic resources early in the planning process.	Preservation	■			■		■	
B. Incorporate Institutional Planning into the Development and land use regulatory processes.	Preservation	■		■				■
C. Integrate preservation methods into Neighborhood Plans.	Preservation	■			■		■	
D. Initiate an historic resource management plan for Parks and Recreation based on CLG standards.	Preservation	■			■			■
E. Include the protection of historic resources as a criterion in the acquisition of public parks.	Preservation	■		■				■
F. Establish preservation policies to direct City's role as a member of the Land Trust Board of Directors.	Preservation	■			■			■
G. Establish notice and coordination procedures between the professional staff of all regulatory bodies.	Preservation	■			■		■	
H. Require an inventory and cyclical maintenance program for all City-owned historic buildings.	Preservation	■		■			■	
I. Encourage public agencies to own or lease space in historic buildings. Use historic cultural buildings as Focus Centers	Preservation	■	■	■				■
J. Develop a vehicle to consistently utilize the "Main Street" program in neighborhood commercial centers.	Preservation	■			■			■
K. Develop and adopt proactive rehabilitation alternatives and coordinate policies to actively promote rehabilitation of deteriorated and dangerous buildings in addition to demolition.	Preservation	■			■		■	
L. Develop programs to protect significant abandoned and endangered historic properties.	Preservation	■			■		■	
M. Work with County governments to develop a cooperative program to notify property owners about incentives and/or restrictions related to designated properties or properties eligible for listing on the National Register of Historic Places.	Preservation	■			■			■
N. Notify property owners that have a high potential for the presence of significant archaeological sites on their property	Preservation	■			■			

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 11: Utilize the City as a Laboratory for Heritage Education for life-long learning.	Preservation	■		■				■
A. Encourage areas schools to make the history of Kansas City part of the history curriculum, just as national and State history are now incorporated into the larger curriculum	Preservation			■				
B. Facilitate the creation of an integrated environmental and preservation curriculum which builds on the programs being developed by Center For The Understanding of the Built Environment.	Preservation				■			
C. Encourage through incentives area schools to require in-service training for educators at historic sites.	Preservation			■				■
D. Develop guided and self-guided walking tours designed for all ages and available at public sites in heritage tourism areas. Integrate this into the City and Region's tourism program.	Preservation	■	■		■			■
E. Develop educational curricula that links historic preservation with environmental issues.	Preservation				■			■
F. Develop a public archaeology program in cooperation with other metropolitan area sites to provide learning experiences "in the field."	Preservation	■			■			■
Initiative 12: Develop marketing/education programs to promote economic investment in heritage areas.	Preservation			■			■	
A. Cultivate media interest in preservation issues around a consistent set of messages.	Preservation				■		■	
B. Develop a marketing program to encourage use of historic properties.	Preservation				■			
C. Address environmental laws and regulations that are either real or perceived impediments to preservation	Preservation		■			■		
Initiative 13: Develop programs designed to help neighborhoods utilize preservation and to easily access the city's preservation programs.	Preservation	■		■			■	
A. Publish a brief summary of preservation programs and procedures. Use neighborhood associations to distribute information.	Preservation	■			■		■	
B. Expand upon the "Old House Network" established for residential neighborhoods by the HMPD by establishing new programs through public/private partnerships.	Preservation				■			

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 14: Create products and activities to educate elected officials and city staffs, developers, investors, planners, contractors and design professionals about the advantages of preservation.	Preservation	■		■				■
A. Target Private Groups for specific preservation educational programs.	Preservation	■		■				
B. Develop training modules for city staff on the processes, applications and benefits of historic preservation.	Preservation	■			■			■
Initiative 15: Develop a comprehensive heritage tourism program which integrates historic sites and vendors into program planning and implementation.	Preservation	■		■			■	
A. Designate a Kansas City Heritage Corridor which begins at the Kansas City Riverfront at the Town of Kansas Historic Site.	Preservation	■			■		■	
B. Develop a significant historic destination at the K.C. River Front which incorporates the Town of Kansas Historic Site and a Kansas City History Museum.	Preservation	■			■		■	
Initiative 16: Encourage regional cooperation in programming and networking in public relations and marketing efforts.	Preservation	■		■			■	
A. Through the National Trust Heritage Tourism Program, enlist the participation of all metropolitan historic sites and museums to conduct a comprehensive management and interpretive assessment and develop a cooperative marketing and interpretive plan.	Preservation	■			■		■	
Initiative 1: Stabilize and enhance existing neighborhoods by eliminating septic systems, addressing storm drainage and other infrastructure needs, providing for maintenance of roadways and other programs.	Northland							
A. Change City Charter to allow for different assessment mechanisms so that improvements are affordable to homeowners.	Northland	■				■	■	
B. Eliminate septic systems from and provide adequate fire protection to neighborhoods.	Northland		■		■		■	
C. Identify public maintenance and improvement projects needed to correct drainage, sewage, and other infrastructure problems in stabilization neighborhoods.	Northland		■	■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
D. Implement a system for prioritizing public sector utility projects favoring inadequately served areas of existing development.	Northland	■		■			■	
E. Target public maintenance and improvement dollars to correct drainage, sewage, and other infrastructure problems in stabilization neighborhoods.	Northland		■	■	■		■	
F. Enact a funding source for ongoing maintenance of existing roadway facilities.	Northland	■				■	■	
G. Implement an ongoing maintenance program for existing roadway facilities.	Northland	■			■		■	
H. Enact user-friendly enabling legislation to provide neighborhoods with an additional tool to assemble resources for neighborhood improvement projects.	Northland	■				■	■	
I. Begin the Neighborhood Assessment process.	Northland	■		■			■	
J. Provide effective code enforcement in conservation and stabilization neighborhoods to prevent progressive deterioration.	Northland	■		■			■	
K. Provide fiscal and regulatory incentives to encourage investment in older, established neighborhoods.	Northland	■		■			■	
Initiative 2: Revise Northland Area Plans and implement rezoning to conform with new land use plans.	Northland							
A. Develop a work schedule for revising Northland Area Plans, Northland Master Water & Sewer Plan and Park & Recreation Plan, beginning with areas identified as most in need of attention due to growth pressures or other considerations.	Northland	■		■			■	
B. Revise Northland Area Plans consistent with FOCUS goals (compact/mixed use development, transit corridors, etc.).	Northland	■			■		■	
C. In the process of revising the Area Plans, identify locations for multi-modal, mixed use centers.	Northland	■			■		■	
D. In the process of revising the Area Plans, identify secondary and collector streets parallel to primary and freeway facilities to supplement the Major Street Plan.	Northland	■			■		■	
E. Adopt Revised Area Plans.	Northland	■				■	■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
F. Review current zoning for consistency with the adopted Land Use Plans contained in the revised Area Plans. Develop a rezoning plan for implementation.	Northland	■			■		■	
G. Implement re-zoning plan to bring properties into conformance with the adopted Land Use Plans.	Northland	■				■		■
H. Seek legislation necessary to permit sunsetting provisions to bring pre-existing, non-conforming zoning and plats into conformance with revised Area Plans.	Northland	■		■		■	■	
I. Develop an inventory of existing platted but undeveloped land and vacant land located in Priority Development Areas as identified on the Northland Urban Form Map #6.	Northland	■			■		■	
Initiative 3: Revise the development regulations and process to promote "quality development" and other FOCUS objectives.	Northland						■	
A. Develop a new Site Plan Review process in the Zoning Ordinance, together with defined development standards to maximize use of existing utilities, protect natural, scenic resources, and archaelogical resources and provide design review.	Northland	■			■		■	
1. Utilize current design and aesthetic review procedures established in the City Architect's office for all public projects. Measure against established urban design standards.	Northland	■		■			■	
2. Provide landscape design standards and tree preservation requirements for all development	Northland	■			■		■	
3. Utilize existing "enhanced arterial standards" for all arterial roadway improvements	Northland	■		■			■	
4. Develop and Implement requirements for pedestrian/bicycle amenities and connections.	Northland	■			■		■	
B. Develop a cluster/open space development option to help promote more efficient public infrastructure and services and preserve sensitive resources as open space.	Northland	■			■		■	
C. Develop zoning, incentives, and standards to encourage development of multi-modal, mixed use centers.	Northland	■			■		■	
D. Revise the Subdivision Regulations:	Northland	■			■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
1. Develop standards to protect natural drainage systems, minimize land disturbance, protect archaeological resources, ...		■			■		■	
2. Develop and implement engineering street standards to incorporate bikeways, pedistrian and transit facilities flexibility to respond to topography and natural features; access control, signal spacing and others more fully set out in the Northland Plan.	Northland	■			■		■	
E. Revise the parkland dedication requirement to provide the City with the option of requiring a cash payment in lieu of land that does not contribute to the overall parks system.	Northland	■		■			■	
F. Reevaluate the dedication formula to insure the cash value is commensurate with the value of the land.	Northland	■		■			■	
G. Adopt revised development regulations	Northland	■				■	■	
H. Make the decision-making process more accessible to the public (e.g., by changing meeting times and locations)	Northland	■		■			■	
I. Change internal review procedures and regulatory requirements to make it easier for developers to implement quality/innovative development.	Northland	■		■			■	
J. Adopt regulatory changes to favor innovative development (e.g., cluster as opposed to conventional subdivisions) as part of the revised development regulations.	Northland	■				■	■	
Initiative 4: Direct public infrastructure policy and incentives to encourage infill and contiguous development.	Northland							
A. Revise existing policies to support infill development through the use of incentives & the targeting of capital resources.	Northland	■		■			■	
B. Develop fiscal and regulatory incentives to promote infill and contiguous development.	Northland	■			■		■	
C. Enact fiscal and regulatory incentives to promote infill and contiguous development, in conjunction with the comprehensive revision to the development regulations.	Northland	■				■	■	
Initiative 5: Provide a range of quality housing choices in the Northland.	Northland							
A. Address the provision of a variety of housing types in the preparation of Area Plans and revised development standards.	Northland	■		■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
B. Include policies and regulations encouraging the provision of a variety of housing types in the adoption of Area Plans and revised development regulations.	Northland	■				■	■	
C. Work with the private sector to develop low cost financing programs for the rehabilitation of existing housing stock.	Northland			■			■	
Initiative 6: Implement an interconnected system of parks and greenways.	Northland							
A. Complete the Master Plan for a shared greenway along the Missouri River.	Northland	■		■			■	
B. Acquire property necessary and implement the plan.	Northland		■		■			■
C. Using the 1993 Plan for Parks, Recreation, Boulevards, and Greenways as a starting point, work with the Parks and Recreation Department to identify and prioritize public acquisition projects.	Northland	■		■			■	
D. Implement acquisition of property and project construction.	Northland		■		■			■
E. Work with adjacent jurisdictions to fund & build an interconnected greenway system throughout the metro area.	Northland	■	■		■			■
F. Work with the Landmarks and Historic Trust Corporation to promote use of the conservation easement program for open space preservation by private landowners.	Northland	■		■			■	
Initiative 7: Preserve sensitive natural resources.	Northland							
A. Inventory and map significant natural archaeological and scenic resources in the Northland.	Northland	■			■		■	
B. Integrate preservation of identified natural and scenic resources into public and private development planning and revised development regulations.	Northland	■		■			■	
C. Complete and integrate stormwater management plans for the Northland's major drainage basins.	Northland		■		■		■	
D. Implement stormwater management plans through public infrastructure projects and review of private developments.	Northland		■		■			■
Initiative 8: Develop a system of bikeways.	Northland							
A. Adopt the Mid America Regional Council's Bikeway Plan and incorporate into public infrastructure planning and the development review and approval process.	Northland	■				■	■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
B. Inventory the existing street system to identify "bicycle friendly" routes and those that can be inexpensively made so.	Northland	■			■		■	
C. Retrofit existing neighborhoods with bicycle/pedestrian connections.	Northland		■		■			■
D. Encourage bicycle/pedestrian connections in the design of new developments.	Northland	■		■			■	
E. Coordinate property acquisition and construction of bikeways with other public improvement projects, especially sanitary sewers proposed in drainage corridors.	Northland		■	■			■	
Initiative 9: Implement a higher quality of urban design in the public landscape.	Northland							
A. Seek opportunities in public and private development projects to establish distinctive landmarks that contribute to the Northland's identity.	Northland		■	■			■	
B. Prepare a comprehensive informational and directional signage plan for the Northland.	Northland	■		■			■	
C. Implement and maintain the informational and directional signage plan.	Northland	■			■		■	
D. Design important roadways and intersections in the Northland as "Gateways" and "Key Intersections" with special streetscape design and other amenities.	Northland	■		■	■		■	
E. As a first priority, develop plans for urban design improvements to the Broadway Bridge/Broadway extension gateway.	Northland	■			■		■	
F. Implement urban design improvements to the Broadway Bridge/Broadway Extension Gateway.	Northland	■			■			■
G. Work with the Missouri Department of Transportation to achieve greater urban design quality in state highway improviement projects in the Northland and remove barriers to bicycle & pedestrian traffic.	Northland	■					■	
H. Design a comprehensive streetscape enhancement along Barry Road, including bicycle and pedistrian facilities, as an urban design demonstration project.	Northland	■			■		■	
I. Implement the Barry Road streetscape enhancement project.	Northland		■		■			■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 10: Improve vehicular and transit circulation in the Northland.	Northland							
A. Implement a system for prioritizing transportation improvements in the Northland.	Northland	■			■		■	
B. Identify projects and develop design drawings and a phasing plan to complete gaps in the east-west collector and arterial system south of Barry Road. Include 1 example of a fully developed "transit corridor".	Northland	■			■			
C. Implement projects to complete the gaps in the east-west collector and arterial system south of Barry Road.	Northland		■		■			■
D. Improve bridge capacity through multi-modal physical improvements and an "intelligent transportation system."	Northland	■	■		■			■
E. Improve vehicular circulation from the downtown to the Broadway, Heart of America, and Paseo Bridge to make it easier to drive between the Urban Core and the Northland.	Northland	■	■		■			■
F. Implement the Kansas City Area Transit Authority (KCATA)'s Northland Public Transportation Study especially recommendations related to Transit Centers and Feeder Routes.	Northland		■		■			■
G. Extend light rail to north of the Missouri River and link to regional and collector bus service including park-and-ride. Over the long term, extend light rail or other form of technology to the KCI Airport.	Northland		■	■	■			■
Initiative 1: Involve all segments of the community in denouncing racism and racist behaviors, in welcoming and respecting social diversity.	Human Investment	■		■			■	
Initiative 2: Promote human rights for all and expand Community Policing and actively improve police-community relations, particulary in low-income communities.	Human Investment	■		■			■	
A. Conduct anti-racism leadership retreats as regular events for community opinion makers and leaders from all elements of city life.	Human Investment	■			■		■	
B. Conduct annual workshops involving police officers, trainers and members of minority communities to explore perceptions & realities.	Human Investment	■			■		■	
C. Establish an anti-racism resource center.	Human				■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
D. Assist all Kansas City school districts in upgrading their anti-racism curriculums.	Human Investment				■		■	
E. Establish additional and strengthen existing\mentoring programs for minority youth.	Human Investment				■		■	
F. Facilitate connections between youth and police and among cross cultural organizations metro-wide.	Human Investment	■			■		■	
G. Develop a qualified group of anti-racism resource managers and facilitators to serve the region.	Human Investment	■			■		■	
H. Expand Community Policing city wide.	Human	■			■		■	
I. Work with local religious and cultural organizations to create gatherings that provide opportunities for cross-cultural exchange and understanding.	Human Investment				■		■	
J. Provide a model and an assistance package for institutions to undertake a self-directed racism audit.	Human Investment	■			■		■	
K. Work with the media to present positive stories of diversity achievement resulting from community efforts.	Human Investment	■			■		■	
L. Pay diligent attention to issues of racial justice such as lending practices, insurance company performance, fair housing practices and equal employment opportunities.	Human Investment	■		■			■	
Initiative 3: Develop a citywide culture of entrepreneurism	Human	■		■			■	
A. Develop a marketing campaign to bring talented young people back to Kansas City.	Human Investment	■			■			■
B. Establish a "Made in Kansas City" and "Buy it in Kansas City" campaign.	Human Investment	■			■			■
C. Promote entrepreneurial activities focused on environmental remediation and recycling.	Human Investment	■			■		■	
D. Establish special programs for minority entrepreneurs and a minority capital fund to provide for the special difficulties minorities have in raising capital for business start-ups.	Human Investment	■			■		■	
E. Establish networks of entrepreneurial businesses including the established business community sponsoring entrepreneur clubs.	Human Investment	■			■			■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
F. Initiate business retention programs to address growing enterprises who have passed the start-up stage, but need more capital and different organizational and management skills to succeed in the next stage of business development.	Human Investment	■			■		■	
Initiative 4: Develop a coordinated, comprehensive employment and job training system that is accessible to and useable by all city residents.	Human Investment	■		■			■	
A. Establish a jobs clearinghouse via the Internet with a Kansas City Jobs Home Page. Provide jobs information on Public-access radio and TV.	Human Investment	■			■		■	
B. Assist Kansas City community development corporations in addressing job creation, retention and attraction.	Human Investment	■			■		■	
C. Initiate a business roundtable of the 25 largest city employers to identify specific employment opportunities based on industry projections and train people specifically for those jobs.	Human Investment	■			■		■	
D. Partner with the school districts and community colleges to ensure the upcoming workforce has the required skills for the jobs that will be available.	Human Investment	■			■		■	
Initiative 5: Restructure, expand and continually upgrade programs and services that provide comprehensive employment development opportunities. Devise and implement programs to re-channel the energy and skills of older workers.	Human Investment			■			■	
A. Bolster and expand workplace literacy and workforce education programs that address persistent reading, math and communications deficits among substantial segments of the community's workforce.	Human Investment				■		■	
B. Engage institutions of higher learning in continuing to find creative ways to serve the working, continuing education student and to help older persons gain skills to stay current.	Human Investment				■			■
Initiative 6: Expand and enhance successful early-childhood programs such as Head Start that prepare very young children for school and develop in them an understanding and love of learning.	Human Investment			■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
A. Work with the State of Missouri to develop more stringent requirements and guidelines for child-care providers, especially for those caring for infants.	Human Investment					■	■	
B. Provide affordable day care at non-traditional hours.	Human Investment				■		■	
C. Develop a comprehensive "Come out and Play" catalogue that summarizes all City parks programming citywide and the various facilities at which they are offered.	Human Investment				■		■	
D. Conduct youth roundtables in all parts of the city to identify needed and desired recreational programs.	Human Investment	■			■			■
E. Involve community anchors in sponsoring and otherwise supporting youth recreational programs.	Human Investment				■		■	
F. Create a community insurance pool that broadens community access to public facilities. Work with school district officials and operators of other quasi-public facilities to evaluate their indemnity needs.	Human Investment	■			■		■	
G. Improve the variety and availability of recreational programs for children and youth and ensure that these programs are accessible to all.	Human Investment				■		■	
Initiative 7: Ensure that all children and youth have safe places to learn, play and socialize, as well as, positive role models, through a comprehensive youth-development system.	Human Investment	■		■			■	
Initiative 8: Enhance and expand site-based school management oppportunities and other educational innovations.	Human Investment	■		■	■			■
A. Act as the City's advocate for children and their needs ensuring that the question " Is it good for the Children?" is an integral part of all decisions, whether public or private.	Human Investment	■		■			■	
B. Increase communication and cooperation among the 14 school districts by creating a confederation of school districts to establish new connections to discuss and consider issues critical to the population of the city.	Human Investment	■			■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
C. Support flexible approaches to education including alternative schools and magnet schools.	Human Investment			■			■	
D. Work to ensure adequate and stable funding for the public school system and equitable distribution of resources, especially technological resources.	Human Investment	■			■	■	■	
E. Publicize the availability of programs that foster personal development.	Human Investment	■			■			■
F. Connect schools to neighborhood organizations and seek funding or other mechanisms such as community insurance that will allow school facilities to be used by citizen groups beyond typical school hours.	Human Investment				■		■	
G. Seek to establish a major technological institute attached to a college or university located within the city to provide accessible resources for the working student to advance skills and credentials.	Human Investment				■			■
H. Coordinate and expand efforts to deal with problems encountered by specific groups, especially young minority males.	Human Investment	■			■		■	
I. Craft Kansas City into the "Citizens Involved in Learning" capital of the nation	Human Investment			■				
Initiative 9: Expand public education programs to encourage citizens to beome more health-conscious and motivated to take responsibility for their own physical and mental well-being.	Human Investment	■		■			■	
Initiative 10: Expand and promote family-oriented wellness programs focused on preventive health care, nutrition, exercise, recreation, conflict and stress management and negotiation.	Human Investment	■		■				
Initiative 11: Declare Kansas City to be a "Drug-Free City" and continue the all-out attack on illegal drugs and other unhealthy addictive substances.	Human Investment			■	■		■	
Initiative 12: Reduce violent crime and domestic violence of all types	Human Investment			■	■		■	
A. Identify " at -risk" children and insure that services of the community are made available to them	Human Investment	■			■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
B. Develop a comprehensive citywide multi-media public health-education campaign.	Human Investment	■			■		■	
C. Distribute health education materials via workplaces, schools, health providers, neighborhood associations, FOCUS Centers and other quasi-public outlets.	Human Investment	■			■			■
D. Conduct an annual citywide Health Fair designed to attract a broad audience.	Human Investment	■			■			■
E. Work with area-wide school districts and youth organizations to gather information about the nature, content and success of local health-education and physical activity programs.	Human Investment	■			■		■	
F. Assemble a computerized "catalogue" of approaches and make it available to contributors.	Human Investment	■			■			■
G. Create an urban Wellness Corps that uses grassroots organizations to encourage healthy behaviors.	Human Investment				■			
H. Create a "War on Drugs" Task Force, building on and incorporating the efforts of COMBAT, DARE as well as other similar efforts, to initiate a "zero-tolerance" campaign and monitor its results.	Human Investment				■		■	
I. Build on existing efforts to sponsor and enlarge the direct involvement of adult males with boys and young males in the community.	Human Investment				■			■
Initiative 13: Foster a high level of efficiency, coordination and cooperation among arts organizations.	Human Investment			■			■	
Initiative 14. Expand patronage for and participation in the arts.	Human Investment			■	■			
Initiative 15. Develop Kansas City into a national cultural destination. Recognize and promote the value of the arts.	Human Investment			■	■		■	
A. Encourage the Municipal Art Commission to coordinate, assist and nurture cultural endeavors within the community.	Human Investment	■		■			■	
1. Document the needs of cultural organizations to area residents, elected officials and community leaders.	Human Investment				■		■	
2. Provide technical support to cultural organizations such as strategic planning, personnel management etc.	Human Investment				■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
3. Coordinate joint-marketing efforts such as joint programming, presentations, and discounted or group ticket sales.	Human Investment				■		■	
4. Host roundtables among cultural community and schools, tourist bureaus, civic organizations, and businesses to encourage cooperative projects and partnerships.	Human Investment				■		■	
5. Coordinate with other local arts agencies and support organizations in the Kansas City metropolitan area to increase awareness of technical assistance capabilities, programs and projects.	Human Investment			■	■		■	
6. Work as an advocate for the cultural community through enhanced public relations and arts marketing.	Human Investment			■	■		■	
B. Concentrate cultural facilities downtown.	Human Investment		■	■			■	
C. Work with local media outlets to give wide local coverage to all events and persons that reflect positively on Kansas City.	Human Investment	■			■		■	
D. Create a Cultural Connection calendar that informs the community about the wide range and large number of cultural events available in each area of the community.	Human Investment				■			■
E. Select two or three events held annually that may be marketed and publicized nationally.	Human Investment	■			■			
F. Create a handbook on how to start or enhance a neighborhood street festival.	Human Investment				■			
G. Establish a Kansas City Artists International Program to offer support to artists, curators, managers, and arts organizations.	Human Investment				■			
H. Create a community effort to improve the quality of neighborhood life through horticultural instruction, materials and employment.	Human Investment				■			
Initiative 1: Strategic Assessments	Neighborhood Prototypes	■			■		■	
A. Implement the Strategic Assessment Process	Neighborhood Prototypes	■			■		■	
Initiative 2: Community Building and Organizing	Neighborhood Prototypes							

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
A. Encourage community anchors to work with neighborhoods on improvements and activities (See the Community Anchors Building Block)	Neighborhood Prototypes	■			■		■	
B. Provide opportunities for neighborhood input on development/planning activities	Neighborhood Prototypes	■		■			■	
C. Compile a comprehensive directory of programs and services for neighborhoods	Neighborhood Prototypes				■			■
D. Create a Neighborhood Partners Program	Neighborhood Prototypes				■			■
E. Expand Community Development Corporation objectives to include comprehensive neighborhood improvement	Neighborhood Prototypes	■			■		■	
F. Develop neighborhood property management cooperatives	Neighborhood Prototypes				■			
G. Inventory residents' skills, capabilities & needs at block level	Neighborhood Prototypes				■		■	
H. Involve absentee owner and renters in neighborhood organizations	Neighborhood Prototypes				■			
I. Create neighborhood associations in all neighborhoods	Neighborhood Prototypes				■			
Initiative 3: Neighborhood Design/Infrastructure	Neighborhood Prototypes							
A. Reclaim alleys in older neighborhoods	Neighborhood Prototypes	■	■		■			
B. Design neighborhood transportation system that balances all types of travel, including pedestrian and bicycles	Neighborhood Prototypes	■		■				
C. Give high priority to repair/provision of water and sewer service utilities in existing neighborhoods	Neighborhood Prototypes		■	■			■	
D. Identify illegal dumping sites and develop strategies to deter dumping activity	Neighborhood Prototypes	■			■			
E. Integrate new commercial development with the character, scale and style of adjacent neighborhoods	Neighborhood Prototypes	■			■			

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
F. Utilize neighborhood parks as activity centers	Neighborhood Prototypes	■			■			
G. Develop a positive art and graffiti program, focusing on art that reflects the character of the neighborhood, residents or positive messages	Neighborhood Prototypes	■			■			
Initiative 4: Housing Quality/Variety	Neighborhood Prototypes							
A. Adopt a rehabilitation building code	Neighborhood Prototypes	■				■	■	
B. Create a special overlay district for neighborhoods with distinct quality and character that do not meet historic designation status	Neighborhood Prototypes	■				■		
C. Create a new residential zoning category for older urban neighborhoods to maintain their existing low-density, single-family	Neighborhood Prototypes	■				■		■
D. Provide assistance for low-income homeowners with code violations through one-stop assistance center	Neighborhood Prototypes	■			■			
E. Provide incentives for rental to owner-occupied conversion	Neighborhood Prototypes	■		■				
F. Enforce aggressive rehabilitation, redevelopment or condemnation of dilapidated properties	Neighborhood Prototypes	■			■		■	
G. Establish incentives to encourage home ownership	Neighborhood Prototypes	■			■			
H. Promote infill housing by encouraging the transfer of Land Trust properties, vacant lots and structures	Neighborhood Prototypes	■			■			■
I. Promote simplified versions of "353" or Tax Increment Financing for small property owners	Neighborhood Prototypes	■		■				■
J. Work aggressively to reduce or stop "redlining"	Neighborhood Prototypes	■		■				
K. Establish a program to require code inspection for rental property	Neighborhood Prototypes	■			■			
L. Explore potential for non-profit organization to administer minor home repair program	Neighborhood Prototypes	■			■			

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
M. Expand homeowner education programs	Neighborhood Prototypes	■			■			
N. Explore granting eminent domain capabilities to community development organizations	Neighborhood Prototypes	■			■			
O. Expand code inspection training and citation authority for neighborhoods	Neighborhood Prototypes	■			■			
Initiative 5: Neighborhood Economic Development	Neighborhood Prototypes							
A. Make community involvement a criteria in considering new major commercial/retail development in neighborhood areas	Neighborhood Prototypes	■		■			■	
B. Attract new quality employment to the central area of the city	Neighborhood Prototypes	■		■				
C. Encourage commercial rehabilitation by providing incentives in target areas.	Neighborhood Prototypes	■			■			
D. Create incentives to encourage employee owned or cooperative businesses	Neighborhood Prototypes	■			■			
E. Develop learning satellites in existing facilities or FOCUS Centers to increase knowledge and skills of neighborhood workforce	Neighborhood Prototypes	■			■			
F. Create or strengthen programs to assist small developers and nonprofit corporations in redevelopment efforts	Neighborhood Prototypes	■			■			
Initiative 6: Personal/Neighborhood Safety	Neighborhood Prototypes							
A. Integrate zoning categories to allow more mixed-use development	Neighborhood Prototypes	■			■	■	■	
B. Provide external house lighting grants	Neighborhood Prototypes	■			■		■	
C. Expand neighborhood watch programs	Neighborhood Prototypes				■		■	
D. Develop visible and inviting storefront police centers	Neighborhood Prototypes	■	■		■			

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Initiative 7: Marketing Neighborhoods	Neighborhood Prototypes							
A. Create a special media task force aimed at achieving balanced reporting of neighborhood activities and issues	Neighborhood Prototypes				■		■	
B. Develop media/neighborhood partnership to market neighborhoods	Neighborhood Prototypes				■		■	
Initiative 1: Heart of the City Neighborhoods	Urban Core							
A. Commit 25% of the City's capital improvement funding to Heart of the City Neighborhoods	Urban Core		■	■			■	
B. Adopt a general policy of supporting neighborhood down-zoning	Urban Core	■		■			■	
C. Adopt a rehabilitation building code	Urban Core	■		■			■	
D. Create a pool of low interest or no interest loans for basic upkeep and maintenance of residential property	Urban Core				■			■
E. Continue the expansion of community policing	Urban Core	■		■	■		■	
F. Encourage neighborhoods to pursue aggressively the self-assessment program	Urban Core	■		■	■		■	
G. Reinforce and embrace mixed-use neighborhoods	Urban Core	■		■			■	
H. Decentralize, modernize and aggressively manage Public Housing	Urban Core	■	■	■	■		■	
I. Create Resurrection, Inc. to effectively deal with abandoned insitutional buildings	Urban Core	■			■		■	
J. Create policies and guidelines protecting neighborhoods from unwanted development encroachment	Urban Core	■		■	■		■	
K. Create stringent policies and guidelines to protect neighborhoods from unwanted land uses	Urban Core	■		■	■		■	
L. Create a classification of Heritage Neighborhoods to help protect the character of existing neighborhoods	Urban Core	■		■	■			
M. Adopt a new zoning classification related to neighborhoods	Urban Core							
N. Create higher density residential options based on historic Kansas city apartment models	Urban Core				■		■	
O. Implement and expand Clean Sweep Program	Urban Core	■					■	
Initiative 2: Mixed Use Centers	Urban Core							

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
A. Commit at least 3-5% of the City's capital improvement funding to the Mixed Use Centers	Urban Core		■	■			■	
B. Target incentives to Mixed-Use Centers	Urban Core	■		■			■	
C. Develop a series of prototypical Mixed-Use Centers in the first seven years of implementation of FOCUS	Urban Core		■		■			■
D. Create three Mixed-Use Center types: Small Neighborhood, Neighborhood and Multi-neighborhood	Urban Core	■		■				■
E. Adopt Urban Design Guidelines for Mixed Use Centers	Urban Core	■		■			■	
F. Initiate Special Benefit Districts within the Mixed Use Centers	Urban Core				■			■
G. Support the initiatives of the preservation plan for preservation and adaptive re-use of historically desirable buildings and amenities	Urban Core	■		■			■	
H. Enhance security in Mixed-Use Centers	Urban Core	■			■			■
I. Concentrate investment in new urban amenities	Urban Core			■			■	
Initiative 3: Central Business Corridor	Urban Core							
A. Commit at least 5-10% of the City's capital improvement funding to the Central Business Corridor (CBC)	Urban Core		■	■			■	
B. Implement multi-modal transportation in the CBC	Urban Core		■		■		■	
- Implement light rail transit along the CBC in its first phase of development	Urban Core		■		■		■	
- Create an intermodal transportation hub at a strategic location in the central city as a gateway to the city.	Urban Core		■		■		■	
- Create and implement pedestrian and bicycle master plans.	Urban Core	■		■	■		■	
C. Invest in Great Streets in the CBC	Urban Core			■	■			
- Create new street standards to encourage pedestrian and bicycle use.	Urban Core			■	■			■
- Prioritize investment into streetscape in the CBC	Urban Core		■	■	■		■	
D. Restructure zoning laws to reflect existing conditions and encourage new development within the CBC.	Urban Core	■		■	■		■	
E. Adopt new Design Guidelines in the CBC	Urban Core	■		■			■	
F. Riverfront/River Market District	Urban Core							
- Implement the Town of Kansas Urban Archaeological Park	Urban Core		■		■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
- Establish a Kansas City History and Visitors Center to support tourism and education	Urban Core	■			■		■	
- Encourage the development of Two Rivers Aquarium and Redevelopment of the Wharf Building	Urban Core		■	■	■			■
- Develop the Riverfront with mixed-use development	Urban Core		■	■	■			■
- Continue to support and enhance the River Market	Urban Core	■	■	■	■		■	
- Encourage live-work loft development in the CBC	Urban Core	■		■	■		■	
- Invest in the revitalization of Columbus Park	Urban Core		■	■	■		■	
G. West Bottoms	Urban Core							
- Implement mixed-use zoning in the west bottoms	Urban Core	■		■				■
- Develop new business in the Stockyards area	Urban Core	■		■	■			■
- Encourage mixed-use development north of 13th Street in the Agricultural District	Urban Core	■	■	■	■		■	
- Create a physical connection to the River Market and Riverfront	Urban Core		■		■		■	
- Create a shuttle service connecting Downtown with the West Bottoms	Urban Core				■			■
H. East of the Loop District	Urban Core							
- Encourage new business development in Paseo West	Urban Core	■		■	■		■	
- Encourage infill and rehabilitation residential development in Parkview/Downtown East	Urban Core	■	■	■	■		■	
I. 18th and Vine District	Urban Core							
- Encourage mixed-use development on the 18th Street Corridor	Urban Core	■	■	■	■		■	
- Utilize Municipal Baseball Stadium Site	Urban Core	■			■		■	
- Encourage mixed-use development on the 18th Street Corridor	Urban Core	■	■					
J. Crossroads District	Urban Core							
- Create Crossroads Circle to connect the Westside with 18th & Vine	Urban Core		■		■		■	
- Encourage development of Central Square	Urban Core		■		■			
- Encourage further development of the Gallery District	Urban Core	■		■			■	
- Encourage live-work development	Urban Core	■		■	■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
- Encourage further redevelopment of the Southwest Boulevard Corridor	Urban Core	■	■	■	■		■	
K. Crown Center/Union Station District	Urban Core							
- Create a festival area in Penn Valley Park	Urban Core		■		■			■
- Restore Liberty Memorial and expand its museum	Urban Core		■		■		■	
- Encourage the development on the north side of Washington Square Park	Urban Core	■	■	■	■			
- Encourage continued growth of Crown Center	Urban Core	■		■				
- Encourage the continued growth of Hospital Hill	Urban Core	■		■				
- Re-evaluate the need for the 23rd Street Connector relative to multi-modal transit initiatives	Urban Core	■			■			
- Create a multi-modal transportation hub and visitors center	Urban Core				■			■
L. Midtown District	Urban Core							
- Implement the Midtown Marketplace	Urban Core		■		■		■	
- Encourage redevelopment along Armour Blvd	Urban Core	■	■	■	■			
- Improve Linwood Boulevard Streetscape	Urban Core		■		■			
- Implement mixed-use zoning in the midtown district	Urban Core	■	■	■			■	
- Encourage large scale development in midtown	Urban Core	■		■			■	
- Locate light rail stops to promote higher density development	Urban Core				■			■
M. Plaza/Westport District	Urban Core							
- Reinforce the Plaza Plan and create a new Westport Plan	Urban Core	■		■	■		■	
- Continue upgrade of Main Street and enhance the Brookside Connector	Urban Core		■	■	■		■	
- Develop light rail stations with accessible connections to the Plaza and Westport	Urban Core		■				■	
- Encourage high density residential development between Westport and the Plaza	Urban Core	■		■	■		■	
- Encourage Development of the St. Luke's Hospital Campus	Urban Core	■		■			■	
N. Brush Creek Corridor	Urban Core							
- Complete Brush Creek improvement east of Troost	Urban Core		■		■		■	
- Develop light rail stations with accessible connections	Urban Core		■		■		■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
- Support activities of the corridor's institutions & not-for-profits	Urban Core	■		■				
- Create higher density residential development based upon historic Kansas City Models	Urban Core		■	■			■	
Initiative 4: Downtown Loop	Urban Core							
A. Commit 10-15% of the City's capital improvement funding to the Downtown Loop	Urban Core		■	■			■	
B. Initiate a Special Benefits District or Community Improvement District for the Downtown Loop	Urban Core			■	■		■	
C. Restructure zoning laws to reflect existing conditions and encourage new development within the Downtown Loop	Urban Core	■		■			■	
D. Adopt Downtown Urban Design Guidelines	Urban Core	■		■			■	
E. Implement multi-modal transit system within the Loop and connect to transit systems of the metropolitan area	Urban Core		■	■	■		■	
F. Augment existing residential alternatives and create a new residential district in the northeast quadrant	Urban Core		■	■	■		■	
G. Create an entertainment-based nightlife Downtown by clustering new entertainment facilities inside the Loop and near the Convention District	Urban Core		■	■	■		■	
H. Create a series of gateways to the Loop at the entrances and bridges including the development of commercial structures spanning the highways at two critical points	Urban Core		■	■	■			■
I. Enhance security within the Loop	Urban Core	■		■	■		■	
J. Create a Downtown Festival	Urban Core	■		■	■			■
K. Create a new Performing Arts Center within or adjacent to the Loop	Urban Core		■	■	■		■	
L. Reserve space for future expansion of the Convention Center	Urban Core		■	■			■	
M. Reserve space for a new arena adjacent to the Loop in case demand warrants its construction	Urban Core		■	■			■	
N. Add new skywalks and tunnels to complete existing network in highest density areas and convention district	Urban Core		■	■	■			■
O. Support the initiatives of the preservation plan for preservation and adptive re-use of historically desirable buildings and amenities	Urban Core			■			■	
P. Create America's cleanest downtown	Urban Core			■			■	

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Appendix A- Restructuring Zoning	Urban Core							
Restructure zoning laws to reflect existing conditions and encourage new development	Urban Core	■			■		■	
Appendix B - Design Guidelines	Urban Core							
Adopt Urban Design Guidelines for the Downtown Loop, CBC, Mixed use Centers	Urban Core	■		■			■	
Appendix C-Historic Preservation	Urban Core							
Strengthen and update ordinances and policies that impact historic preservation	Urban Core	■		■	■		■	
Use incentive programs to support preservation and reuse efforts	Urban Core	■		■				■
Encourage the preservation and adpative re-use of historically desirable buildings and amenities	Urban Core			■			■	
Continue the prioritization of historic structures to ensure preservation of the most significant	Urban Core			■			■	
Support efforts for preservation and adaptive re-use using the downtown Special Benefit District	Urban Core			■			■	
Establish a Kansas City History and Visitors Center to support heritage tourism and education	Urban Core				■			■
Appendix D-Multi-Modal Transit System	Urban Core							
Create a 'Safe Streets' Plan to reduce the opportunity for crimes against pedestrians	Urban Core	■	■	■	■		■	
Implement pedestrian safety features such as dedicated pedestrian signal cycle refuge areas, ADA compliant curb ramps, tighter turning radii and good signage	Urban Core		■		■		■	
Adopt an ordinance which gives the pedestrian right-of-way over the automobile in appropriate districts	Urban Core			■			■	
Establish pedestrian level service standards and pedestrian traffic analysis guidelines that require public and private improvements to meet minimum standards	Urban Core			■			■	
Develop hike/bike trails in conjunction with the MARC Bicycle Master Plan	Urban Core		■		■			■
Create a transit related mortgage to provide better home loan rates to households with one or no car	Urban Core			■	■			■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Create cooperative ownership of cars by residential organizations to provide access at reduced cost for trips outside the transit system	Urban Core				■			■
Create tax incentives for households with one car or no car	Urban Core			■				■
Create Transit Impact Zones	Urban Core		■	■			■	
Target incentives along light rail corridor and use light rail as a development catalyst	Urban Core			■			■	
Create Special Business Districts to support the common needs of businesses in and around transit impact zones	Urban Core				■			■
Use SBD's to create a security network of unarmed Community Service Representatives along the Corridor	Urban Core				■			■
Target incentives programs to develop affordable housing along light rail corridor	Urban Core			■			■	
Provide public parking along transit corridors as well as at terminal stations to allow for Park-n-Ride users	Urban Core		■		■			■
Develop an integrated feeder bus, bicycle and pedestrian system that feeds into a central transit service such as light rail transit	Urban Core				■		■	
Create an Interim Shuttle Bus System on the LRT alignment	Urban Core				■		■	
Implement light rail transit incrementally	Urban Core				■			■
Extend the dedicated transit system across the Missouri River	Urban Core				■			■
Integrate MARC's Bicycle Transportation Plan	Urban Core				■		■	
Integrate critical human services into Multi-Modal Transit Facilities	Urban Core			■	■		■	
Appendix E- Great Streets and Boulevards	Urban Core							
Adopt Great Streets Classifications set forth in the Urban Core Plan	Urban Core	■		■			■	
Target investments and incentives along Great Streets	Urban Core		■	■			■	
Reinforce and extend the Boulevard system	Urban Core		■	■	■		■	
Landscape existing highways within the Core to emulate boulevards	Urban Core		■		■			■
Create a Great Streets Festival Series to increase awareness of particular districts and cultural awareness	Urban Core	■			■			■
Appendix F- Clean City Initiatives	Urban Core							
Plan, fund and implement maintenance and upgrade of water utilities	Urban Core	■	■	■	■		■	
Implement Clean Sweep Program	Urban Core	■	■		■		■	
Create graffiti control program	Urban Core	■			■			■

FOCUS Initiatives Matrix								
Initiative/Action	**Source**	**Expenditure Type**		**Type of Action**			**Initiate by**	
	Component Plan	**Operating**	**Capital**	**Policy**	**Project**	**Legislative**	**2000**	**2005**
Create a program to control private signage	Urban Core	■		■	■	■		■
Implement a multi-modal transit system	Urban Core	■		■	■		■	
Appendix G- Incentive Targeting	Urban Core							
Prioritize use of incentives to the critical areas designated by this plan	Urban Core			■			■	

APPENDIX E

Community Infrastructure Committee Financing Subcommittee

The Finance Subcommittee of the Community Infrastructure Committee (CIC) began its deliberations on January 13, 1997. At the first meeting, three objectives were determined to be the priorities of the group. The report that follows summarizes the subcommittee's work toward addressing the following objectives:

- Review and critique Kansas City's existing capital funding mechanisms
- Investigate and recommend alternative funding mechanisms
- Develop policies guiding the use and management of all funding mechanisms

Review and critique Kansas City's existing capital funding mechanisms

The following existing revenue sources provide the annual funding for the City's capital improvements and maintenance program for general municipal funds:

- General Fund Revenues
- Park Special Revenues
- Motor Fuel Tax
- Trafficway Maintenance
- Gaming Revenues
- Sales Taxes

The FY 1998 program for general municipal program totals over $64 million. Although the overall level of funding for the program has increased considerably from the FY 1991 adopted budget level of $36.5 million, the growth can be attributed primarily to only a few significant additions.

The first was the reversion of the school sales tax to the City in 1994, which provides an additional $7.2 million a year for neighborhood conservation projects. The second was programming the full amount of gaming revenue beginning in FY 97 which adds over $11 million to the program budget.

Other than those major influxes of new money (use tax was in and subsequently out of the budget) growth in Kansas City's existing capital funding mechanisms has been stagnant. Only the sales taxes have shown consistent growth from year to year averaging approximately four percent since FY 1991.

The current capital improvement program is constrained by contractual and debt service obligations, the need to complete projects initiated years ago, and the need to continue funding the existing capital improvements and deferred maintenance effort. The amount of flexibility within the program has continued to diminish with each passing year. The most recent example is the purchase of the streetlight system from Kansas City Power and Light Co. which may commit either the sales tax, use tax or gaming revenues to pay debt service on the bonds.

Another weakness is the lack of formal policies stating the intent of city leadership to properly fund the capital program by fixing annual growth levels for specific revenue streams in future years. Currently, the capital improvements program competes with operating programs for funding.

The City should identify a means of funding the three broad categories of capital improvements: neighborhood projects, city-wide projects, and

strategic initiatives with strategic initiatives consisting of major individual projects or a collection of several related projects of significant cost and city-wide importance. Sources of funding must be tailored to the nature of specific projects and strategic initiatives must have their own specific and dedicated source of revenue to fund them.

Within the six major categories some opportunity exists to enhance existing revenues. With few exceptions all will require either legislative action or a public vote. Based on the City's recently released reports on individual and business tax burden, all of the suggestions regarding either revenue enhancements or alternative revenue measures would need to be evaluated as to their effect on taxpayers prior to any change in legislation or a public vote.

General Fund Revenues

Property Tax

Property taxes are the fourth largest revenue source for the City. The City has a combined property tax levy of $1.39 per $100 of assessed valuation. The combined levy is broken into the following individual levies:

Fund	**Levy**
General	$ .70
Public Health	.50
Museum	.02
Debt Service	.17
Total Levy	**$1.39**

Of the four individual levies, all are earmarked for a specific purpose except the general purpose levy. The general purpose levy could be increased by $0.10 per $100, thereby raising approximately $4.2 million in additional revenue. These dollars could be used to increase maintenance funding.

Earnings and Net Profits Tax

The earnings and profits taxes are the largest combined revenue source for the City approximating $137 million in FY 1998. The earnings tax is currently levied at its maximum level of one percent. Increasing this tax would require both state legislation and voter approval. An increase of one-half percent on earnings would raise approximately $60 million in additional revenue.

The net profits tax is that part of the earnings and profits tax that applies to businesses. Like the earnings tax, an increase in this tax would require both state enabling legislation and voter approval. Though difficult, increasing this tax would be beneficial to the city. A one percent increase would produce approximately $18 million in additional revenue.

Utility Taxes

Utility taxes consist of license fees and franchise taxes on electricity, natural gas, telephone, cable television, and steam usage within the city. Utility taxes are the third largest source of revenue for the City totaling over $64 million in FY 1998. An across the board one percent increase in the Electric, Natural Gas and Telephone utility tax rates would generate approximately $2.6 million in additional revenues.

Park Special Revenues

Park Special Services Funds

Park special revenues dedicated to capital improvements include monies derived from the operations of the Kansas City Zoo, golf courses and tennis centers. Only $650,000 from these sources will be used for capital improvements in FY 1998. Because of the enterprise nature of these operations it is unlikely that a marked increase from these sources will be forthcoming as no appreciable gains to fund balance occur on an annual basis.

Park Maintenance Special Assessment

The park maintenance special assessment is established in the city charter to provide funds for maintain, adorn, construct or repair the city's parks, parkways and boulevards. A levy rate of $0.50 per $100 assessed valuation on land value only. This special assessment is expected to raise $3.7 million during fiscal 1998. By vote of the people the rate can be increased for the above stated purposes. Doubling the current levy rate to $1.00 per $100 assessed valuation increase would provide $3.7 million in additional revenue that could be used for capital improvements rather than operations.

Motor Fuel Tax

The currently imposed a tax of $0.17 per gallon will return to the 1992 rate of eleven cents per gallon beginning April 1, 2008. The majority of the $16 million deposited in the Motor Fuel Tax Fund from the tax (and other fees) is used in the operating budget for street maintenance, snow removal, traffic signals, etc.

The portion dedicated to the street preservation program varies from year-to-year based on the operating needs of the City and the relative funding available from other sources. Talk is underway at the State seeking to extend the life of the six-cent increase in the tax. Allocations to the capital improvements program will continue to be done on a funds availability basis -- the FY 1998 total was just under $1 million.

Trafficway Maintenance

The trafficway maintenance special assessment is established in the city charter to provide funds for repairs and maintenance of the city's trafficways. The present levy rate is $0.25 per $100 assessed valuation on land value only. This special assessment is expected to raise $1.85 million during fiscal 1998. The City Council can increase the rate on this source to any amount it deems necessary with voter approval. Doubling the current levy rate to $0.50 per $100 assessed valuation increase would provide $1.85 million in additional revenue for the street preservation program.

Gaming Revenues

Monies generated from gross receipts tax and the admissions fee at the City's three casinos should continue to be earmarked for capital improvements and deferred maintenance. This revenue source is projected to average approximately $12 million a year for the next few years. Of that total, as much as half (or $6 million) may be needed over a number of years to pay for streetlight bond related debt service. Another $1.5 million a year may be dedicated to pay for a lease-purchase of replacement fire equipment. The remainder of this money, and any growth over the projections, should not be further limited.

Sales Taxes

Due to the overwhelming capital improvement and deferred maintenance needs of the City, it is imperative that the two existing one-half cent sales taxes scheduled to expire on December 31, 2000 be renewed and continue to be earmarked for capital improvements. Sales taxes are the second largest source of general municipal revenue totaling over $86 million in FY 1998. Of that total, two-thirds or approximately $60 million is dedicated to funding both neighborhood and city-wide capital improvements and debt service for the Sales Tax Bond Program. Loss of these funds would cripple the capital improvement program if not replaced by some other source.

The city also has the ability, subject to voter approval, to levy three other additional one-half cent sales taxes (each one-half cent would generate approximately $30 million in additional revenue):

- Capital improvement purposes (RSMo Sec. 94.577).
- Storm water control, local parks or both (RSMo Section 644.032)
- Transportation purposes (RSMo Chapter 94.600-94.655)

Use Tax

Between August, 1992 and March, 1995 a total of $17,400,627 in use tax was deposited in the City treasury. Because of ongoing legal proceedings involving the potential for the City to repay all of the tax collected (plus interest) during that period, current collections are being held in abeyance pending the outcome of the litigation.

Once the fate of the use tax is determined, and pending any need to assist with payment of streetlight bond related debt, it should prove to be a reliable income stream with the potential to add approximately $5.5 million a year to the capital improvements budget. This estimate, of course, assumes renewal of the existing sales taxes.

Because use tax works in concert with sales tax any enhancements in the sales tax rate would proportionately affect use tax revenues. A one-half percent increase in the use tax would generate approximately $3 million annually.

Investigate and recommend alternative funding mechanisms

After a thorough review of alternative funding possibilities it was decided that there is no “silver bullet” which is going to solve Kansas City’s capital funding problem. However, there are several suggestions for increasing the funds available for capital improvements. Most of these ideas either involve redirecting funds which currently supports another program (e.g., using CDBG for capital improvements) or do not have the potential for generating significant revenue. A summary of the creative approaches which were generally accepted by the subcommittee are as follows:

Hotel/Motel Tax

Hotel / Motel tax is imposed for the rental of rooms for transient guests. The current rate for the tax is 5.5 percent and it is expected to generate $10.2 million in FY 1998 to be used for Bartle Hall operations, Convention

and Visitors Bureau and the Neighborhood Tourist Development Fund (NTDF).

The City should consider increasing the hotel/motel tax to 10 percent, with the entire increased revenue dedicated to the improvement of structures which are legitimate tourist attractions (i.e., American Royal, Bartle Hall, Starlight Theater, Nelson-Atkins Gallery). Increasing the Hotel/Motel tax to 10 percent would generate approximately $4.1 million in additional revenues of which $400,000 would be dedicated to NTDF. Enabling legislation and a public vote would be required to increase this tax.

Impervious Surface Fees

In order to relieve additional stress on the general municipal funds capital budget the City should support separating stormwater management from that of sanitary sewers. To accomplish this feat, as suggested by the Water Services Department, a public vote should be held to increase the impervious surface fees to match run-off as determined by the Geographical Information System (GIS) and to properly fund completion of the stormwater master plan and ongoing maintenance of the City's watersheds.

Community Development Block Grants (CDBG)

The City could consider redirecting a portion of its CDBG funding (approximately $11.7 million in FY 1998) to the capital improvements program.

Facility Use Charges

The City could implement facility use charges (rental payments) for all users of city facilities (internal and external) and dedicate this money to the maintenance and upkeep of those facilities.

Sale of Public Assets

A one-time infusion of funds could be garnered by selling one of the City's smaller airports (Richards-Gebaur or Downtown). Additionally, the Water Services or convention facilities could also be potential candidates for sale. Of course, the sale of any these facilities translates into a loss of control for the City (water and sewer rates, landing fees, convention bookings, etc.) and any potential income from the enterprise operations such as administrative service charges would have to be made up elsewhere in the budget.

Special Districts

Encourage the use of NIDs, SBDs, CIDs and additional special assessment programs to leverage scarce City resources.

Neighborhood Improvement Districts (NIDs)

NIDs may be formed by the governing body of the city if a petition is signed by a 2/3 majority of the property owners or through an election. The City may incur NID debt not to exceed 10 percent of its assessed valuation which would be paid off through annual special assessments. Shortfalls in assessment revenue would be made up by the general revenues of the City. This law provides a way for residents to receive desired public improvements with the cost of the project being spread over a number of years, making improvements more affordable.

Special Business Districts (SBDs)

Cities are allowed to form SBDs upon petition of at least one property owner. A business district is formed by city ordinance to establish the district and define its limits. Public improvements in the district are assessed against the property within its boundaries.

Community Improvement Districts (CIDs)

Community Improvement District Act authorizes creation of a special benefit district to allow private parties to assess and tax themselves for community improvements and services. A petition to create a CID must be approved by the governing body of a city and must specify the size, area, and duration of the district, the maximum rate of taxes which may be imposed, and the method and maximum rate of assessment.

Impact Fees

A number of methodologies exist to ensure that the additional operating and maintenance costs to the city created by new development are met. One such method is the use of impact fees. The City could take a more proactive role in expanding its use of impact fees to shift the burden and service costs onto those who create the need. An impact fee strategy could be adopted to incent development in areas adjacent to already developed areas or provide a negative incentive to do otherwise. The City would need to work very closely with the development community to obtain their input in building the most equitable impact fee system.

Develop policies guiding the use and management of all funding mechanisms.

Fund Capital Maintenance Adequately from Operating Funds

By performing a regular inventory of its assets the City is able to quantify many of its deferred maintenance and capital improvement needs. The

table that follows identifies the current preferred level of capital maintenance by category based on the most recent data compiled. Using the preferred level and adding an inflation factor over time an estimated level can be projected for ten years from now.

Based on this simple premise, funding for capital maintenance at the preferred level should grow by approximately $5 million annually through FY 2008 to a level which would be adequate considering inflation. (Note: The FY 1998 budget for capital maintenance is considerably less than the preferred level)

All capital maintenance should be funded with operating funds other than the half-cent sales taxes. Additional resources should be used to address the backlog in each maintenance category. After FY 2008, The city should resolve to increase capital maintenance funding each year by an amount sufficient to cover both inflation and new projects which must be maintained.

Capital Maintenance Category	FY 1998 Preferred	FY 2008 Estimate*
Street Resurfacing, repairs, marking, shoulders and guardrails	$10,000,000	$13,440,000
Minor Bridge Rehabilitation	$9,500,000	$12,768,000
Boulevard Resurfacing	$4,000,000	$5,376,000
Municipal Building Rehabilitation	$13,200,000	$17,740,000
Traffic Signal Improvements	$2,100,000	$2,822,000
Traffic Sign Maintenance	$1,200,000	$1,612,800
City Hall - Life / Safety	$400,000	$537,600
Park Building Repair	$1,000,000	$1,344,000
Curb cuts and catch basin repairs	$700,000	$940,800
City-owned curbs and sidewalks	$100,000	$134,400
Ornamental fountain restoration	$150,000	$191,120
Monument restoration	$120,000	$161,280
Swimming pool restoration	$850,000	$1,142,400
Underground storage tank compliance	$450,000	$604,800
ADA compliance	$1,000,000	$1,344,000
Manual on Uniform Traffic Control Devices compliance	$350,000	$470,400
Asbestos and lead abatement	$350,000	$470,400
Liberty Memorial restoration	$1,000,000	$1,344,000
TOTAL	$46,920,000	$63,060,480

** Estimated categorical cost based on three percent (3%) inflation rate compounded on an annual basis.*

Catch Up the Worst Deferred Maintenance Problem -- Bridges

According to the City Engineer's bi-annual bridge inspection report the City is falling further and further behind in maintaining its inventory of bridges. Deferred maintenance and inadequate funding has continued to move additional items onto the replacement list.

One possible strategy to address this problem is to commit 25 percent of the money from the renewal of the two current half-cent sales taxes to fund a 10-year major bridge replacement and repair program. Another would be to submit to the voters a special ten-year one-quarter cent sales tax increase dedicated to bridges along with the renewal of the two existing sales taxes.

The result of either of the options is the same. A total of $15 million would be available for a 10-year period. This $150 million could be used to match federal and other leveraged funds in order to eliminate the current backlog.

This plan, of course, is contingent upon securing sufficient annual maintenance funding (ranging from $9.5 million to $12.8 million per year) from operating funds to keep the current situation from becoming worse.

Provide a Reasonable Level of Funding for Completion of Ongoing Projects and Funding of New Requested Projects

As previously stated, the City should commit to renewing the two existing half-cent sales taxes for capital improvements before their expiration in the year 2000. If deferred maintenance is addressed through other resources a total of $30 million to $45 million per year (depending on method of funding bridge program) would be available for city-wide capital projects and $15 million per year could be dedicated to in-district neighborhood projects.

This dedication to "true" capital projects would provide a reasonable level of funding for completion of ongoing projects, allow full use of leveraging funds and in-kind contributions, and enable the construction of new priority projects.

Prior to renewal the City should add no new debt burden to the sales taxes and strictly limit the amount of pay-as-you-go capital resources dedicated to debt service once they are renewed.

Protect Capital Improvements Funding from Competition

In the event that the City experiences a downturn in the economy or some other unforeseen event, funding for capital improvements should be maintained at the recommended levels. Further, operating budget expenses should not be shifted to funding from resources dedicated to capital improvements. This strategy may require over time, that the City Council earmark specific funding sources (i.e., property taxes) to ensure adequate funding for capital maintenance.

Protect Kansas City's Credit Rating and Limit the Per Capita Debt Burden on Kansas Citians

Kansas City, Missouri has enjoyed an AA credit rating on its general obligation debt for over 50 years. It has been able to do so by managing its finances through conservative budgeting and by living within its means despite state imposed revenue restrictions. Buoyed by a favorable economy in recent years, the City has been able to make positive additions to operating reserves. General fund balance has increased from 4.44 percent in FY 1991 to 6.93 percent as of April 30, 1996 (April 30, 1997 is expected to be 6.97 percent).

During the same period, the City's net direct debt (i.e., total debt exclusive of overlapping and enterprise debt) more than doubled. It rose from approximately $219.5 million in FY 1991 to approximately $550.8 million as of April 30, 1996 (April 30, 1997 is expected to be $564.7 million). Among the projects financed by debt during this period were: Brush Creek, American Royal, Bartle Hall, downtown hotels, Civic Mall and Jazz Hall of Fame.

One of the goals of the Community Infrastructure Committee is to maintain and, if possible improve the City's general obligation bond rating in order to minimize borrowing costs and preserve access to credit markets. A possible strategy to meet this goal is to closely monitor and manage debt position to ensure that it is not out of balance with the other factors used to evaluate the City's creditworthiness. Debt position must be evaluated simultaneously with financial position, economic condition and management to determine the strengths and/or weaknesses of the City's credit.

Debt Ratios

Because of the City's heavy recent reliance on debt financing to jump start many major projects, debt position has moved from a potential strength to a potential weakness within the City's credit outlook. Credit rating

agencies often use ratios to evaluate an entity's debt position relative to its capacity to pay. The following three ratios are commonly used:

- Debt Per Capita
- Debt as a Percentage of Market Value
- Debt Service as a Percentage of General Municipal Expenditures (GME)

Through close evaluation of these benchmarks it is possible for the City to regulate its relative debt position. This will enable management to set acceptable debt parameters to ensure the flexibility needed to meet the long-term capital improvements needs of the community. Additionally, the use of the benchmarks may be phased-in over a transitional period so as to minimize the impact on current and anticipated projects. A description and multi-year chart for each debt management ratio follow. Common to each ratio section are the following:

- The period from 1991 to 1996 for City debt position and the medians is based on historical data.
- Projecting forward from FY 1998, the City's debt position is calculated two ways:

  (1) Including all debt currently on the books plus all that has been approved by a vote of the people or legislatively (i.e., streetlights, fire lease purchase, etc.) and;

  (2) Including all debt listed in the first point plus all items currently under consideration (i.e., AMC / Power and Light, Midtown II, Hodge Park Golf Course, etc.).

- The projected Moody's medians are grown at a conservative two percent rate.

Net Direct Debt Per Capita

Net direct debt per capita measures a community's debt burden in relation to its population. The 1996 Moody's median for cities our size was $1,081; Kansas City was at $1,228. Over the historical period (1991-96) the City's ratio grew at an average annual growth rate of 22.45 percent.

This ratio is often computed as either a percentage of revenues or expenditures. As Kansas City must always present a balanced budget, and generally does not rely heavily on contributions from fund balance on an annual basis to do so, the use of either revenues or expenditures is appropriate for calculating the City's ratio.

Over the historical period (1991-96) the City's ratio grew at an average annual growth rate of 10.65 percent. General municipal expenditures (excluding debt) grew at an average annual growth rate of 2.81 percent.

Net Direct Debt as a Percentage of Market Value

Net direct debt as a percentage of market value measures the burden that all tax-supported debt places on a particular tax base. The 1996 Moody's median for cities our size is 2.3 percent. Over the historical period (1991-96) the City's ratio grew at an average annual growth rate of 20.68 percent.

Net Direct Debt Service as a Percentage of General Municipal Expenditures

Net direct debt service as a percentage of operating expenditures measures the burden that servicing a jurisdictionÕs debt places on the operating budget. According to Evaluating Financial Condition: A Handbook for Local Government, as published by the International City Management Association (ICMA), "debt service burden exceeding 20 percent of operating revenues is considered a potential problem; 10 percent is considered acceptable.

Targets and Caps

A method for phasing-in the use of debt management ratios as part of an overall debt policy is to set both "targets" and "caps" for each ratio. A target would be the desired state to be achieved over time. A cap would be the upper limit or warning signal that debt position may be out of balance with the other factors used to evaluate the City's creditworthiness. A cap in this context could be used as a tool to assist in the decision-making process regarding the issuance of additional debt although it would in no way restrict or preclude a particular issue.

A reasonable target for debt per capita and debt as a percentage of market value would be to meet Moody's published median for cities with populations between 300,000 to 499,999. The target for debt service as a percentage of expenditures would be the percentage that ICMA's handbook for evaluating financial condition considers to be acceptable.

A single debt cap could be set for the City by averaging its current debt position as a percentage value relative to the three targets. The table that follows provides hypothetical data to illustrate how the cap might work. The second column of the table represents the desired state for each debt benchmark at a certain point in time. The third column represents a

snapshot of the City's debt position either at year-end or concurrent with a particular bond issue. The final column provides the value of KC's debt as a percentage of the target.

Consolidated Debt Cap Calculation

	Target	KC Debt	KC Debt as % of Target
Debt Per Capita	$1,200	$1,500	125%
Debt as a % Mkt. Val.	2.5%	3.0%	120%
Debt as a % of GME	10%	15%	150%
Average for three ratios			132%
Cap or Warning Signal			120%

By averaging the three percentages to compare to a composite cap a broad perspective of the City's debt position is achieved by simultaneously comparing debt position to population, property value and budget. If the City's current or proposed debt position totals in excess of the recommended warning signal it may indicate the need to phase or delay particular projects in order to properly align the City's debt position over the long-term.

Several of the factors used to evaluate the City's debt position are largely out of its control including: natural disasters, population growth or decline, changes in economic conditions and/or in market value of property. However, management of financial resources including budgeting, fund balance stewardship and use of debt financing are clearly under the City's purview.

By managing its debt position through institution of targets and caps the City may demonstrate a disciplined, thoughtful approach toward an important evaluation factor under its control. This approach will also ensure future flexibility which will allow the City to be opportunistic in regard to its use of debt financing for both infrastructure and new devel-

opment needs. The CIC recommends the following consolidated cap for the City's debt ratios to be achieved over the next ten years.

FY 1998-2001 - n / a

FY 2002-2006 - 120%

FY 2007 - 110%

On an annual basis, and as part of each new debt issue, a comprehensive analysis of the City's debt position should be performed. Part of that analysis debt would involve comparing the City's debt position to the desired targets and the proposed cap. Over the course of the next ten years, if there are changes in any of the factors outside the control of management (i.e., deregulation of the utility industry or nonrenewal or reassignment of sales tax to another entity) the proposed caps for each period would need to be revisited.

Additional Debt Policy Recommendations

General Credit of the City

The City should strive to limit all pledges (moral or otherwise) on the general credit of the City in order to maintain flexibility within its debt position.

Overlapping Debt

The City should cooperate and coordinate to the extent possible debt issuances with overlapping jurisdictions (i.e., counties, school districts, junior college, etc.) who share a common tax base in order to minimize the tax impact on its citizens.

Electoral Debt

The City should continue to issue electoral debt (i.e., general obligation (G.O.) and revenue bonds) in accord with state statutes and within the limitations on the general credit of the City. In order to preserve general purpose G.O. authority an additional City restriction may need to be considered for residential and commercial neighborhood improvement (NID) bonding authority.

Non-Electoral Debt

Debt approved without the consent of the citizens of the City should be limited to conform with limitations on the general credit of the City and at no time should exceed 50 percent of the net direct debt of the City. This includes, but is not limited to, debt issued for (and guaranteed by) the City by Kansas City Municipal Assistance Corporation (KCMAC), Land

Clearance for Redevelopment Authority (LCRA) and conduit issuers such as Missouri Development Finance Board (MDFB).

Cash vs. Debt Funding

The City should seek to attain a goal of dedicating 20 percent of general municipal expenditures to capital improvements. Cash funded capital improvements should continue to receive a minimum of 10 percent and debt service payments should be limited to a maximum of 10 percent (to be achieved over time).

Integration of Capital Planning and Debt Financing Activities

The City should seek to integrate its capital planning and debt financing activities such that new debt issues are considered as part of the annual planning process. Opportunistic debt issuances would be considered outside the annual planning process only when accompanied by an operating and maintenance pro-forma. If approved, the new debt would serve as an amendment to the multi-year plan.

Delegation of Authority

The City Council should formally delegate authority for structuring and debt program management issues to the Director of Finance and his/her designee(s). Additionally, the Director of Finance should prepare a set of guidelines for debt program management per the Recommended Practices for State and Local Governments as published by the Government Finance Officers Association (GFOA) in March of 1997.

Other Financial Policies

Operating and Maintenance Pro-formas

Operating and maintenance pro-formas should be required for projects costing in excess of $500,000. These pro formas should reflect the total fiscal and economic impact of the project and whether or not further infrastructure needs will be generated as a result of the project. It should also identify the cost of operating and maintaining the project and the source of revenues to fund those needs.

Capital Projects Reserve Fund

The City should maintain a capital projects reserve fund the purpose of which is to fund capital improvements and capital equipment having an expected useful life in excess of 10 years. Revenues for the fund would come from the sale of real property assets and reimbursements from other governmental agencies for the prior purchase of same. Additional income would be derived in the form of earnings from bond proceeds in excess of needs as defined by the bond documents, if any.

Closing Resolution

Each year, in conjunction with the annual ordinance to balance the CityÕs books, a closing resolution will be prepared to lapse appropriations and close inactive accounts in order to reallocate monies to active projects.

Year-end Surpluses

To the extent revenue estimates exceed budget, and are not needed to increase or maintain fund balance, a minimum of 20 percent of the overage shall be earmarked for capital improvements or deferred maintenance.

Acknowledgements

MAYOR AND CITY COUNCIL

The Honorable Emanuel Cleaver II
Mayor

The Honorable Ed Ford	The Honorable Ronald Finley	The Honorable Ken Bacchus
First District-at-Large	Third District-at-Large	Fifth District-at-Large
The Honorable Teresa Loar	The Honorable Mary C. Williams-Neal	The Honorable Kelvin Simmons
First District	Third District	Fifth District
The Honorable Jim Glover	The Honorable Evert Asjes III	The Honorable George Blackwood
Second District-at-Large	Fourth District-at-Large	Sixth District-at-Large
The Honorable Paul Danaher	The Honorable Aggie Stackhaus	The Honorable Judith Swope
Second District	Fourth District	Sixth District

CITY PLAN COMMISSION

Chair:	**Members:**
Mr. Whitney E. Kerr Sr.	Ms. Eloise Allen
Vice-Chair:	Mr. Al Caudle
Mr. Phil Klawuhn	Mr. Cris Medina
	Mr. Charles F. Myers
	Mr. Frank Zilm, FAIA

FOCUS STEERING COMMITTEE

Co-Chairs:

Father Thom A. Savage, S.J.
Mr. Leonard J. Graham, P.E.

Members:

Ms. A. Lee Alexander	Mr. Arthur Diaz	Mr. Charles F. Myers
Rev. Stan Archie	Mr. Peter Dreyfuss	Mr. Kelley M. Martin
Ms. Edie Ballweg	Mr. Alex Ellison	Mr. Clyde McQueen
Ms. Angela Bennett	Mr. Richard L. Farnan, FAIA	Ms. Pauline Rios
Ms. Janet Blauvelt	Mr. David Fenley	Mr. Steve Roling
Mr. Jim Bergfalk	Mrs. Frances Foerschler	Mr. Thomas M. Rule
Mr. Alvin Brooks	Mr. Charles A. Garney	Mrs. Dorothy Stroud
Mr. Ben Bryan	Mrs. Ellen Holmes	Ms. Ana Valdez
Dr. Brenda Kelly	Mr. Turner White	

Ex-Officio Members:

Mr. Whitney E. Kerr Sr.	Mr. Frank Zilm, FAIA
Chair, City Plan Commission	City Plan Commission

GOVERNANCE WORK TEAM MEMBERS

Co-Chairs:
Mr. John C. Craft
Mr. Maurice Watson

Subcommittee Chairs:
Ms. Nancy Butler, Citizenship
Ms. Jewell D. Scott, Finance
Mr. David Warm, Development Incentives
Mr. Jack Holland, Management Services

Members:
Mr. Robert G Adolphe
Mr. Raymond D. Anderson
Mayor Richard Berkley
Mr. Lee Bolman
Rabbi Alan L. Cohen
Mr. Dan Couch
Dr. Stacey Daniels
Ms. Tommie Emery Davis
Dr. Milton Ferguson
Ms. Dalinda Galaviz
Ms. Anne Garney
Mr. R. Charles Gatson
Mr. William Hoskins
Mr. David Hunker
Ms. Rose Kemp
Mr. Robert Kipp
Mr. George Leonard
Mr. Robert D. Mayer
Mr. Mike McVey
Mr. Andrew Murrell
Ms. Gillian Nelson
Ms. Rita OÕConnor
Mr. Walter OÕToole
Ms. Jo Parent
Mr. Larry Plaisted
Mr. Fred H. Pryor
Ms. Janice Reed
Mr. Charles W. Risley Jr.
Mr. Neil Rutkowski
Ms. Sally Ryan
Mr. Ron Sagraves
Ms. Terry Satterlee
Mr. Gene Schieber
Mr. William N. Scott
Mr. Brad Scott
Mrs. Cindy Sesler-Ballard
The Honorable Katheryn Shields
Ms. Elizabeth T. Solberg
Ms. Josephine Terry
Ms. Leslie Ward
Mayor M. Charles Wheeler
Mr. Ed Wolf
Mr. Louis Wright
Mr. Scott W. Ziegler

GOVERNANCE COMMUNITY ADVISORY TEAM

Staff Leaders:
Mr. Bernard Schneider
Ms. Kathy Whalen

Voluntary Project Leaders:
Mr. Jon Brax
Officer Mark Heimer
Mr. Jesse Holt

Members:
Mr. Stephen Andrews
Ms. Kathleen Barney
Ms. Jenny Bennett
Mr. Thomas L. Brown
Ms. Lynda Callow
Ms. Susan Downing
Mr. Scott Hartmann
Mr. Robert Hernandez
Mr. Richard Hernandez
Mr. Tim Kelly
Professor Charles Leeks
Ms. Mary Ann Miller
Mrs. Ann Pace
Mr. Nicholas C. Peroff
Mr. William H. Prelogar Jr.
Ms. Ora Reynolds
Mr. Roger E. Rosenberg
Ms. Anita L. Russell
Mr. John Sinnett
Ms. Sandra Thomas, CPA
Mr. James C. Thomas
Ms. Alice Wadsworth
Ms. Jennifer Weehunt
Ms. Lisa Wilson
Ms. Annalisa Zapien-Pina

CONSULTANT TEAM

Bucher, Willis & Ratliff
Kansas City, Missouri
Mr. Ronald Vine
in association with:

Development Strategies Inc.
St. Louis, Missouri
Mr. Barry Hogue
Mr. Bob Lewis

ETC Institute
Olathe, Kansas
Dr. Elaine Tatham
Mr. Chris Tatham

Ralph Andersen & Associates
Dallas, Texas
Mr. David Eisenlohr

Jane Mobley & Associates
Kansas City, Missouri
Ms. Jane Mobley
Mr. Michael DeMent

SGB Communications Inc.
Kansas City, Missouri
Mr. Jim Bergfalk

Phases Incorporated
Kansas City, Missouri
Ms. Cynthia Wardlow-Sylvan

The Hirons Group
Roeland Park, Kansas
Ms. Lori Hirons

MANAGEMENT TEAM

Ms. Vicki L. Noteis, AIA
Director FOCUS Kansas City

Ms. Therese Brekke
Assistant Director

Mr. Mark Thoma-Perry
Project Manager,
Governance Plan

Mr. John Franklin
Ms. Judy Hansen
Mr. Mario Vasquez
Ms. Katherine Linder
Mr. Thad Biggerstaff

Additional Staff Support
Mr. Dan Bagunu
Mr. Michael Eglinski
Ms. Jo Emanuele
Ms. Kerrie Gregory
Ms. Wanda Gunter
Mr. Paul S. Howard
Mr. Thomas Jepson
Mr. Doug Jones
Ms. Shirley Land
Mr. Randall J. Landes
Mr. Anthony Love
Mr Gary D. Morris
Ms. Audrea Pennington
Mr. Michael Pottinger

Ms. Tammy Queen
Ms. Willie R. Roman
Ms. Tracy Smedley
Ms. Claudette Turner

Mr. Robert L. Collins
City Manager

We sincerely regret any inadvertent spelling errors or omissions.