A ULI Advisory Services Panel Report

North Loop
Kansas City, Missouri

September 17–22, 2017

Urban Land Institute

A ULI Advisory Services Panel Report

North Loop
Kansas City, Missouri

A Future Vision for the North End

September 17–22, 2017

Urban Land Institute

About the Urban Land Institute

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 40,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific regions, with members in 80 countries.

The extraordinary impact that ULI makes on land use decision making is based on its members sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns.

Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. In 2017 alone, more than 1,900 events were held in 290 cities around the world.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

Cover photo: John Paul Weesner/ULI.

© 2018 by the Urban Land Institute
2001 L Street, NW
Suite 200
Washington, DC 20036-4948

All rights reserved. Reproduction or use of the whole or any part of the contents without written permission of the copyright holder is prohibited.

About ULI Advisory Services

THE GOAL OF THE ULI ADVISORY SERVICES program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and are screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives, a day of hour-long interviews of typically 50 to 100 key community representatives, and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

CALI SLEPIN/ULI

The ULI panel team.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

ULI Program Staff

Thomas W. Eitler
Senior Vice President, Advisory Services

Beth Silverman
Senior Director, Advisory Services

Paul Angelone
Director, Advisory Services

Cali Slepin
Associate, Advisory Services

James A. Mulligan
Senior Editor

Joanne Platt, Publications Professionals LLC
Manuscript Editor

Betsy Van Buskirk
Creative Director

Deanna Pineda, Muse Advertising Design
Graphic Designer

Craig Chapman
Senior Director, Publishing Operations

Acknowledgments

ON BEHALF OF THE URBAN LAND INSTITUTE, the panel would like to thank its sponsors, the city of Kansas City, City Manager Troy Schulte, and the Economic Development Corporation of Kansas City—including Greg Flisram, Morgan Franklin, Bob Langenkamp, and Dan Moye—for inviting the panel to examine the North Loop, and it thanks the community at large for being so warm and welcoming.

Special appreciation goes to Kansas City Mayor Sylvester James; Diane Burnette, executive director, Main Street Corridor Development Corporation; Nick Christopher, senior consultant at Gould Evans; Ann Holiday, director of arts initiatives at the Downtown Council of Kansas City; Russ Johnson, traffic consultant; John McGurk, shareholder at Polsinelli; Ashley Sadowski, senior architect, Odimo; the KCMO Planning Department; and the rest of the city staff members for the time and effort they have devoted to the project.

In addition, the panel expresses its appreciation to Joy Crimmins, ULI Kansas City, for providing tremendous assistance and support throughout the panel engagement. The panel also thanks ULI Kansas City, which will continue to be a local resource for Kansas City moving forward.

Finally, the panel would like to thank the approximately 75 residents, business and community leaders, and representatives from the Greater Kansas City community who shared their perspectives and insights during the panel's stakeholder interviews.

Contents

ULI Panel and Project Staff 6

Background and the Panel's Assignment 7

Study Area and Surrounding Context 11

Where the City Is Now: Economic and Market Snapshot 13

Restoring the City's Legacy 20

Development Strategies: If You Build It 27

Implementation 32

Conclusion 38

About the Panel 40

ULI Panel and Project Staff

Panel Chair

Glenda Hood
Former Mayor of Orlando, Florida
Founding Partner
triSect LLC
Orlando, Florida

Panel Members

Dean D. Bellas
President
Urban Analytics Inc.
Alexandria, Virginia

Bill Clarke
Planning Consultant
Ross, California

David Greensfelder
Managing Principal
Greensfelder Commercial Real Estate
Albany, California

April Anderson Lamoureux
President
Anderson Strategic Advisors
Boston, Massachusetts

Todd Meyer
Principal/Director of Planning + Urban Design
Forum Studio
Chicago, Illinois

Adam Weers
Principal
Trammel Crow Company
Washington, D.C.

John Paul Weesner
Director of Landscape Architecture
Kittleson & Associates
Orlando, Florida

ULI Project Staff

Beth Silverman
Senior Director, Advisory Services

Cali Slepin
Associate, Advisory Services

Grace Hill
Senior Associate, Meetings and Events

Background and the Panel's Assignment

OVER THE PAST DECADE, KANSAS CITY, Missouri (KCMO), has become more and more aware of the land use, development, and urban connectivity issues posed by the Interstate 70/670/35 Loop surrounding the central business district (CBD) and creating barriers between the CBD and the River Market and Crossroads neighborhoods.

In 2016, Missouri announced significant long-term maintenance issues with and concerns about the Buck O'Neil Bridge, which carries U.S. Route 169 over the Missouri River. This bridge connection is one of three primary routes across the Missouri River linking the northern and southern portions of KCMO, while providing access to the Charles B. Wheeler Downtown Airport. With the state beginning to examine options for repairing and replacing the bridge, the city believes now is a good time to take a comprehensive look at the interstate and local road network that connects and affects the Buck O'Neil Bridge at the northwest corner of the Downtown Loop.

Given the opportunity afforded by the state's Buck O'Neil Bridge evaluations, the city thought it would also be appropriate to simultaneously study the potential for the redesign, repurposing, or elimination of the interstate on the north side of the CBD. The city had previously evaluated a similar issue on the south side of the CBD, which resulted in some recommendations and considerations for putting a "lid" over all or part of I-670. The city also supported a local ULI technical assistance panel (TAP) in 2016 that recommended some intriguing redevelopment and urban design possibilities.

Over the course of the past few decades, downtown Kansas City has experienced impressive growth, with multibillion-dollar investments from both the public and private sectors. Consequently, that growth has called into question the current urban design of the downtown area and its ability to meet the needs and desires of a 21st-century city. The current configuration of highways around the Downtown Loop emphasizes the circulation of people around the city rather than *within* it, restricting growth and connectivity to its adjacent neighborhoods.

MISSOURI VALLEY SPECIAL COLLECTIONS, KANSAS CITY PUBLIC LIBRARY, KANSAS CITY, MISSOURI

The North Loop is part of the Interstate Highway System, constructed in the 1950s, and today acts as a major physical divide between neighborhoods.

The Economic Development Corporation of Kansas City (EDCKC) asked the Advisory Services panel to reexamine a focus area on the north side of the Downtown Loop (the North Loop) and to offer recommendations that maximize downtown development potential while also balancing the connectivity of the surrounding neighborhoods and regions.

The Panel's Assignment

The EDCKC asked the panel to analyze local market conditions and to provide programmatic recommendations for the North Loop. The EDCKC also asked the panel to consider the economic and community impacts of redesigning, or possibly reducing, highway circulation. The panel was given two primary alternatives to evaluate:

- **Alternative 1:** Eliminate I-70 on the north side of the CBD and lower Missouri Route 9 to grade.
- **Alternative 2:** Redesign I-70 on the north side of the CBD, reducing the land area absorbed by highway use, and lower Route 9 to grade.

In coordination with the Greater Downtown Area Plan and the AdvanceKC Initiative, the EDCKC defines the city's economic goals for the study area as the following:

- Increased development density in downtown Kansas City.
- Additional property tax revenues.
- Increased potential for a significantly high-impact project that improves land values, and employment and economic activity.
- Elimination of physical and psychological barriers that could interfere with development opportunities in adjacent communities.

The panel was also asked to consider the following factors for any recommended land uses:

- Environmental impacts.
- Quality-of-life impacts on adjacent communities.
- Transition of land use from the CBD to River Market.
- Regional effects on Kansas City, Missouri, and Kansas City, Kansas.
- Economic effects of replacing transportation infrastructure with physical development.
- Potential tradeoffs of placemaking versus maximizing dollar return on investment.

In addition to the preceding factors, the panel was asked to focus on the following core questions:

- What is the value of the land within the focus area?
- What is its optimal use, considering the effects on the adjacent communities, Kansas City's goals and vision for its future development, and the effects on the transportation infrastructure?

Moreover, the panel was asked to specifically evaluate the following areas:

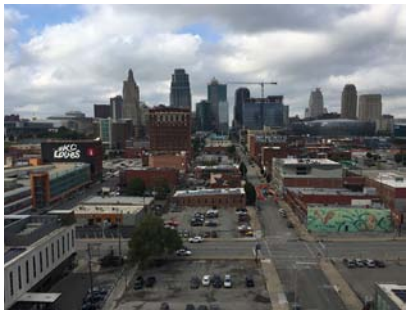
- Planning and strategy
  - What are successful examples of reduced highway capacity providing greater benefits to the region compared with maintaining current roadway patterns?
  - What are examples of how communities have financed this type of work?
  - What are examples of phasing development by similar projects?
- Development analysis
  - To determine the optimal placement of parcels, which portion(s) of the study area have the most value for achieving the four economic goals listed above?
  - What programmatic uses would be most effective in the study area (public versus private use, green space, commercial versus residential mix)?
  - In evaluating potential redesign options for the interstate in Alternative 2, what is the best new alignment for development purposes?
- Implementation
  - What is a recommended timeline for development (e.g., phasing, incremental versus finding a large anchor tenant, sequencing public and private financing)?
  - What available funding mechanisms should Kansas City explore?
  - What are optimal financing strategies for site preparation and holding costs until redevelopment occurs?
  - What are recommended implementation steps to prepare for the redevelopment of the study area?

Summary of the Panel's Recommendations

It was evident to the panel during its interviews with community stakeholders, its review of previous studies and reports including the 2016 TAP developed by ULI Kansas City and the current "Beyond the Loop" study, and its multiple study tours throughout Kansas City that the city has done a tremendous amount of work in starting to address connectivity issues in the downtown area, the North Loop area, and its surrounding neighborhoods. The panel hopes this report will serve as a blueprint for understanding optimal planning and development strategies for the North Loop area and approaches that can benefit all of Kansas City.

Throughout this report, many recommendations will be presented in detail. The panel's primary recommendations are summarized as follows:

- **Develop a comprehensive downtown master plan that emphasizes a vision for Kansas City.** This master plan should incorporate open-space systems, circulation, transportation, land use, and green infrastructure, focusing on how those systems will work together. The creation of a master plan not only is important for prioritizing the next steps of planning and development, but also presents a key opportunity to encourage authentic, out-of-the-box thinking about civic engagement.
- **Increase active and creative community engagement.** Kansas City is rich with engaged and passionate citizens who want to make the city a dynamic, thriving place to live and work. A diverse spectrum of voices should be brought into the tent and partnered with in outreach and engagement strategies moving forward. Traditional, creative, and new approaches should be used to reach out to and engage neighborhood groups, religious institutions, nonprofits, community development financial institutions, cultural organizations, and the general downtown population to ensure that a true mix of voices and perspectives contributes to and helps shape the planning decisions.



APRIL ANDERSON LAMOUREUX/ULI

DAVID GREENSFELDER/ULI

As the rate of development continues in downtown Kansas City, the panel recommends that the city generate a comprehensive downtown master plan to take a strategic approach to the growth.

- **Continue focusing on educational opportunities.** The panel heard about both great successes in recent educational initiatives—such as Turn the Page KC—and the staggering statistic that enrollment in the Kansas City School District has declined from nearly 70,000 students to 17,000. It is vital for the downtown's success, and the city's success more generally, that positive education efforts continue and grow.
- **Focus on regional collaboration.** Kansas City, Missouri, and Kansas City, Kansas, spend a significant amount of time and money competing for the same projects. Regional cooperation is essential for both cities to thrive and to create a comprehensive vision that not only benefits both cities, but also improves the quality of life for the larger region.
- **Expand the streetcar.** The Kansas City Streetcar has been a huge success, evidenced by achievement of its ridership goal, which more than doubled in its first year. The KC Streetcar should be extended into all neighborhoods in the downtown area to create a more connected and mobile city.
- **Focus on downtown infill as an immediate development opportunity.** The panel believes that the most successful short-term development strategy is to focus on downtown infill, rather than new, ground-up development. Based on the panel's analysis, the residual land value in the North Loop area is negative, and any development should focus first on existing parcels in the surrounding areas.

- **Bring Missouri Route 9 and the Heart of America Bridge back to grade.** Doing so will reconnect neighborhoods, reduce traffic conflicts in the North Loop area, and create the opportunity to reconnect Independence Avenue to downtown. This re-stitching will accomplish many of the social and physical goals of reconnecting downtown to River Market.

- **Reconnect Independence Avenue to downtown.** The Independence Avenue commercial district could serve as a culturally diverse food and retail amenity for downtown if it is easier to reach. Reconnecting the street as a boulevard not only would bring economic benefits to the Independence Avenue area, but also would connect these two neighborhoods and make both downtown and Independence Avenue accessible to more residents and visitors.

- **Pause plans to redevelop the North Loop.** Returning to the original question of what to do with the North Loop, the panel agreed that a vision of redevelopment is possible, *but not today*. Any major changes in the section of the highway should come out of a strategic visioning exercise for the city and should follow the completion of the city's priority initiatives.

Study Area and Surrounding Context

THE NORTH LOOP STUDY AREA includes the neighborhoods adjacent to and encompassed by the Downtown Loop. The Loop comprises I-35 to the northeast and southwest, I-70 to the east and west, U.S. Route 169 and Missouri Route 9 to the north, and U.S. Route 71 to the south. This area includes several neighborhoods—the CBD, River Market, Crossroads, West Bottoms, Pendleton Heights, and Columbus Park—each of which has experienced significant residential growth in the past two decades. That growth has been stunted by the physical and psychological barriers created by the Downtown Loop.

The panel has focused primarily on the areas in and around the North Loop section of the highway, with careful attention paid to its disconnect with its surrounding communities and how that in turn shrinks the greater business district into fragmented sections and impedes the city's overall connectivity.

The study area currently has 300 undeveloped acres. The area contains office, residential, and a small amount of industrial product uses. Because of growing residential demands, multiple office buildings have been converted to residential use and most new development is residential. The area has two main public transportation systems: MAX, which is RideKC's bus rapid transit line, and the new KC Streetcar. Both MAX and the streetcar are working on expanding their routes to reach more of the greater downtown area.

The focus area (described below) zooms in on the area directly surrounding the North Loop. South of the highway is the CBD, which has mainly offices with some new residential developments and conversions. North of the highway are the residential neighborhoods of River Market and Columbus Park. Historically, those two neighborhoods housed similar demographics and were considered the birthplace of Kansas City. Today, they are separated from each other by the Heart of America Bridge and have distinct economic and social makeups.

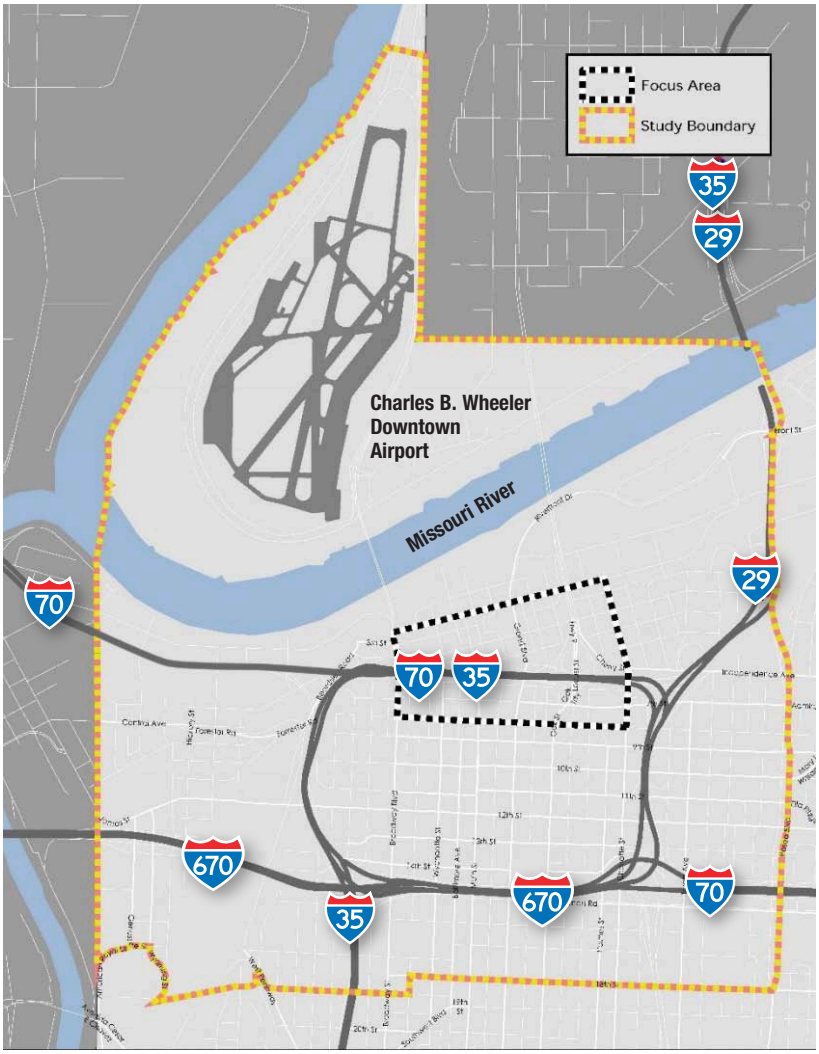
Locator map.

Columbus Park is a typical lower-income area that is in the beginning stages of gentrification. It continues to have lower rents relative to the rest of the city. River Market has experienced gentrification at a more rapid rate, resulting in a surge of new development, higher rents, and an influx of younger and more affluent residents.

Key Focus Areas

The specific boundaries of the study area and focus area are as follows:

Study area. The overall study area is bounded on the west by the state line, on the east by Paseo Boulevard, on the



BURNS & MCDONNELL

north by the Downtown Airport and Tenth Avenue in North Kansas City, and on the south by 18th Street.

Focus area. The targeted focus area is a portion of the study area, bounded on the north by Third Street, on the south by Eighth Street, on the west by Broadway Boulevard, and on the east by Charlotte Street.

The study area encompasses a large swath of downtown neighborhoods, while the focus area zooms in on the area directly adjacent to the North Loop. For its study, the panel slightly adjusted these boundaries; the modifications are outlined later in the report.

Where the City Is Now: Economic and Market Snapshot

THIS SECTION REVIEWS SELECTED economic indicators and provides an economic overview for Kansas City, Missouri, and the larger region, and highlights important economic characteristics that influence the study area. It then looks more specifically at local market conditions and what they mean for the study area and larger region.

Selected Kansas City Economic Indicators/Economic Overview

Economic growth and economic development generally move in tandem. There is, however, a slight but distinct difference between the two (see figure 1).

Economic growth refers to growth in outputs. For example, economic growth occurs when the population of a city increases over time even if average salaries of workers remain constant.

Economic development occurs when the structure of the economy changes over time, and those changes result in growth in outputs. For example, the number of jobs in the construction industry in a city increases because the demand for new housing exceeds the supply of existing housing. More tradespeople are needed to build new housing, and the demand for those construction workers leads employers to pay higher salaries and wages.

Economic resilience refers to the capacity and ability of the economic base of a defined region (e.g., nation, state, county, city, or neighborhood) to return to (or improve on) its prior state after an external adverse shock leads to economic stress in the region. A dramatic increase in the price of gasoline per gallon at the pump because of an oil embargo or the displacement of people and jobs in a city because of a flood or hurricane is an example of an external shock to the economic base.

Population, Employment, and Gross Regional Product Trends, 1970 to 2050

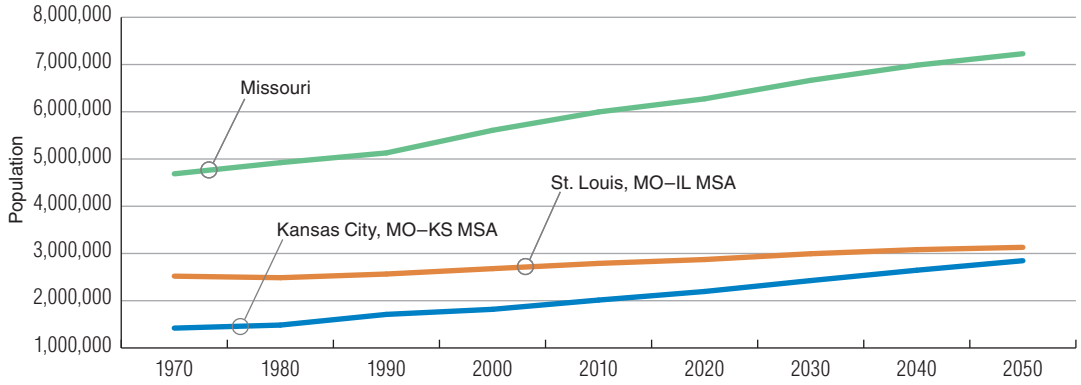
In the past 40 years, KCMO and the metropolitan statistical area (Kansas City, Missouri/Kansas MSA) have grown dramatically in population and employment; that growth is expected to continue over the next 40 years. The following analyses compare Kansas City and its MSA (the Kansas City region) in the context of the state of Missouri and the St. Louis, Missouri/Illinois MSA (the St. Louis region). Note that some counties in the Kansas City MSA are in Kansas, and some counties in the St. Louis MSA are located in Illinois. For the purpose of this report, regions are presented and discussed for comparison only.

Figure 1: Understanding Economic Development

Category	Definition	Example	Measurement
Economic growth	Growth in outputs	Population grows over time; income remains constant	Change in aggregate income
Economic development	Growth in outputs from a change in the structure of industry sectors	Employment grows by sector; income grows over time	Change in income per capita
Economic resilience	The capacity and ability of the economic base to return to (or improve on) its previous state after an external adverse economic shock or stress	Changes in global, national, or regional economies caused by external factors	Change in gross domestic product (city, county, state, nation)

Sources: ULI; Urban Analytics Inc.

Figure 2: Population Trends for Selected Regions, 1970–2050



Sources: ULI, U.S. Census Bureau, Woods & Poole Economics Inc., Urban Analytics Inc.

Population. In 1970, the population of the Kansas City region was 1,420,070. By 2050, the regional population is projected to more than double to 2,846,878 (see figure 2).

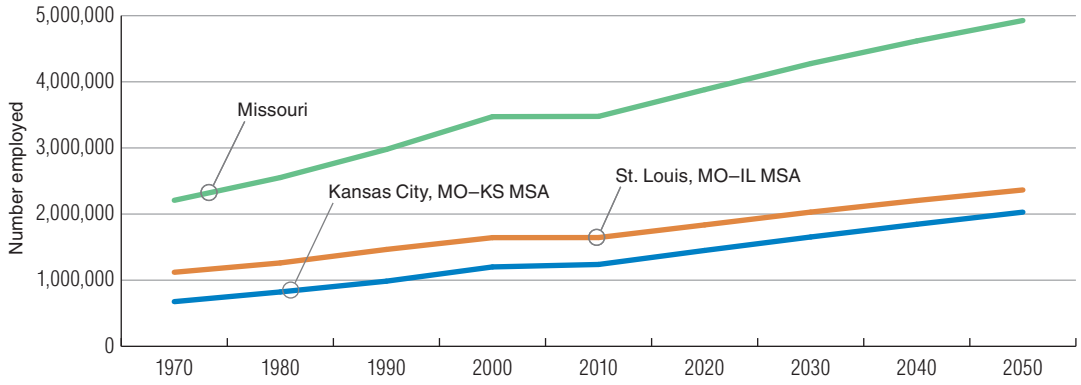
In 1970, the population of the St. Louis region was 2,519,712; it is projected to grow to 3,129,926 by 2050. If the growth trends continue at their current pace, the population of the Kansas City region will likely exceed that of the St. Louis region sometime between 2050 and 2060.

Employment. In 1970, the number of people employed in the Kansas City region was 675,661; employment is projected to reach 2,029,063 workers by 2050 (figure 3).

In 1970, the number of employed people in the St. Louis region was 1,119,826; by 2050, employment is projected to reach 2,364,674 workers. In 1970, Missouri had 2,207,944 people employed; by 2050, that number is projected to reach 4,926,753.

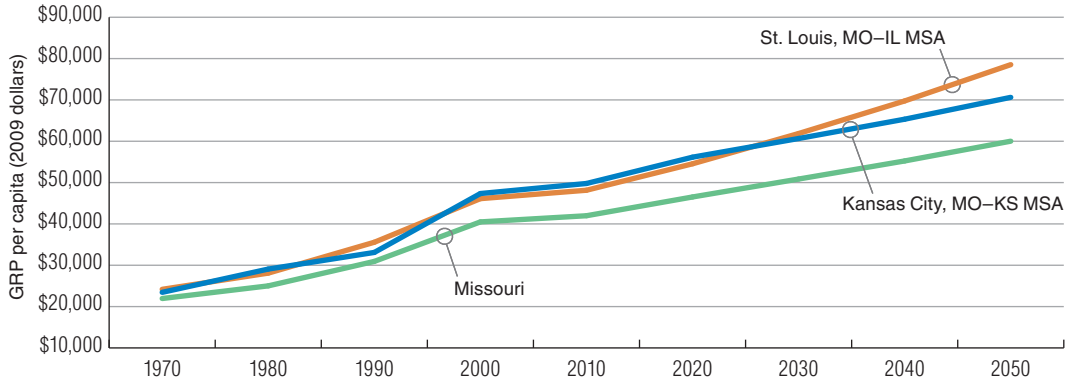
Gross regional product per capita. Gross regional product (GRP, also known as gross domestic product) is the measure of the total value of goods and services produced in a region in one year. This measure of economic growth can be stated on an aggregate basis or on a per-capita basis. When reported on a per-capita basis, it is easy to compare the economic health of one region with that of another.

Figure 3: Employment Trends for Selected Regions, 1970–2050



Sources: ULI, U.S. Bureau of Labor Statistics, Woods & Poole Economics Inc., Urban Analytics Inc.

Figure 4: Gross Regional Product per Capita for Selected Regions, 1970–2050



Sources: ULI, U.S. Bureau of Economic Analysis, U.S. Bureau of Labor Statistics, U.S. Census Bureau, Woods & Poole Economics Inc., Urban Analytics Inc.

In 1970, the per-capita GRP for the Kansas City region (in 2009 dollars) was $23,443, compared with $24,175 for the St. Louis region. That same year, the per-capita GRP for Missouri was $21,949 (figure 4).

By 2050, the per-capita GRP for the Kansas City region is projected to grow to $70,621 compared with $78,534 for the St. Louis region. In 2050, per-capita GRP for Missouri is projected to be $60,015.

Economic Overview Summary

For its economic health, the Kansas City region must continue to apply economic growth and economic development strategies designed to strengthen economic resilience in the face of potential, unknown future external shocks, whether those shocks come from international or national sources, or from regional or local sources. The region cannot rely on its historical economic drivers to sustain its economy into the future.

External pressure from imported goods priced significantly lower than comparable U.S. goods threatens the economy of all counties and cities in the United States. Fluctuations in the gross domestic product of foreign countries and increasing international political and economic instability may hurt the economy of the Kansas City region. Although hard to imagine, today's economic reality is that economic events occurring halfway around the world can and do affect local economic development.

Local Market Conditions

The 2010 Greater Downtown Area Plan has several goals, including (a) doubling the downtown population, (b) increasing employment, (c) creating a walkable downtown, and (d) retaining and promoting authentic neighborhoods and sustainability. As part of its analysis, the panel was asked to consider quality-of-life impacts on adjacent communities, regional impacts on the Kansas City MSA, and potential tradeoffs of placemaking versus maximizing return on investment.

Current Conditions and Trends, and Projected Change

The panel assembled a high-level view of the focus area, using the MSA as a reference point for comparison.

Population. The Kansas City MSA had a total population of just over 2 million in 2010 (see figure 5).

LEPRECUB/WIKIMEDIA COMMONS

The Greater Downtown Area Plan sets the goal for the city to become a better place to live and work.

Refined Definition of the Focus Area

For purposes of review and recommendations related to economic analysis in this section, the panel has refined its definition of the focus area—hereafter referred to as the modified focus area—to include the River Market, Columbus Square, downtown central business district, and Crossroads neighborhoods.

It is important to note that the CBD population grew from 8,581 in 2000 to 12,165 in 2015. (The downtown CBD numbers are for that part of Kansas City that lies in Jackson County.) The increase in the downtown population compared with a decrease in the county's population over the same period indicates that the CBD neighborhood is a more desirable place to live than other nearby Kansas City, Missouri, addresses.

Although the increase in the CBD population is modest, it represents a positive trend—a trend to build on while looking toward the future. With respect to the region overall, the modest resurgence of interest in the CBD means that what was once a weekday- and daytime-only area is on its way to becoming a mixed-use neighborhood, which represents an encouraging trend.

The office vacancy rate for the focus area and the MSA is the same, 9.3 percent. The focus area is absorbing office space at a slower rate than is the MSA as a whole, which is consistent with faster economic growth in Kansas than in Missouri, and in suburban Johnson County, Kansas, in particular. The only new Class A office tower built in the downtown CBD in the past 25 years is the H&R Block headquarters building, which cannot be used as a guide for speculative office development because it was built for a specific owner/user.

According to ULI and Greensfelder Commercial Real Estate, several office trends are affecting office development in the focus area:

- The millennial generation, comfortable with the sharing economy, is currently 26 to 35 years old and will soon move into senior management roles.
- The millennials have formed households but have delayed marriage and childbirth later than did previous generations.
- The coming transition to family mode will lead many of these households to move to the suburbs, reversing the trend of the past decade. This trend is driven by the desire to live in good school districts with other amenities near work and home.
- Suburban offices designed for flexible work lives will be in demand, with employees and employers showing an increasing willingness to share space and telecommute.
- With women having earned 58 percent of this generation's college degrees, female executives will play an increasingly prominent role in office space selection.

On a regional level, most new office construction has taken place in the suburbs, most notably in Johnson

Figure 5: Projected Population Growth for Kansas City MSA

	2010	2020	2030	2040
Kansas City MSA	2,013,703	2,195,467	2,426,308	2,645,411
Change in Jackson County	–7,774	1,918	8,163	2,307

Sources: ULI, U.S. Census Bureau 2050 Projections, Woods and Poole Economics Inc.

Figure 6: Office Market in Kansas City MSA

	Market (sq ft)	Absorbed (sq ft/year)	Absorbed Percentage	Delivery, year to date (sq ft)	Under construction (sq ft)	Asking rents (per sq ft/year)
MSA	103,722,656	3,193,772	3.1%	1,537,325	185,586	$18.17
Focus area	26,514,004	450,130	1.7%	142,717	0	$18.18

Note: Data are for the second quarter of 2017.
Source: Colliers International.

Figure 7: Residential Rental Market in Central Kansas City

	Total units	Vacancy	Units under construction/deliveries	Asking rents (per sq ft/year)	Rent growth year over year	Turnover
MSA	151,287	5.2%	5,749/870	$11.76	2.9%	2.9%
Central KC	22,605	6.3%	N.A.	$16.32	3.0%	7.7%

Source: Colliers International.

Note: Data are for second quarter of 2017.

County. Vacancy rates have fallen in the CBD, caused by office space being converted to other uses. Thus, it is less likely that organic office growth will occur in the CBD. As noted previously, office growth in the downtown CBD will likely be user driven. Further data on the office market in the Kansas City MSA are presented in figure 6.

Residential, rental. Residential rental statistics for central Kansas City, which includes the focus area and extends south to about Brookside, are presented in figure 7.

Data specific to the focus area alone were unavailable at the time of the panel. Most focus-area projects have been rehabilitations of former office buildings, and only two new residential towers have been built—one recently completed and another under construction. ULI and Greensfelder Commercial Real Estate identified the following residential trends affecting the focus area:

- Housing rental rates will surge over the long term.
- Of the 12.5 million net new households created over the next decade nationwide, 7.3 million will rent. However, this may not be the case in the Kansas City MSA, because its affordable housing supply and elastic land supply mean homeownership is more affordable than in other parts of the country.
- Increasing retirement rates will create increased competition for good workers, indicating rising wages and higher earnings for many people. This trend also supports higher rates of homeownership.

Downtown residential development is modest compared with residential development in the MSA as a whole. The downtown population is fairly small and insufficient to generate the need for a robust shopping district. Given the trends noted earlier, it is possible that the rate of migration to the study area will be driven by baby boomers more than by millennials.

Retail. Retail space comprises a much smaller percentage of downtown real estate. Figure 8 contains the retail data for the modified focus area. According to ULI and Greensfelder Commercial Real Estate, the following retail trends are affecting the modified focus area:

- Baby boomers
  - Nationwide, by 2030, almost 70 million baby boomers will be age 65 or older, and most will be healthy.
  - Their primary purchasing categories will be food, gifts, housewares, clothes, travel, and medical-related items.

Figure 8: Retail Market for Kansas City MSA

	Market (sq ft)	Vacancy	Absorbed, year to date	Asking rents (per sq ft/year)
MSA	111,388,406	6.10%	480,466	$13.22
Modified focus area	8,911,759	3.40%	–24,412	$11.42

Source: Newmark.

Notes: Data are for the second quarter of 2017. Asking rents are triple-net.

- Their primary purchasing channels will be accessible stores, the internet, and delivery services.

- Millennials
  - An estimated 80 million millennials were born between 1980 and 2000; they constitute the largest generation in U.S. history.
  - Millennials use technology and internet shopping freely, and they have more brand loyalty than their parents. They are also 50 percent more likely to buy on impulse than boomers.
  - A retailer "making me smile" was one-third more important to millennials than to boomers.

Downtown retail is made up primarily of food and beverage and entertainment establishments. The downtown CBD has minimal daily-needs retailers, with only one drugstore and one supermarket (which opened in 2007 and was granted significant subsidies). The supermarket also has significant prepared-food offerings, which are aimed at visiting and professional patrons.

The lack of diversity in downtown commodity retail reflects the limited demand in the immediate area. Downtown is overshadowed by Country Club Plaza and nearby neighborhood shopping districts for other specialty retail offerings. Downtown residents and workers are also served by online retailers, resulting in less demand for brick-and-mortar retailers, particularly commodity retail chains and operators from which to recruit when trying to form a retail district. There will be future demand for neighborhood retail as more housing is built downtown.

In a regional context, the modified focus-area retail base is relatively insignificant with regard to square footage; however, it should not be overlooked in importance. In addition to serving residents and daytime workers, downtown retail caters to a significant visitor population. And as the Kansas City Power & Light District has matured, its retail businesses play an important supporting role in downtown being an entertainment destination. Even with these positive aspects, and even if significant new development were to occur, there is little need to fill a retail void in the immediate or larger trade areas serving downtown because other commodity and destination specialty shopping areas—such as Country Club Plaza, Midtown, the Village at Briarcliff, and Zona Rosa, and destinations such as Westport—are relatively close and easily accessible.

Hospitality. About 2,100 hotel rooms are located in the focus area (not including Crown Center), equating to 766,500 hotel room nights per year. Of the city's 25 largest 2016 conventions, 24 were located at the Kansas City Convention Center. Those meetings used 213,373 of the available downtown hotel room nights. Several new hotel projects are proposed, including an 800-room Loews convention center hotel.

Hotels also accommodate nonmeeting events, such as Kansas City Chiefs' National Football League games. However, even when such events are factored in, on the

Constantino's is Kansas City's first downtown grocery store in 50 years and sells everything from cupboard staples to sushi. The Sundry is coming downtown in early 2018 as a retail location for its food collective.

DAVID GREENSFELDER/ULI

DAVID WILSON/FLICKR

The Power & Light District is an $875 million downtown mixed-use project completed in 2008. It received a ULI Award for Excellence in 2009.

surface there appears to be excess hotel space, particularly when hotels near the airport and in Johnson County are included.

Analysis

The Kansas City MSA population of about 2.1 million residents in 2010 is expected to grow by over 28 percent by 2040. If current trends continue, more than 90 percent of that population increase will occur in areas other than Jackson County, with over 250,000 in Johnson County, and over 100,000 in Clay County, Missouri.

Likewise—particularly in light of the trends outlined above—office, residential, and retail growth will follow the demand created by the population growth, so downtown will remain more of a mixed-use community.

Increased residential development and redevelopment, entertainment, and hospitality, as well as decreased office vacancy, mean the downtown core is substantially stronger than before. It has already become a true mixed-use neighborhood as well as a more compelling destination for residents and visitors. Creating a strong identity for the downtown core will only help strengthen the Kansas City MSA's image throughout the region.

However, the focus area will be less likely to compete with established malls or Country Club Plaza as a specialty shopping destination for soft goods or as a location for commodity retailers selling electronics or other hard goods. That said, it will remain a specialty retail destination with an emphasis on food and beverage and entertainment establishments that serve the local daytime and resident populations, as well as the significant transient populations associated with conventions, meetings, and sporting events. This last category can be expected to continue to strengthen. And if the focus area's "brand" and additional amenities such as open space are well articulated and managed, the focus area could compete with Union Station to become the area's "public living room."

Special attention needs to be paid to addressing the focus area's built form. For example, active uses on ground floors, transportation linkages between submarkets, and an eye toward walking and biking connections are prerequisites for the focus area becoming increasingly desirable for businesses and residents. Those features will result in added economic value in the form of higher rents and property values. Although a skyline can define an area, low- and mid-rise construction is less expensive, has a more human scale, and can anchor a strong regional core.

Restoring the City's Legacy

THIS SECTION WILL EXPLORE PLANNING and design strategies in and around the study area by examining the current context, the historical design legacy, and possible future design and development strategies.

Study Area Planning Context and Focus Area

As mentioned earlier, the city has undertaken extensive efforts to do an in-depth analysis of the study area and to begin fully exploring its development options.

These efforts began with the need to repair or replace the Buck O'Neil (formerly Broadway) Bridge. Parallel with its evaluation, the city engaged ULI Kansas City to convene a technical assistance panel in 2016. The resulting TAP report evaluated the amount of developable land that would be available for reuse were this segment of I-70 eliminated, and concluded that about 32 acres of land could be recovered if the roadway were removed, the trench filled, and the land prepared for development.

Since presentation of the TAP report, two additional North Loop planning studies have been initiated. Along with this ULI Advisory Services panel report, a study broadly titled "Beyond the Loop," which commenced in 2016, is preparing a planning and environmental linkages (PEL) evaluation. A PEL study is a step in the federal roadway analysis process that looks at transportation, environmental, community, and economic goals early in the planning process. It uses the information developed during planning to inform further environmental analysis and review. The local PEL study is analyzing alternatives for the Buck O'Neil Bridge, which needs repair or replacement, as well as what might be done with the North Loop interstate roadway.

In evaluating the downtown's current status and its potential future, it is important to consider what additional elements will be necessary in order to create a vibrant mixed-use area. With the new population mix come new demands for other traditional aspects of a residential community.

Downtown Needs

The panel observed that very little public open space exists in the downtown. And the existing open space is often not programmed or well used. The panel understands that one downtown charter school uses an open space as its playground. Currently, the charter high school has fewer than 700 students. The school is based on the immersion model: it uses all of the downtown as its learning centers, including the public library for learning, the Todd Bolender Center for dance, and the Kauffman Performing Arts Center for music appreciation classes. As it moves forward with its first freshman class this year, it will need the type of open space that allows students to thrive both academically and socially.

Further, other than the Power & Light District's "living room," which has served as the official viewing site for U.S. World Cup games and for Big 12 and other sports fan events, the downtown has few other gathering places. Although the area at Union Station was used for the Kansas City Roy-

The panel asked stakeholders where they would find the city's "public living room." Although they heard conflicting answers, a common response was Union Station, where the crowd gathered to celebrate the Kansas City Royals' 2015 World Series win.

KCMO CITY COMMUNICATIONS/WIKIMEDIA COMMONS

als' World Series celebration in 2015, where will the next celebration be held? A central park or square, a common element in downtowns, should be developed.

Critical Issues

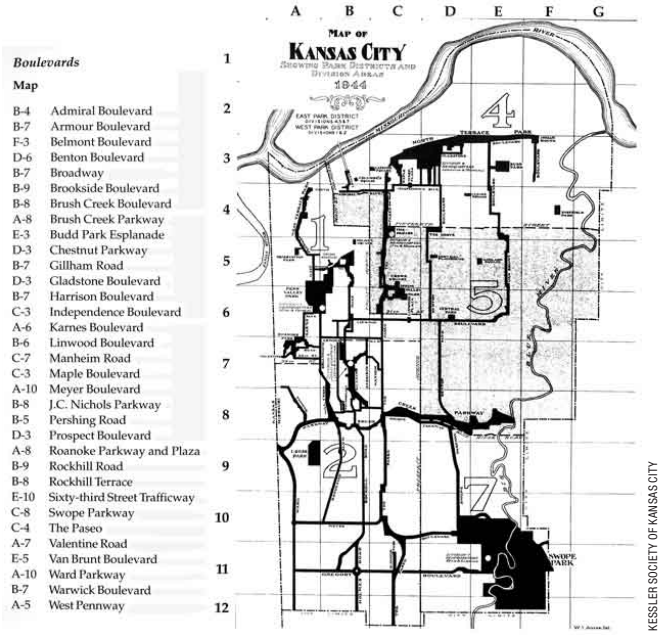
As part of its deliberations and ultimate recommendations, the panel posed the following questions: Where does the North Loop fit within Kansas City's and the downtown's priorities? Is developing the North Loop a widely held priority undertaking? Does a majority of the community want development to happen?

Background, History, Planning Context

Before the Interstate Highway System was implemented, Kansas City was an industrious and growing town that was developing in accordance with the Park and Boulevard Plan by landscape architect George Kessler. The Kessler Plan, put forth in 1893 and still relevant in 1944, was a premier example of a city planning theory called the City Beautiful movement.

The City Beautiful movement was intended to build civic pride through the design of the public infrastructure system of roadways, parks, and open spaces. A City Beautiful plan would—and the Kessler Plan does—incorporate major boulevards and parkways. The parkways and boulevards in such plans were not so much about using streets to get from one place to another but about giving all residents access to civic amenities like parks, open space, and civic centers, all available to people walking, biking, and driving . . . at 15 to 25 miles per hour.

Over time, a newer, wider goal of vehicular access became clouded by the demands of speed and reduced travel times with the arrival of better technology in automobiles and a growing population far removed from the core of the city. This clouded vision changed the way people understood the city. In Kansas City, large swaths of land were dedicated to speed and efficient travel times. Today, automobiles have become even more speed efficient, and the designs of the 1950s and 1960s have become antiquated, leading to an increase in accidents, congestion, and all forms of transportation problems. But the question remains, *what happened to the civic goal of giving access to all people?*



This illustration is part of George Kessler's plan for a Kansas City parkway and boulevard system. George Kessler was a city planner who started his career in Kansas City.

Where Did Kessler's Kansas City Go?

The City Beautiful ideals of civic pride are still very much aligned with the evident qualities of the people of Kansas City, such as honor, hometown pride, and strong civic engagement. The ideals are also appropriate for new concepts about the landscape of the city like walkability, livability, green infrastructure, and environmental justice. The panel believes it would be fitting to reenvision Kessler's Park and Boulevard Plan as the future vision and identity for downtown Kansas City.

Many cities have embraced this kind of open-space systems-based planning. Cities like Dallas, Denver, and Minneapolis have adopted multidiscipline, multipurpose parks and open-space plans that set the table for decisions about transportation and transit engineering, active

Klyde Warren Park, Dallas, Texas

Klyde Warren Park was Dallas's 5.2-acre answer to reconnecting a city by transforming a highway. Kansas City can take inspiration from its design, programming, and public/private partnership funding approach.

Klyde Warren Park, opened in 2012 to become Dallas's new town square, has literally and figuratively bridged the city's downtown cultural district with the burgeoning mixed-use neighborhoods to the north, reshaping the city and catalyzing economic development. The park brings Dallasites together in new ways and offers dozens of free activities and amenities weekly—from concerts and lectures to games and fitness classes—all within a beautiful five-acre jewel.

The park is decked over the sunken Woodall Rodgers Freeway, which was an imposing barrier between downtown and the densely populated Uptown neighbor-hood. Spurred by a study in 2002 that confirmed the feasibility of a "deck park" over the freeway, leaders of the Dallas business community formed the nonprofit Woodall Rodgers Park Foundation, which was responsible for operating and maintaining the new park.

TRAMMELL CROW

As an urban oasis between Dallas's downtown and Uptown districts, Klyde Warren Park has turned into a magnet for real estate development, including Trammell Crow's three-building mixed-use complex called the Park District, featuring separate office and apartment high-rises. The Park District is under construction in Uptown directly across the street from the park, and the office tower attracted PricewaterhouseCoopers as the anchor tenant.

Klyde Warren Park was funded through a public/private partnership totaling $110 million. Public support consisted of $20 million in bond funds from the city, $20 million in highway funds from the state, and $16.7 million in stimulus funds. The remaining $53.3 million came from individual donors through the Woodall Rodgers Park Foundation. The park is owned by the city of Dallas and is privately managed and operated by the foundation.

The park features a flexible, pedestrian-oriented design that arranges the following components around a sweeping pedestrian promenade: children's park, reading room, great lawn, restaurant, performance pavilion, fountain plaza, games area, dog park, and botanical garden. After ten years of planning, design, fundraising, and construction, Klyde Warren Park opened in fall 2012 and was immediately embraced by the community, cementing its place as a world-class urban park.

ROSHAN V YAS/FLICKR

In 1992 following the Loma Prieta earthquake, Octavia Boulevard replaced the Central Freeway in San Francisco's Hayes Valley neighborhood. The boulevard features Patricia's Green in Hayes Valley, a park that hosts community exercise classes, pop-up restaurants, rotating public art, and a play area for children.

TOWPILOT/WIKIMEDIA COMMONS/GNU FREE DOCUMENTATION LICENSE

The removal of the Park East Freeway in Milwaukee in 2002 has reconnected the previous urban grid and opened up redevelopment for the surrounding neighborhood.

and passive parks, stormwater and hydrological planning, and, most of all, placemaking. Many projects idealized by the stakeholders who were interviewed as part of the panel week, like Klyde Warren Park, began in those plans.

The North Loop Evaluation

In downtown Kansas City, implementing an open-space system master plan will have its challenges. The panel was asked to evaluate the effects on the city's transportation infrastructure; the North Loop is a direct example of those challenges.

Many other communities have taken a dynamic approach to dealing with interstates. The Park East Freeway in Milwaukee was replaced with an at-grade boulevard that re-connected the city to the waterfront. In San Francisco, the Central Freeway, which carried 90,000 cars per day, was replaced with Octavia Boulevard, which now carries about 30,000 fewer vehicles. Both cities have seen an increase in downtown land values, a surge in downtown redevelop-

ment, and the return to the city center of a population that had migrated to the suburbs.

But where did the cars go? A post-construction evaluation suggests that they did not magically disappear; rather, a series of shifts occurred that are hard to quantify by traditional transportation planning methods. Automobile driving shifted to other modes of transportation, like biking and walking. Regional and local traffic found alternative routes through the existing network of streets. Ridership significantly increased in both local and regional transit systems.

These examples underscore the idea that the city's vision should not be interrupted by technicalities or the constraints of past standards.

Before the North Loop

However, before the city considers the possibilities for the North Loop, the panel believes that three other fundamental projects need to be completed. The Route 9/Heart of America Bridge should be brought down to grade as soon as physically possible after crossing the Missouri River. Doing so will reconnect historic neighborhoods, reduce conflicts in the North Loop area, and create the opportunity for the second fundamental project: reconnecting Independence Avenue. The re-stitching of this infrastructure will further serve to mend neighborhoods and connect downtown to River Market. Finally, rebuilding or replacing the Buck O'Neil Bridge will solidify another piece of critical transportation infrastructure, especially for the growing populations in the Northland.

These projects will resolve many of the unknowns regarding the North Loop project, but they will also require major investment and time. However, reinvesting in this infrastructure is critical to helping the city envision bold new ideas for downtown Kansas City.

Master Planning

A strong master plan can help articulate the values and highlight the attributes that make KCMO a great place. They can also help provide a long-range vision for the

BETH SILVERMAN/ULI

Reopening in 1999, Union Station has become a gathering space for city residents.

downtown, including the study area and its surrounding neighborhoods. The panel recommends that the following key elements be addressed as part of an updated master plan: (a) the open-space system, (b) a circulation/complete streets strategy, (c) land use and density, and (d) green infrastructure. Those elements are described in detail below.

Most people are aware that for a place to be competitive, it should have a beautiful public realm and purposeful design. A strong, bold vision for the city does not happen by accident. All the work that has taken place downtown in the CBD over the past ten years has not occurred by accident either. Investment in the public realm is often what attracts private investment to urban cores.

Boulevards and Urban Gathering Spaces

Boulevards are one unique aspect of KCMO. The panel believes they should be celebrated, restored, and enhanced—and, in some cases, newly built. There should also be different kinds of gathering spaces, which encourage social interaction and help cultivate the social heart of a city. Country Club Plaza is a great example, but downtown could benefit from a closer and different type of gathering space. Whether highly programmed, small or large, indoor or outdoor, such urban gathering spaces help enrich the diversity of experiences downtown. In addition, any open-space system should include more passive park space. Downtown today has some open spaces, but it needs more and different types.

One of the city's unique features is that it is located at the confluence of the Missouri and Kansas rivers. The panel recommends celebrating the birthplace of the city on the

rivers by strengthening the connection to the riverfront to help create a unique Kansas City experience.

Circulation and Complete Streets

As the city begins thinking about an updated master plan, it should give careful consideration to streets, not only as places to move cars and vehicles, but also as destinations for people. Streets need to be safe for all modes of transportation, to include options for bike commuters, and to provide options to mitigate traffic and congestion. All these factors will not just make the city more beautiful, but also will make it more functional for all its residents.

Another part of KCMO's history is its streetcar, a system that has been reimagined to serve the city again today. The panel applauds the city's early successes with the KC Streetcar and strongly believes that it should be expanded to connect more key destinations throughout Kansas City. Similarly, MAX and the bus rapid transit system are great complements to the KC Streetcar and provide even more flexibility and transportation options.

Land Use and Density, and Green Infrastructure

Land use and density requirements need to encourage a mix of uses that help guide appropriate development patterns. In addition, the panel strongly recommends incorporating sustainability into any master plan efforts. For example, green infrastructure can help mitigate pollutants from the street, and many methods are more cost-effective than conventional infrastructure.

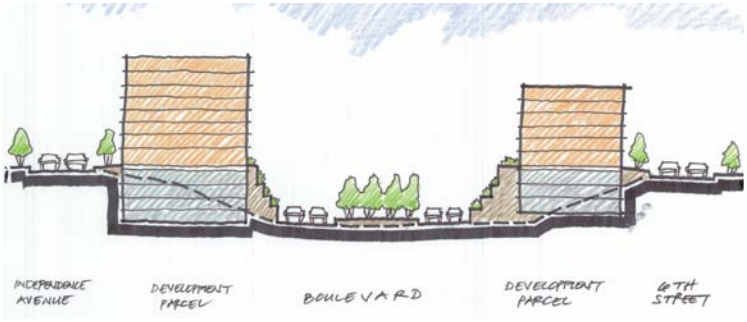
Design and Development Scenarios

When people visit the CBD, they should intuitively feel that they have arrived at someplace special. That place is urban, not suburban. The panel would like to strengthen that sense of place.

Many ideas have arisen about what could happen with the North Loop freeway. The panel believes it presents an incredible opportunity—probably a once-in-a-generation opportunity—to do something amazing with this corridor. As a roadway, the North Loop can be thought of in many ways: (a) it could be capped, (b) it could be made into a surface street, (c) it could be transformed into a boulevard, or (d) it could be removed completely.

In addition to each of those scenarios, the panel also considered what to do with that land afterward—from how to best create a combination of different open spaces to how to unlock the optimal real estate development opportunities. These various scenarios are depicted in the following illustrations.

Scenario 1: Highway-to-Boulevard Conversion



TODD MEYERS/ULI

In this first scenario, the open channel that exists today would remain. The basic idea is to keep most of the channel open and to maintain it, then reconnect the street grid by converting the existing highway to a traditional boulevard. This strategy focuses on creating new development spaces and creating a public open space centered on Main Street, shown in the illustration at left as a partial lid over the highway. This approach would allow the opportunity to create both a grand parkway and new real estate developments.

Scenario 2: Transformation of Independence Avenue into a Boulevard

TODD MEYERS/ULI

The second concept is to restore Independence Boulevard. This approach would take Missouri Route 9 down to grade, creating a new entry to downtown, and looks at the blocks that are just south of Independence as parcels for potential redevelopment. A prominent green public open and gathering space would be in the center, created by removing both Walnut Boulevard and part of Sixth Street. This scenario would allow for open space, a boulevard, and new development.

Scenario 3: Park Lid plus Superboulevard

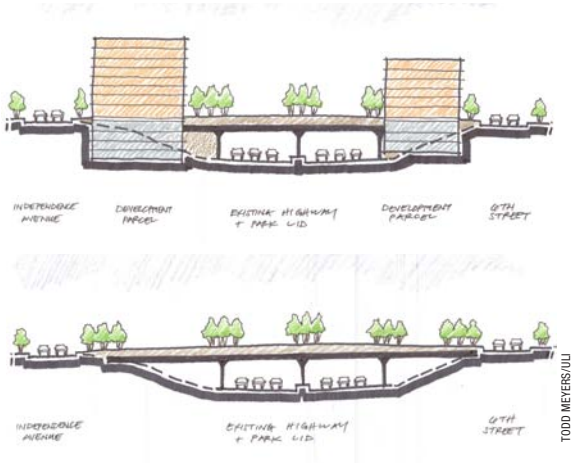
The third concept centers on maintaining the highway. As Kansas City grows and develops over time, the transportation engineers may determine that the highway needs to remain. Similar to the approach at Klyde Warren Park in Dallas, this concept would build a deck over the highway and use Sixth Street and Independence on either side to create a superboulevard. As a result, the open space and the park lid would knit the CBD to River Market.

TODD MEYERS/ULI

Scenario 4: Existing Highway plus Park Lid

The final concept is to think about creating a central park that more physically connects the CBD to River Market. The idea is an aerial grid extending from downtown into the River Market area, and would include a land bridge that is part of a central park.

TODD MEYERS/ULI



TODD MEYERS/ULI

Next Steps

Before any major redevelopment takes place in the study area, the panel strongly recommends updating the downtown master plan. The panel cannot overemphasize the need for a comprehensive plan defining how the modifications to the North Loop would fit with access and land uses in and around the downtown. However, the U.S. Department of Transportation first needs to make a decision regarding replacing or repairing the Buck O'Neil Bridge. The panel then suggests that Route 9 be restored to grade level and that Independence Avenue be re-stitched. After those improvements are made, it is then appropriate to reexamine development opportunities in the North Loop.

In addition, in an environment of limited financial resources, the city should refocus its efforts on public investments that will leverage private activity. As an example, the early success of the KC Streetcar is astounding, but world-class cities of the future require a robust public transit system that connects residents to jobs. The panel recognizes that efforts are underway to expand the streetcar line and strongly supports those plans. The panel encourages the city to maintain that effort and to revisit the opportunity to create an east–west expansion of the system.

Development Strategies: If You Build It . . .

AS A STARTING POINT FOR EVALUATING the land values of the study area, the panel focused on the aggressive scenario presented below because it illustrates the greatest amount of development potential and thus would theoretically provide the highest level of fiscal and economic benefit. This approach should help justify a public investment in the infrastructure costs required to reposition this portion of the I-70 North Loop freeway as a boulevard system.

To translate this land use map into development scenarios, the panel relied on the previously completed TAP report and the ongoing "Beyond the Loop" analysis, both of which evaluated a number of alternatives for development in various configurations of office, residential, and retail uses. For purposes of this analysis, the aggressive scenario has been translated into potential development density by product type in (see figure 9):

Several key questions have arisen regarding land value, which the panel's analysis will answer using a specific development scenario as a launching point:

1. What is the *value of land* within the focus area?
2. To determine placement of parcels, *which portion of the scope area has the most value* to achieve the four primary economic goals?
3. What would be the *most effective programmatic uses* in the study area (e.g., public versus private use, green space, commercial vs. residential mix)?
4. What are some examples of *phasing* the development?
5. What is a recommended *timeline for development* (e.g., phasing, incremental versus finding a big anchor, sequencing public and private financing)?

Residual Land Value

The simplest way to answer those questions of absolute value, effective use, and relative value among the portions of the focus area is to complete a residual land value (RLV) analysis for the panel's base development scenario. Commonly used by appraisers and developers, RLV is a method of approximating land value that considers several critical (and current) market factors. The RLV calculation depends on estimates of future revenue, expenses, return, and risk expectations, and it involves forecasting cash flows related to a potential development project. Thus, these analyses include a considerable amount of variability and can easily become quite complex.

The RLV analysis in figure 11 intentionally omits some data, such as consumer confidence, interest rates, and the general state of the economy; it also does not attempt to make any judgments on any upcoming cyclical changes in the broader real estate market. These factors certainly could (and arguably will) affect the value of the land in question; however, their inclusion would add a layer of complexity to this analysis that would be challenging to incorporate, given the time and scope constraints of this analysis.

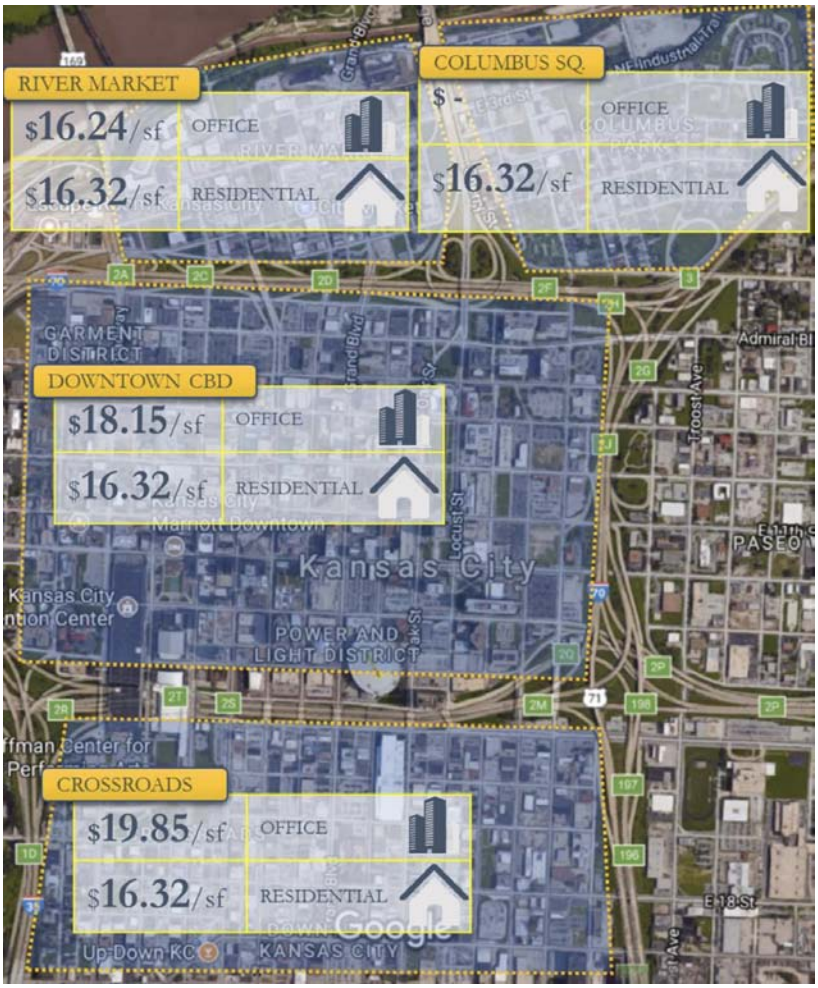
With "transform Independence Avenue into a boulevard" as the base scenario, the numbers prompt the question, "Will they come?"

Figure 9: Turning Land into Density

	Total	Office (65%)	Residential (35%)
Land area	26 acres		
Floor/area ratio	4.5		
Lot coverage	70%		
Density	3,500,000 sq ft	2,300,000 sq ft	1,200,000 sq ft

Source: ULI panel.

Figure 10: Downtown Rents



ADAM WEERS/ULI

Based on the panel's analysis, despite the transformation of the CBD, the land value, the cost of development, and current market rents do not add up to justify new development.

A basic RLV can, however, provide a sufficient level of information and valuation to facilitate decisions on which product types should or should not be pursued, given current market conditions. And it can provide a relative point of comparison between development types that can be used to determine whether one product type should be pursued in advance of others. The basic form of RLV included in this analysis incorporates information compiled from contractors, brokers, analysts, and other market participants active in the KCMO real estate market and primarily includes the following key factors:

- the cost of constructing a development project;
- the income/rents that can be expected from the development;
- the expected sales price if the development were sold at stabilization; and
- a reasonable spread required by investors in the development.

Current Market Drivers and Absorption

As a starting point, the panel has highlighted some key market statistics that the RLV will pull from the submarkets that surround the North Loop focus area—the downtown CBD, River Market, Crossroads, and Columbus Square.

Market Drivers

Rents are obviously one of the main drivers included in the RLV analysis in figure 11 and, as figure 10 indicates, the downtown CBD submarket adjacent to the North Loop area currently has some of the strongest local office rents.

Another important driver for the RLV analysis is absorption for each product type, which the panel has calculated using the historical market performance in the surrounding submarkets, as well as the macro-level demographic and economic forecasting covered in the market analysis section of this report.

Figure 11 summarizes the RLV calculations for each product type.

As outlined above, and based on the assumptions included in the RLV analysis, the value of land in the North Loop area is negative based on current market factors and ranges from –$250.37 to –$1,074.47 per square foot, depending on the product type developed.

To address the remaining questions of effective use, phasing, and timing, the panel's analysis must also incorporate the cost to create the development parcels included in the base development scenario. That cost includes the expenditures required to fill in the former North Loop freeway

Figure 11: Residual Land Value by Product Type

Office		
Net operating income	**$11.23/sq ft**	$7,012,040
Exit capitalization rate		6.50%
Required spread		2.50%
Residual yield on cost		9.00%
Total project value		**$77,911,558**
Total development costs		**$142,379,849**
Residual land value	**–$1,074.47/sq ft**	**–$64,468,291**

Residential		
Net operating income	**$11.63/sq ft**	$1,482,570
Exit capitalization rate		6.25%
Required spread		2.50%
Residual yield on cost		8.75%
Total project value		**$16,943,657**
Total development costs		**$24,454,710**
Residual land value	**–$250.37/sq ft**	**–$7,511,053**

Source: ULI panel.

area and transform it into developable land parcels, such as the following:

- the cost to haul and fill the development area with suitable dirt;
- the cost of building lid or deck structures to span the existing 1-70 canyon; and
- other infrastructure costs (sheeting/shoring, utilities, roads, etc.).

Comparison of RLV to Imputed Land Basis

The development parcels highlighted in the plan can be created only by transforming what today are portions of the I-70 (or the I-70 right-of-way) highway infrastructure into buildable parcels of land that have been filled with suitable soil or that incorporate an underground parking garage. Such parcels would need a sufficient level of infrastructure that would consist primarily of some form of sheeting and shoring system to secure the edge facing the adjacent boulevard and trunk utilities (e.g., power, water, sewer), which the new development could connect with in order to service the new building.

Based on inputs received from general contractors active in the KCMO market, the panel estimates the cost of creating those parcels at between $75 and $148 per square foot. These cost estimates indicate that it would make no economic sense for a private developer to create land that has a residual value ranging from –$250.37 to –$1,074.47 per square foot.

The panel notes that in the earlier TAP analysis, assumptions were made regarding the inclusion of public subsidy to defray the cost of creating the North Loop land parcels and to help spur private development. Although the city government could choose to subsidize some projects, these RLV calculations have been completed without regard to subsidy in order to obtain an accurate value of and to understand the highest and best use for a potential development site, based solely on current market conditions. In this case, the current market conditions indicate that development is not feasible and should not be pursued without public subsidy.

As will be discussed later in this report, the panel believes that such subsidy decisions should be made in a coordinated and consolidated fashion going forward and weighed against all of the city's economic development and infrastructure investment priorities.

Additional Development Parcel Inventory

At this point in the analysis, it is prudent to widen the aperture of the current view of the North Loop and to consider the surrounding landscape to determine whether

other, alternative developable parcels exist that could be reasonably pursued.

When this view is widened to include an additional six blocks in the downtown CBD and River Market submarkets, the panel found that numerous alternative development sites (as of the dates of this Advisory Services panel) are available that could possibly be acquired for a price lower than the cost of creating new development parcels within the North Loop focus area.

According to the land sales comps obtained from local brokers and analysts active in the KCMO market, development land prices around the North Loop study area range from $8 to $40 per square foot, which would appear to make these alternative locations more attractive development sites from a market perspective. Therefore, even if public subsidy were provided to stimulate private development, the market again appears to be signaling that such development should not be pursued in the North Loop focus area at this time, but at one of the alternative sites. The reason is the level of subsidy required to stimulate development at these alternative sites would almost certainly be lower than would currently be required for the North Loop sites.

In addition to the individual development opportunities that these alternate locations provide, several are proximate enough to provide a potential land assemblage that could serve the needs of a large build-to-suit user. Although such potential assemblage sites may not provide sufficient density to fully serve a mega-user needing a space of 5 million or 8 million square feet, they do appear to provide capacity for serving users with smaller requirements more in line with typical corporate headquarters relocations.

The panel recommends that any near-term development focus on adjacent alternative parcels.

ADAM WEERS/ULI

Phasing and Development Timeline

Although current market conditions do not support moving forward with development opportunities in the North Loop focus area, another way to view the RLV analysis in figure 11 is to consider the rent levels that would be required for each development product type to provide a land basis of $0 per square foot. In theory, a land value of $0 per square foot would justify a more reasonable decision by the city to provide public subsidy for a private development.

Given the panel's optimistic view of improving market conditions, it is reasonable to assume that, if these positive trends continue, the market will eventually reach a level that would justify moving forward with development in the North Loop focus area. On the basis of this information, figure 12 shows those rents (by product type) and the timing (by year) that this break-even or move-forward point would be achieved.

On the basis of these assumptions, it would appear that the earliest that development should be considered on a purely market-driven basis would be 2028. If these start dates are then overlaid with current absorption rates, a phasing plan for the development of the North Loop focus area might look like the timeline in figure 13.

Figure 12: Time until the City Builds

	Office	Residential
Break-even rent	$38.40 per sq ft	$2.50 per sq ft/month
Break-even year	2028	2031

Source: ULI.

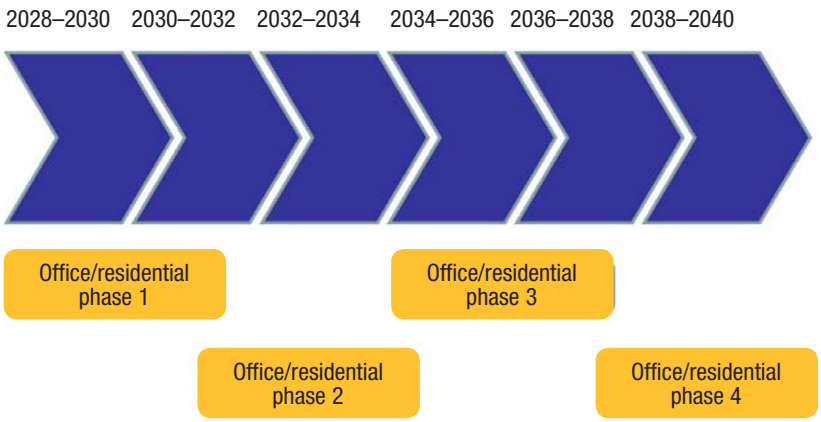
Conclusion

An RLV analysis is a useful tool to evaluate development opportunities based on current market conditions. It provides a simple indicator of whether an investment can be reasonably expected to reap an economic return sufficient to justify pursuing it. In the case of the North Loop site, the panel's analysis clearly indicates that development should not be pursued today, because the RLVs of all product types result in negative land values and would be economically feasible only with significant public subsidy. Although the city could choose to provide such a subsidy as an incentive to spur private development, a significant number of existing, closely located, alternative development sites suggest that this would not be a prudent decision.

Although the North Loop development should not be pursued today, the panel is not suggesting that it should never be pursued. If current market conditions and the positive climate in and around Kansas City continue, the market may provide a more sensible environment to move forward starting in 2028. Were development pursued at this point, the North Loop focus area could reach full buildout and stabilization by 2040.

The city should consider these important elements as it evaluates whether to provide public subsidy to spur private development in the focus area or to construct some or all of the infrastructure necessary to create developable sites within the reconfigured North Loop focus area. Although it may be prudent to pursue such investment in the future, given the numerous other priorities that the city is currently evaluating with respect to infrastructure and public subsidy investments, *repositioning the North Loop focus area today would appear to be an unwise investment.*

Figure 13: Phasing Timeline to Stabilization



Source: ULI panel.

Implementation

DURING ITS WEEK IN KANSAS CITY, the panel heard one consistent theme from stakeholders: the fabric of this community needs to be knit back together. To some, that meant removing infrastructure barriers between areas like the North Loop; to others, it meant removing stigmas and psychological barriers separating people of different backgrounds; yet to others, it meant leveraging the assets of people to expand economic opportunity. Regardless of the reason, knitting the community and its people and neighborhoods together in new ways was an unrelenting theme in nearly every conversation.

Some stakeholders that the panel interviewed deduced that removing the concrete structure that makes up the North Loop is one way to break down these barriers. However, the panel concludes that doing so makes no financial sense—at least in the short term. It is important to be realistic about the actual economic output and transformational influence that real estate development—in isolation—can bring to a local economy, and the panel believes that the time has come for KCMO to think bigger. The panel thinks KCMO is on the cusp of amazing success—with the excitement about landing Google Fiber, launching the KC Streetcar, new investments in downtown and Crossroads, and recent accolades for the startup culture and tech sector.

DAVID GREENSFELDER/ULI

The panel observed that Kansas City is filled with physical and psychological barriers that propagate citywide inequality. Different and creative strategies of community engagement are paramount to Kansas City becoming a more equitable city.

It is important to note that none of that progress happened by accident. The city and its stakeholders deserve a lot of credit for getting this economic engine going. But what the city does next is critical and will define the extent to which success will grow. It is the panel's hope that KCMO rides this wave toward unparalleled innovation, and the panel believes that KCMO can do so without losing the wonderful attributes that make it Kansas City.

The panel asked most of the stakeholders what KCMO's competitive advantage is among peer cities and heard, almost exclusively, "high quality of life" and "low cost of living." Those statements appear to be true, but the panel was surprised not to hear more about "the people." The talent, work ethic, and engagement of its citizenry are what make KCMO special. The panel suggests a shift in thinking to reorient Kansas City's economic development strategy toward its greatest asset: its people.

An attitudinal change may not be as easy or as literal as tearing down a highway, but it is possible and it is free. Rather than use financial resources to invest in new buildings, those resources should be used to invest in the people of Kansas City. The panel has devised some ways that the city can ensure that it evolves strategically and in the best interests of its residents, building on recent successes and taking economic prosperity and sustainability to the next level.

Equity, Culture, and Neighborhoods

During its week in Kansas City, the panel witnessed what appears to be an unnatural segmentation of the population, whereby both physical and psychological barriers exist to equity and access. The panel believes that the

Case Study: SEE/CHANGE DC

SEE/CHANGE DC is an example of a successful, creative, community-engagement project to encourage community building and foster dialogue about rapid neighborhood change. A similar endeavor in Kansas City could help create meaningful discussion about community change while also celebrating residents.

What. The video art project puts a human face on how population change and revitalization are affecting two Washington, D.C., neighborhoods, Park View and Pleasant Plains.

When. During fall 2016, video portraits of community members were projected on storefronts and on street corners along a main corridor—Georgia Avenue, N.W.—in the Park View and Pleasant Plains neighborhoods.

Who. SEE/CHANGE DC was imagined and produced by the Pink Line Project + Citizen Innovation Lab, created by Composite Company and BellVisuals, and is funded by the D.C. Office of Planning (OP) and the Kresge Foundation.

How. SEE/CHANGE DC is part of the OP's comprehensive creative placemaking initiative, "Crossing the Street: Building DC's Inclusive Future through Creative Placemaking," funded by a grant from the Kresge Foundation. The grant is intended to "promote community building in neighborhoods that are experiencing rapid demographic and social change, to engage residents in conversations about the future of the District as the OP embarks on an update of D.C.'s Comprehensive Plan, and to demonstrate or test select placemaking recommendations articulated in the OP's neighborhood plans and District Department of Transportation transit corridor studies and livability studies," according to the OP. In December 2015, the OP released a request for applications seeking qualified curators and project managers to work with it and other District and community stakeholders to define and implement temporary creative placemaking projects. Curators were selected in early 2016, and projects such as SEE/CHANGE DC were implemented that year.

For further information, visit www.seechangedc.com.

SEE/CHANGE DC is a creative video project that uses community engagement as it inspires community building and fosters conversation about neighborhood change.

city needs to remove those barriers in order to reach its economic potential.

Social Placemaking

The panel recommends that the city engage in "social placemaking." As some cities face unprecedented revitalization and growth, it is often a struggle to reconcile longstanding identity and culture with rapid demographic change and physical transformations. In addition, technology has disrupted many traditional social intersections that might be the foundation for fusing an evolution of the city narrative. The needed innovation is simple: get people talking to one another and create spaces for human-centered relationships and dialogue.

Case Study: Paper Monuments

Spurred by the removal of Reconstruction-era monuments from New Orleans, Paper Monuments is leading a community-driven, participatory process to recommend "monuments for all." Recognizing the linkages of the past, present, and future, the program looks at the traditional role monuments have played, various ways they could be reimagined to represent the city, and how they will function in the future. By engaging the community in conversations about how people see and remember their city's history, Paper Monuments is collecting stories and images of how people, places, events, and movements have shaped New Orleans over the past 300 years.

Paper Monuments operates as a series of events, public art, a geographic information system map of proposed monuments, artist collaborations, and a documentary of collective New Orleans history. The process includes those who choose to participate through events, actions, public interventions, and online discussion, as well as the entire city through osmosis. The pop-up nature of distributing the "paper monuments" brings in the general public through conversations and observations. Events have included poster-making workshops, community storytelling, scavenger hunts, and more. Paper Monuments is also collaborating with other artists and community activists, including the Box Truck Galley, a mobile art gallery that depicts the different understandings of the legacy of legendary runaway slave Bras Coupé.

Paper Monuments is a project designed to elevate the voices of the people of New Orleans in the process of creating new city symbols that represent all the city's people.

These posters, part of Paper Monuments, explore New Orleans's history from the past 300 years. These two represent the history of the San Malo Maroons and the legacy of Dorothy Mae Taylor.

Paper Monuments is funded by the Surdna Foundation. Founded in 1917, the foundation is based in New York City and has evolved from the legacy of John E. Andrus and the Andrus family. The Surdna Foundation awards grants for projects in three areas: sustainable environments, strong local economies, and thriving culture.

For further information, visit www.papermonuments.org.

Social placemaking is a people-centered prescription that works to use artistic, temporary interventions to specifically generate new, authentic connections both to place and to people. The interventions themselves tell a story and can be a vehicle for encouraging dialogue, diffusing tension, advancing social equity, and building a sense of community and stewardship.

Mayor's Office of Equity

The panel recommends that the city establish a mayor's Office of Equity—either by creating a new office or by repositioning existing staff members with similar responsibilities to lead the social placemaking effort and, expressly, to ensure equal access to jobs, education, transportation, government, open space, and health for people of all ages, races, ethnicities, and socioeconomic status.

Knitting together the fabric of a community does not stop at social integration; perspectives also need to be integrated into the decision-making process. The panel recommends that the city use the Office of Equity to bring new voices and different perspectives into public boards and commissions to ensure that the diversity of interests represented matches that of the Kansas City population at large. The panel also recommends that the city benchmark its success and encourages corporate partners to do the same.

Celebrate KCMO Neighborhoods

The panel witnessed a rich diversity of neighborhoods throughout the study area—each with its own attributes and interesting history—that rivals the most well-known American cities. Every major metropolitan area has distinct neighborhoods with unique attributes that people love to explore. Kansas City needs to leverage that uniqueness in the way that other cities do, and that opportunity is right on the city's doorstep.

The panel recommends establishing a team that functions as a Neighborhood Advancement Office with designated city government liaisons and advocates for neighborhood associations. Moreover, the panel recommends using this format for proactive and heightened engagement of faith-based social services and educational organizations, which often have a direct and consistent interface with residents and know firsthand what is happening in their neighborhoods. The panel recommends establishing a formal role for neighborhood associations during the development review process to ensure that the interests of neighborhoods receive thoughtful consideration during the design and permitting stages of a project.

BETH SILVERMAN/ULI

The panel recommends that Kansas City establish communications with neighborhood associations and find out what people love about their neighborhoods. Kansas City should support what makes each of the neighborhoods unique and celebrate their diversity.

Leverage Existing Partners and Resources

The panel also recommends that the city consider how to weave a diverse offering of cultural amenities into the community at large, simply by opening access between neighborhoods. For instance, with the right type of collaboration among the neighborhood, the city, and facilitators such as the Local Initiatives Support Corporation (LISC) or other partners that are already active in the area, the Independence Avenue commercial district could become a culturally diverse food and retail amenity for the city.

Further, the panel recommends that the city focus on new business formation and entrepreneurship as a way to break the cycle of poverty and assess whether sufficient

tools and programs exist to support that effort. Partners such as LISC, the Kauffman Foundation, faith-based organizations, and community development corporations are all groups that are likely to help the city assess the effectiveness of existing startup tools and to recommend policy and programmatic changes to ensure that startups and entrepreneurship of all kinds are supported.

The panel believes that untapped resources exist to support much of this equity work through the Ford and Kresge foundations, and perhaps even the Kauffman or Block foundations. Initiatives such as the New Markets Tax Credit Program and the Community Reinvestment Act present opportunities to leverage outside funds to advance these types of initiatives at no or low cost to taxpayers.

Fueling the Innovation Economy

As is the case for many other jurisdictions, talent is hard to come by in a near-full-employment economy. But it seems there are some good opportunities that the city can leverage to put a dent in that challenge.

Attracting and retaining young people is imperative. Efforts to attract and retain millennials and members of generation Z need to be ramped up, taken seriously, and invested in—by both public and private partners.

Similarly, a strong education system is paramount to supporting long-term economic growth. The panel recommends that the city continue its commitment to education at every level. The panel supports the continued focus on initiatives such as Turn the Page, a program to raise the reading proficiency of third graders, and specifically recommends focusing on revitalizing downtown schools. The city should consider using the Office of Equity to work with school leaders—including charters and private schools—to ensure that students of all socioeconomic backgrounds have access to both public and alternative schools. That achievement will benefit current students and families and will also support the long-term goal of mainstream attitudinal change toward equity.

DAVID GREENSFELDER/ULI

The panel supports Kansas City in its push to attract tech companies and commends its successes so far. The panel believes that Kansas City should further increase its efforts, especially in education and training.

The tech sector is thriving in Kansas City, and it presents an excellent opportunity to create high-paying jobs across industry clusters for people with varying levels of educational attainment. CBRE's "Scoring Tech Talent Report" ranked Kansas City 16th in the nation for growth in the tech workforce, and *Entrepreneur* magazine ranked Kansas City the fourth-hottest startup market in the nation. Although that is very good news, the tech sector cannot sustain itself without the minds and bodies to support it.

The panel believes the city should establish a Talent Pipeline roundtable that engages leaders of industry, education, and workforce development in talent development, retention, and recruitment. The city should organize groups such as the KC Tech Council, the Kansas City Area Development Council, Code the Block, and others to focus on such endeavors as the following:

- Bring satellite campuses of area colleges to downtown, particularly programs that focus on science, technology, engineering, and mathematics. If this effort becomes challenging, the panel recommends using financial or other incentives to accomplish this goal.
- Facilitate a recruiting network for area companies to tap into area high school and college students.
- Facilitate high school and college internship programs to build a talent pipeline.
- Attract and expand well-known incubator platforms and idea contests, such as TechStars, WeWork, and MassChallenge.

People without a four-year degree also have a place in an innovation economy. The community colleges and technical high schools should play an active role in developing training programs to prepare students to meet the current and future needs of area employers.

Land Use and Development

As stated earlier, there is a strong need for a comprehensive downtown master plan. The panel believes that it should be developed through widespread, authentic, and outside-the-box thinking around civic engagement.

The panel has already laid out the financial challenges for new development on the North Loop and has identified a map of potential development parcels spread throughout the downtown. The panel's recommendation is to catalog those sites and strive to achieve a status of development readiness that will allow the city to respond quickly when business development opportunities arise.

The Amazon request for proposal (RFP) gives the city a basis on which to start some of this early work, and the panel recommends that it continue regardless of whether the Amazon RFP is successful. If not Amazon, it will be another company, and being prepared with a slate of pre-permitted, pad-ready sites in the downtown will enable Kansas City to compete more effectively for high-value companies and their headquarters.

Rethinking Government, Programs, and Regionalization

The preceding recommendations can work only if a system of clear and accountable implementation is in place. Although many different layers of activism exist in KCMO, overlap, redundancy, and confusion exist among the stakeholders regarding roles and responsibilities. The panel recommends that the city assess whether the current system makes sense or whether it should be reconfigured. Again, the city is encouraged to pay particular attention to the stakeholders and constituencies represented to ensure that the mix of stakeholders reflects the population at large.

AMAZON.COM

Amazon's request for proposals for its second headquarters inspired 238 North American cities to state why they are the best city to live, work, and invest in. The panel recommends that Kansas City build on the momentum generated from its proposal and apply it to future RFPs and visions for its future.

Similarly, the panel recommends that the city continue to evaluate its current incentives strategy to ensure that its investments provide for the most equitable and valuable impacts. It should be noted that following its visit, the panel learned that the city has already commissioned a study to evaluate its current incentives (the results of which are forthcoming) and currently uses a development project scorecard to evaluate various metrics (i.e., job creation, living wage, historically underinvested census tracts) for potential development projects. Those efforts should be applauded and continued. As Kansas City succeeds and the local market gains strength, selectiveness should be exercised in a way that drives incentives toward the highest-value, most transformational projects from an economic and social impact perspective.

Lastly, there is significant benefit to understanding the regional economy and how KCMO fits into a larger regional picture. Although multistate collaboration may be easier at some times than at others, the panel feels it is worthwhile for Kansas and Missouri stakeholders to form productive working relationships. CoreFour, the Mid-America Regional Council, business partnerships, and joint meetings of both states' departments of transportation should continue. KCMO's invitation to Kansas stakeholders to participate in the interviews for this panel is the type of relationship building that will help promote a positive association over time and that stands to benefit both sides of the state line.

Conclusion

THE PANEL HAS SHARED the current market situation and provided potential conservative, moderate, and aggressive scenarios for redevelopment of the North Loop study area. However, the reality is that the panel believes now is not the optimal time to pursue any large-scale development. Although the Buck O'Neil Bridge must be addressed and some highway connections may be realigned in conjunction with the bridge project, the absence of resources and the fact that redevelopment costs far exceed land value make any big idea infeasible now. Anything done in this area must be planned strategically and with a long-term vision.

No successful initiative is a quick fix or a plan for an overnight success. Vision requires long-term commitment and the ability to constantly evolve with the times and community needs.

The panel believes that Kansas City should focus on the many projects and initiatives already underway to meet those economic goals of increasing development density and adding property tax revenues. When critical mass is reached, Kansas City will be poised to be even more competitive in pursuing large projects and developments. And if the city is working from a master plan fully supported by city leadership, physical barriers will be strategically removed over time.

Much of the panel's discussion concerned the psychological barriers. Those are more difficult to remove than physical ones and will require meaningful, bold action. The panel has suggested some tools to improve outreach to the entire population of Kansas City. If those tools are used properly, the city can start bridging any divisions that make many feel disenfranchised.

CALI SLEPIN/ULI

The ULI panelists during the question-and-answer portion of their presentation.

It will take commitment and honest dialogue from the government and from the business, arts, sports, faith, education, social service, and neighborhood communities to find ways to collectively and individually reach out and include new voices representing the minority and ethnic populations that make up 40 percent of the city. Kansas City must continue to look around and ask, "Who is missing today?" Tomorrow and each time the city comes together to decide its future, it should ask, "Who is missing at the table?"

The panel heard repeatedly from many community members it met throughout the panel week that it was important to "knit the fabric" of the community back together. Yes, that is an important aspect of the built environment, but "knitting the fabric" between a city's people is also an important aspect of building community.

Kansas City is known for civic involvement, which has been the foundation on which all its accomplishments rest. It is the reason so many stay here, the reason so many return here, and more and more the reason the next generation is deciding to move here.

Just imagine the compelling story when that tradition of civic involvement includes everyone. Just imagine how much stronger, more vibrant and dynamic the city will be as diversity and inclusion motivate the best urbanism today. Yes, this will push a new agenda for Kansas City, and it is the city's agenda, the city's vision—that of economic strength and entrepreneurial growth, that of opportunity and competitiveness, sustainability, and a robust quality of life downtown and throughout a city that benefits everyone. Kansas City is literally and figuratively at a crossroads. The panel is confident that KCMO will seize this moment in its rich history, write its next chapter of successes, and continue moving forward!

The panel encourages the city to focus on the following major recommendations first:

- Develop a downtown master plan.
- Incorporate creative outreach strategies and bring in its community partners to all future efforts with the North Loop study area.
- Leverage the momentum of its successful education programs.
- Seek regional cooperation; it is not a choice, it is a necessity.
- Expand the KC Streetcar.
- Focus on downtown infill as short-term/immediate development.
- Bring Missouri Route 9 back to grade.
- Reconnect Independence Avenue.
- Recognize that the vision for the North Loop is possible, but not today; redevelopment should be part of a large strategic visioning exercise for the city.

With regard to specific next steps, the panel recommends the following:

1. Determine whether to rebuild or replace Buck O'Neil Bridge.
2. Prepare a request for qualifications/request for proposals for a master plan.
3. Bring Missouri Route 9 back to grade.
4. Reconnect Independence Avenue.
5. Explore and practice social placemaking programs.

About the Panel

Glenda Hood

Panel Chair
Orlando, Florida

Hood is a founding partner of triSect LLC, a strategic consulting firm focused on civic innovation serving the business, government, and independent sectors. Hood was Florida secretary of state from 2003 to 2005 and mayor/chief executive officer of Orlando from 1992 to 2003. Before being elected Orlando's first female mayor, she was a city council member for 12 years and president of her own public relations business.

As mayor, Hood was a strong advocate of growth management and smart-growth principles to build safe, livable neighborhoods; a revitalized downtown; and a strong local economy. Under her leadership, the city's land area grew by 50 percent; older and historic in-town neighborhoods were revitalized; compatible new mixed-use infill was constructed; the city's largest parks initiative built new parks and refurbished existing ones; unprecedented partnerships in education were established; transportation alternatives were championed; Orlando became a high-tech center and competitive world market; and the arts became a civic priority.

She spearheaded the redevelopment plan for the Orlando Naval Training Center, the most ambitious economic development project in the city's history. That undertaking has been recognized as one of the country's best examples of the reuse of former government properties and a model for incorporating all elements of smart growth and civic engagement. In addition, she has been a key adviser on domestic security and disaster preparedness for Florida and the U.S. Department of Homeland Security.

As head of Florida's Department of State, Hood was responsible for the department's divisions of Administrative Services, Corporations, Cultural Affairs, Elections, Historical Resources, and Library and Information Services and was instrumental in crafting the state's Strategic Plan for Economic Development and international business initiatives.

Hood has served as president of the National League of Cities and the Florida League of Cities and as chair of the Florida Chamber of Commerce. She is a global trustee of the Urban Land Institute, an active participant on ULI's Advisory Services panels and at the Daniel Rose Center for Public Leadership; a fellow of the National Academy of Public Administration; and longstanding board member and past chair of Partners for Livable Communities. She serves on the corporate boards of SantaFe HealthCare and Baskerville-Donovan Inc. and chairs the board of Axiom Bank as well as the Florida Gubernatorial Fellows Program and Junior Achievement Academy.

Hood received her BA in Spanish from Rollins College after studying in Costa Rica and Spain. She attended Harvard University's Kennedy School of Government executive program and participated in the Mayors Urban Design Institute at the University of Virginia and the Society of International Business Fellows.

Dean D. Bellas

Alexandria, Virginia

Bellas is president of Urban Analytics Inc., an Alexandria, Virginia–based real estate and urban planning consulting firm that provides urban development analytical services to public sector, private sector, and institutional clients. Consulting services include fiscal and economic impact studies, market research analysis, real estate asset management,

real estate development economics, project feasibility studies, and the analyses of public policy decisions.

Since 1996, Bellas has provided consulting services in Arizona, California, Florida, Illinois, Indiana, Iowa, Kansas, Maryland, Michigan, Minnesota, Mississippi, New York, North Carolina, Oregon, Virginia, West Virginia, Wisconsin, and the District of Columbia. He has analyzed the fiscal impact of more than 96,000 residential units and over 38.7 million square feet of nonresidential space. The total value of all land uses analyzed is estimated at over $27 billion. He has also writen or cowritten more than 120 research reports on the fiscal and economic impacts of real estate development.

In addition to Urban Analytics, Bellas is an adjunct faculty member in the real estate program within the School of Continuing Studies at Georgetown University. He has previously been an adjunct faculty member in the real estate development concentration within the School of Architecture and Planning at the Catholic University of America, an adjunct faculty member in the School of Professional Studies in Business and Education at Johns Hopkins University, an adjunct faculty member in the School of Management at George Mason University, and a graduate teaching fellow at George Washington University. Bellas has also taught candidates for the Chartered Financial Analysis designation on behalf of the Washington Society of Investment Analysts.

Bellas received a bachelor of science in business administration from Western New England University with a concentration in finance, a master's degree in urban and regional planning from George Washington University, and his doctorate in public policy with a concentration in regional economic development policy from George Mason University. His doctoral dissertation was entitled "Fiscal Impact Simulation Modeling: Calculating the Fiscal Impact of Development." His research interests include regional and local developmental growth patterns, economic and fiscal effects of real estate development on municipal government, and economic development policy.

Bellas is a member of the National Economists Club and Lambda Alpha International, an honorary society for the advancement of land economics. He is a full member of the Urban Land Institute. He previously sat on ULI's national Public Development and Infrastructure Council and currently sits on the regional ULI Baltimore–Washington, D.C. Transit-Oriented Development Council and locally on ULI's Washington District Regionalism Initiatives Council.

Bill Clarke

Ross, California

Clarke is licensed as both a civil engineer and a landscape architect and has over 30 years of experience in planning, design, and construction projects. Now retired, he consulted to developers, other planning and design firms, and public agencies on issues ranging from new community plans to site planning and infrastructure.

In recent years, Clarke's work has centered on the planning and implementation of a variety of projects. Among those projects have been an 11,000-acre residential development near Livermore, California; an 800-acre commercial/industrial plan in Tracy, California; and a 300-acre business park in Livermore, California. He was also part of a team preparing a resource management plan for the country of Palau. In addition, he worked on the implementation of a town center for the new community of Mountain House, California.

For over 20 years, Clarke was with two of the largest landscape architecture firms in the country. As a principal of the SWA Group in Sausalito, California, he worked on projects including the Weyerhaeuser corporate campus outside Tacoma, Washington; engineering planning for the Woodbridge new community in Irvine, California; and Aramco compounds in Saudi Arabia. He was also the design engineer for the layout of roads in the Corporate Woods office park in Overland Park, Kansas. As a principal at EDAW Inc., Clarke led a team that won a design competition for a government complex in Doha, Qatar; prepared two specific plans for over 6,000 homes and 800,000 square feet of office industrial land in Tracy, California; and

prepared construction documents for Washington Harbour in Washington, D.C.

David Greensfelder

Albany, California

Greensfelder is the founder and managing principal of Bay Area–based Greensfelder Commercial Real Estate LLC, which provides strategic planning, market research and analysis, and real estate development services to communities, financial institutions, and investors, and develops for its own account as well as for other property owners and partners.

His expertise includes oversight of due diligence, acquisition, entitlements, project management (including design, leasing, and construction oversight); asset management (including administration of existing portfolios); and management of national retail tenant representation programs. He has specialized expertise in repositioning regional malls and providing fee development services to technology companies in fundraising rounds before initial public offerings. Significant assignments include market evaluation for retailers and real estate investment trusts, mixed-use project implementation, land use, entitlements, and economics.

As a developer, consultant, and experienced corporate real estate executive, Greensfelder has driven more than 325 projects, spanning 6.3 million square feet with an aggregate acquisition and construction value exceeding $700 million (finish market value estimated at well over $1.25 billion). Before forming his own firm, he was director/vice president and principal of LandMark/NewMark's northern California office and managed relationships with Fortune 25 companies such as CVS Health.

Greensfelder graduated from Pitzer College (Claremont Colleges) with a degree in business economics. He is a sought-after speaker at national and regional conferences and lectures at the University of California, Berkeley, Fisher Center for Real Estate and Urban Economics and its Haas Graduate School of Business; the University of Southern California's Lusk Center for Real Estate Development; and ULI and the International Council of Shopping Centers education programs. He serves on the board of directors of Bay Area–based Satellite Affordable Housing Associates and is an active member of ULI's Urban Revitalization Product Council, Advisory Services, and UrbanPlan, where he works with high school students in their senior-year economics and civics curriculum.

April Anderson Lamoureux

Boston, Massachusetts

Lamoureux is president of Anderson Strategic Advisors LLC, a consulting firm that specializes in land use and development, government incentives, and the building of productive public/private partnerships that grow economies. Since starting her firm in 2013, she has helped her private sector clients secure more than $25 million in grants and incentives and has helped her municipal clients identify and implement key economic development strategies and local government reforms to support economic growth.

Lamoureux has spent her career working to increase the effectiveness and efficiency of government and to assist businesses in successfully managing their interactions with government at all levels. She has held executive management roles within the administrations of Massachusetts governors Deval Patrick and Mitt Romney, has served as the Pioneer Institute's director of public affairs and director of the Center for Urban Entrepreneurship, and has served in senior staff roles in the Massachusetts state legislature.

She has extensive experience navigating federal, state, and local government regulations, with particular expertise in land use and development, and specializes in economic development strategy and incentives, infrastructure financing tools, public/private partnerships, and government relations.

During her time in the public sector, Lamoureux was the state's permitting ombudsman, responsible for breaking down silos within government and enhancing interagency collaboration to support economic growth and to improve

government efficiency. She was Massachusetts's first state regulatory ombudsman, implementing a comprehensive regulatory reform agenda that eliminated or streamlined hundreds of state regulations across all secretariats of the state government. She created and implemented the Chapter 43D Expedited Local Permitting Program, enabling six-month local permitting in more than 80 cities and towns. In addition, she created and implemented the MassWorks Infrastructure Program, a $350 million infrastructure grant program to support housing and economic development projects.

Lamoureux was a 2013 judge for Pioneer Institute's nationally recognized Better Government Competition. She sits on the Milton Hospital Board of Overseers and is active in her local government, serving as an elected member of the Planning Board and Town Meeting in her hometown of Milton, Massachusetts.

Todd Meyer

Chicago, Illinois

Meyer began his career designing and implementing commercial and residential projects in a self-employed capacity. After graduating from Kansas State University, he worked on the West Coast and in the Midwest for professional design firms, including EDAW, HOK, and SWA, learning the corporate design and consulting business.

A common theme of his work is to promote a "triple bottom line" approach, including ecological, social, and economic goals—as well as to integrate sustainable planning principles in his projects, including the U.S. Green Building Council's LEED for New Development criteria.

As a principal of Forum Studio, Meyer's responsibilities include management, design oversight, and business development in the Chicago office. Forum Studio is a subsidiary of Clayco, a real estate development and design/build firm based in Chicago.

He is an active member of the Urban Land Institute and understands the development and construction process—including the fact that many investment decisions are driven by return on investment and internal rate of return from a cost/benefit perspective.

One of Meyer's professional interests is to promote "cultural urbanism" in his projects, working to celebrate regional differences and to create unique places for social interaction. As a daily part of his work with clients and project teams, he is committed to creating beautiful, functional, and high-quality environments for people. That objective in part addresses physical infrastructure, but also considers the natural systems that shape urban areas, using appropriate materials and making the right choices for the environment. He also seeks to stimulate cities, neighborhoods, and districts to be active and energetic in economic investment and unique cultural expression.

Meyer subscribes to the principles of the Charter of the New Urbanism, which seeks to curb suburban sprawl and to promote authentic urban neighborhoods that are compact and walkable, that provide an interesting mix of uses, and that promote a strong sense of identity and community for both visitors and residents. He believes that as a society, we should promote our unique qualities and that not all places should look the same—or function in the same manner. His approach to planning is to be rooted in the unique context and characteristics of the place as much as possible.

Adam Weers

Washington, D.C.

Weers is a principal at Trammell Crow Company with over a decade of commercial real estate development and finance experience. He currently manages the Shops at Dakota Crossing, a 430,000-square-foot shopping center in Washington, D.C. The development's high-profile tenants include Costco, Lowe's, Dick's Sporting Goods, PetSmart, and Marshalls. Weers also manages the McMillan Healthcare Campus, a 1 million-square-foot component of the multiphased, mixed-use redevelopment of the former McMillan sand filtration site in Washington, D.C.

Weers has worked on a variety of projects and product types, including the St. Matthew's redevelopment in southwest Washington, D.C.; the Gateway Grand condominium in Ocean City, Maryland; the Shirlington Village Condominium in Arlington, Virginia; and the acquisition and development of the 96-acre South Kitchener Industrial Park outside Toronto, Ontario.

In addition, he manages the company's New Market Tax Credits platform, which has received eight allocations from the Community Development Financial Institutions Fund since 2004, totaling $650 million, and has placed about $600 million of those tax credits into real estate projects across the country.

Weers serves on Trammell Crow Company's Diversity and Inclusion Initiative Steering Committee, which is tasked with advising the firm's executive committee on matters related to diversity and inclusion and assisting in the creation of programs to attract more diverse pools of professionals, capital, and projects to the firm.

He has an MBA from Harvard University, a master's in financial accounting from Georgia State University, and a bachelor's in business administration from Morehouse College. He is a member of the Urban Land Institute and has been deeply involved in ULI Washington, including work with UrbanPlan. In 2014, he was recognized as one of *Urban Land*'s 40 Under 40, representing the best young land use professionals from around the globe.

John Paul Weesner

Orlando, Florida

Weesner has over 17 years of experience as both a licensed landscape architect and an urban designer. His work designing and planning the urban environment has included multiple downtown master plans, urban streetscapes projects, and highway "takedowns." He implements the principles of complete streets and green streets, infill development, and transit-oriented development plans. He provides "livable transportation" design solutions for integrating the built environment with implementable projects that are livable, walkable, and financially and socially sustainable.

Weesner has served as the senior urban designer for a citywide redevelopment effort to reshape downtown Orlando. The multimillion-dollar Community Venues Master Plan, which examined and located new large-scale public venues in downtown Orlando, led to the following built projects, all conceptualized and designed in the original master plan: the Amway Center (home of the National Basketball Association's Orlando Magic), the Church Street streetscape, the Terry Street streetscape, the Citrus Bowl renovations, the Orlando Lions' downtown soccer stadium, the downtown performing arts center, and the Creative Village master planning effort.

Weesner received his master of landscape architecture degree from the Graduate School of Design at Harvard University and his bachelor of landscape architecture from the University of Florida. He is a member of numerous organizations, including the Urban Land Institute and the National Trust for Historic Preservation, among others.

He regularly speaks at allied professional conferences, such as the Association of Bicycle and Pedestrian Planners, the Association of Metropolitan Planning Organizations, and the Florida Chapter of the American Society for Landscape Architecture. He currently sits on two review boards for the city of Orlando: the Appearance Review Board, which approves the aesthetics of proposed buildings and landscapes in downtown Orlando; and the Creative Village Development Review Board, which specifically approves projects in the Creative Village area—originally envisioned in the Community Venues Master Plan.

In addition, Weesner develops and teaches online courses in the Landscape Architecture Department at the University of Florida, helping students learn about site analysis and synthesis by presenting their ideas through graphic visualizations, writing, and effective public speaking.

A ULI Advisory Services Panel Report

Urban Land Institute

2001 L Street, NW
Suite 200
Washington, DC 20036

Printed on recycled paper.