



TECHNICAL ASSISTANCE PANEL REPORT

Chouteau Courts Site Redevelopment

KANSAS CITY, MISSOURI

SPONSORED BY:
THE CITY OF KANSAS CITY, MISSOURI
HOUSING AUTHORITY OF KANSAS CITY

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Kansas City

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ULI Kansas City is a district council of the Urban Land Institute (ULI), a nonprofit education and research organization supported by its members. Founded in 1936, the Institute today has over 40,000 members worldwide representing the entire spectrum of land use planning and real estate development disciplines working in private enterprise and public service. As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information, and experience among local, national, and international industry leaders and policy makers dedicated to creating better communities.

ULI's mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI Kansas City carries out the ULI mission locally by sharing best practices, building consensus, and advancing solutions through educational programs and community outreach initiatives.

ABOUT THE TECHNICAL ASSISTANCE PANEL (TAP) PROGRAM

The objective of ULI Kansas City's Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary, and objective advice on land use and real estate issues facing public agencies and nonprofit organizations in the region. Drawing from its extensive membership base, ULI Kansas City conducts one and one-half day panels offering objective and responsible advice to local decision-makers on a wide variety of land use and real estate issues, ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues. Learn more at <http://kansascity.uli.org/get-involved/uli-action/>.

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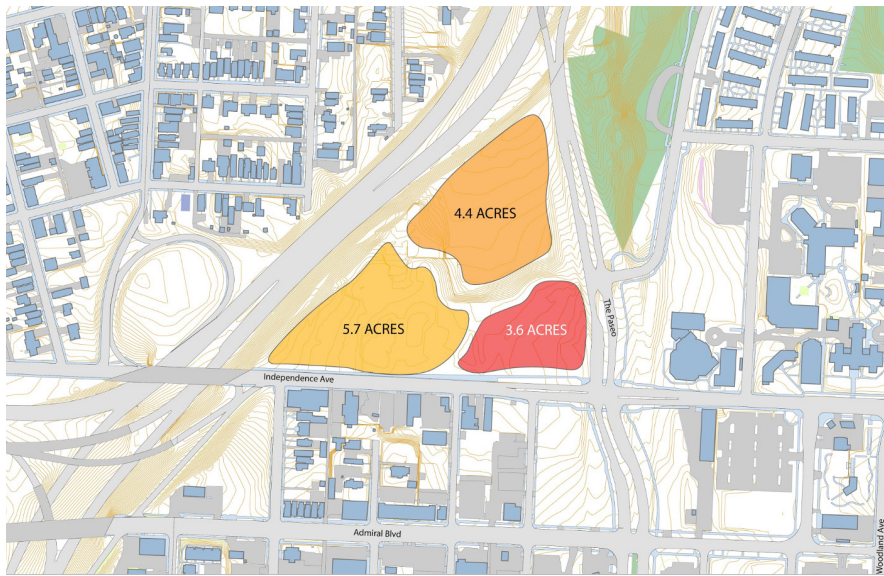
Executive Summary



Map depicting the study site, outlined in red, and the surrounding context. Source: Briefing materials.

At the request of the City of Kansas City, Missouri, (the City) and the Housing Authority of Kansas City, Missouri (HAKC), ULI Kansas City was asked to conduct a Technical Assistance Panel (TAP) program for a triangular parcel of land northeast of the City's downtown. The nearly 14 acre parcel was most recently the location of the Chouteau Courts public housing project and the recently decommissioned Belvidere Park. Given the site's close proximity to downtown Kansas City and its location to several major transportation routes (both interstate highway and forthcoming bus rapid transit), the City and HAKC were interested in repositioning the site for development.

To better understand the development potential for the site and the needs of the surrounding market, ULI Kansas City convened a TAP panel of 13 ULI members with expertise to lend to this particular land use challenge. Following analysis of the site and extensive stakeholder interviews the TAP panel (the Panel) arrived at a series of recommendations that can serve as a foundation for further repositioning of the property and development at the site. The recommendations



The study area generally divides into three sections for development. Source: TAP Panel.

include suggestions for housing, a community gathering space, market-rate development, and connectivity to the surrounding community. The Panel also outlined a development approach, phased over years, that might help the City and HAKC meet their collective goals for this parcel of land.

Housing

Although the former residents of Chouteau Courts were successfully relocated into newer and more desirable housing in surrounding neighborhoods, the need for additional housing in the area, particularly affordable and workforce housing, remains high. Given this site's proximity to downtown and a robust transportation network, bringing housing options back to the site, particularly in the southwestern five acres is encouraged. Unlike nearby rental options, however, the Panel believes that the housing here should be configured in a way that provides opportunities for homeownership and wealth-building for residents. By creating affordable single-family for-sale housing, multi-family for-sale housing, or even housing with opportunities for rentals of adjoining units, families may begin to access the financial benefits associated with homeownership.

Community Hub

Northeast Kansas City, and more specifically the neighborhoods east and north east of the site, is a melting pot of cultures, ethnicities, and income levels. One stakeholder noted that approximately 56 languages are spoken in this part of the City. Given this breadth of culture and the strong network of social services in the area, the area would benefit from a community gathering space, particularly in the site's southeastern three acres. The rich diversity of area residents should be celebrated and a space for the community to gather, learn from, eat with, and connect to one another makes good sense here. The visibility and accessibility of this corner adds to the attractiveness of such a community amenity.

Market-rate or Market Driven Development Potential

The northern four-acre section of the site was formerly home to Belvidere Park. This land is somewhat naturally separated from the remainder of the study site via a 30-40 foot drop in elevation. This separation provides an opportunity for development of a different nature from, yet still connected to, the rest of the site. Recommendations for this area include market-rate multi-family (condominium or apartment) housing or a mid-rise office tower. Leveraging the elevation change, a new building could be built on a podium of garage parking, thereby tucking parking away and leveraging the additional height to take advantage of impressive southwesterly views of the downtown skyline from the floors above.

Connectivity & Community

Today, the site is very much an island to itself, disconnected from the neighborhoods to the east and downtown to the west, and is not pedestrian-friendly. The Panel recommends working to better connect the site and its uses to the surrounding neighborhood.

- A new four-way intersection along the eastern edge of the site, midway on The Paseo, would provide much-needed egress into the development site.
- Further connections into and through the site with a new street network would serve future residents and visitors well.
- Physical connections into and through the site could also help connect those living/working in the area with the neighborhoods and businesses surrounding.

As one panelist stated, “It would be easy to throw up a fence around the development and call it finished, but that would only exacerbate the seclusion and separation many neighborhood residents already feel by existing fencing, speeding traffic, and an environment that is unwelcoming to pedestrians.”

Development Approach

Given the size of the site, the Panel suggested a development approach that could be used, regardless of the specific development or use(s) going in.

Master Developer. Once the City and HAKC establish the final development vision for the site, they would be advised to employ a Master Developer approach to manage and guide further subdivision and development throughout. As it is, the 14+ acres is likely too large a parcel for one development or development type, but a Master Developer could provide the guidance and oversight for the development of the zones loosely identified herein by the Panel.

Phasing. It would be advisable to phase the development of the site. Generally starting in the southwestern corner, where the Panel identified opportunities for multi- and single-family housing, a developer could begin work on the site to deliver an in-demand product for the area. This work would also signal to the surrounding community that the City is committed to improvements to and

redevelopment of the site. From there, development could move east to the southeastern corner and begin to address the connections to the community. Finally, development could move to the area to the north, the timing of which could flex as market conditions and potential demand for contemplated uses dictate.

Site Preparation. The City would be wise to make certain investments in the site, preparing it for development. As noted by City staff, there is some environmental work that remains to be done before the site would be ready for development. By addressing these due diligence items now, the City would be able to deliver a development-ready, neutral site to a developer. This neutral delivery will help position the site favorably should a developer be evaluating multiple location options and also provides confirmation to interested parties that the City is committed to seeing progress at this site.

Long-term Infrastructure Considerations. In addition to providing the City and HAKC with its recommendations regarding the potential for development at the site, the Panel also considered how the site fits into the broader landscape of northeast Kansas City. The Panel was particularly struck by the interruption of the street grid by the current highway system. With an eye toward the future potential decommissioning of the North Loop and the repositioning of the Highway 9 infrastructure at grade, interesting development opportunities may be realized in land consumed by present highway infrastructure, on-ramps, and off-ramps. The Panel took the opportunity to look at the long-term planning implications of these roadway changes and worked to insure that the recommendations delivered would support and benefit from those modifications.

Community-centric. Lastly, it cannot be overstated that any development at this site should strive to be community-centric. Disinvestment in this and the surrounding neighborhoods has occurred over countless years. By focusing on community and connectivity at this site, the City would demonstrate its pursuit of more equitable development practices and its appreciation for and support of all of its residents.

These 14 acres of now clear land are ready for development. With careful planning and preparation, an eye toward building community and connections, and the flexibility to meet market demands, the study site can once again become an asset for northeastern Kansas City.

Scope & Themes

Aerial photo of the study site, including the now demolished Chouteau Courts and adjacent Belvidere Park. The industrial block south of Independence is also shown within the outline. Source: Briefing materials.



Located in the City of Kansas City, immediately north and east of downtown, the 14+ acre study site is close to employment centers and easily accessible by car. Interstate 35 forms the western/northwestern boundary of the site, The Paseo forms its eastern edge, and Independence Avenue is its southern boundary. Downtown Kansas City is to the west and south of I-35, Columbus Park is directly west, again across the Interstate, light industrial uses are directly south, and residential neighborhoods and Kansas City University are found to the east. The location of this site and its vehicular access present interesting development opportunities, yet, prior to any issuance of a request for proposal for development, the City and HAKC turned to the TAP Panel to answer the following questions:

1. Market. What is the current market and potential demand for residential, commercial or other typologies of development in the project area?

2. **Connectivity.** The North Loop Study is an ongoing initiative to improve connections into and around downtown while providing economic development opportunities. A key recommendation from the study was to reconnect Independence Avenue to the loop. How does the redevelopment of the project area assist with this initiative?
3. **Planning and Design.** With The Paseo Blvd./ Independence Ave. intersection realignment project and Belvidere Park being included in the redevelopment package, what strategies need to be implemented in the project area to enhance Kansas City's Historic Parks and Boulevard System?

Throughout the course of its study, including an in-person tour of the site and surrounding area, thorough review of briefing documents provided by the City, and interviews with a host of stakeholders from the City, HAKC, and the surrounding neighborhoods, the Panel identified several key themes that would help shape their deliberations around the site and eventual development recommendations.

Affordable Housing Needs. The site was formerly home to Chouteau Courts, one of Kansas City's oldest public housing developments. Through the assistance provided by a HUD Choice Neighborhood Initiative Implementation Grant, residents of Chouteau Courts were offered newer housing options and relocated to surrounding neighborhoods. The Chouteau Courts buildings, long past their useful life, were demolished; yet the need for affordable housing options in the area remains. Affordable and workforce housing options, particularly those that provide an on-ramp to homeownership and wealth-building, cannot keep pace with demand in Kansas City.

Connections to Surrounding Neighborhoods. The study site is surrounded by interstates, roadways, thoroughfares, light industrial manufacturing, a university, and unusable open space created by roadway easements. The site is uninviting, it is an island, and it is a void through which pedestrians must navigate as they traverse from residential neighborhoods on the east to employment centers to the west. This isolation of the site from the surrounding community diminishes the likelihood that neighborhood children and families would make use of any open space within the site. Similarly, without thoughtful new connections from the study site, residents of any new development there are just as unlikely to walk or bike to neighboring restaurants or businesses.

Vehicular Connectivity. The area is currently built for cars and residents in the surrounding neighborhoods, many of whom do not own a personal auto, must walk or bike through an unsafe environment. Instead of creating more opportunities for cars through the area, the site would benefit from redirection of vehicular traffic. A road diet on Independence Avenue and a re-routing of freight traffic to Admiral Boulevard, which benefits from its direct access into downtown, would help calm traffic and make the area more inviting for

Stakeholder Interviews What the Panel Heard

- Walkability
- Affordable and market-rate housing
- More businesses
- Job training
- Soccer facilities
- Neighborhood connectivity
- Medical offices
- Urban farming, community garden
- Safety
- Block south of Independence needs work
- Significant immigrant population
- 56 languages spoken in the area
- Traffic is too fast
- Wealth-building opportunities
- Independence Ave BRT line
- The Paseo reconfiguration
- Equitable multi-modal options
- Area is rich in social services



Panelists touring the study site.
Source: TAP Panel.

pedestrians and bicyclists. By creating a street network within the site that connects mid-point on the east to The Paseo Blvd. and at additional points to the south onto Independence Ave., people and cars could also more readily and safely navigate to and through site.

Redevelopment of Admiral/Independence Block. Directly south of the site, between Independence Ave. and Admiral Blvd. sits a mishmash of light industrial, outdated, and under-maintained buildings and businesses. The nature of these businesses does not support a walkable, welcoming pedestrian experience. In some instances, the buildings are no longer structurally safe and community support of the businesses is failing or already gone. The health of this block of businesses will have an immediate and lasting impact on the success of any new development at the study site. Improving this block should help support new development in the area, improve the pedestrian experience for the surrounding neighborhood, and improve the experience for those living, working, or visiting the new development(s) at the site.

Highway Infrastructure. In much the same way that the failing businesses to the south impact development potential of the site, the predominance of highway infrastructure is also a daunting and limiting factor in the ultimate potential for catalytic development at the site. For any new development to sustainability succeed on these 14+ acres, it must be better connected to the surrounding neighborhoods and downtown. Reducing the amount of highway infrastructure, such as removing one or two redundant on/off ramps in the immediate vicinity will positively impact the site by diverting a number of cars to other on/off ramps, reduce the number of cars speeding through the area, and potentially make available new land for development, which would more readily connect the site to downtown and Columbus Park.

Community Asset. There was strong interest in what will happen at the site from a wide-range of community members and related organizations. Given that interest and the City's ownership stake in the site, it would be wise to incorporate a community use or asset at the site that will welcome neighbors from the surrounding community. While the area is rich in social services, few opportunities currently exist for community members to gather and form connections and relationships of mutual support.

Phasing, Sections, and the City's Role. As mentioned, the Panel identified a rather natural division of the site into three sections – southwest, southeast, and north. Phasing development within the site and by section would allow a master developer to begin to deliver product at the site, while also maintaining flexibility for future development decisions based on market patterns and trends. The City will be an important partner in readying the site for development and delivering a shovel-ready, neutral site. All of this will go a long way toward signaling to the community the City's commitment to a thoughtful and careful approach to developing the site.

Context & Roadways

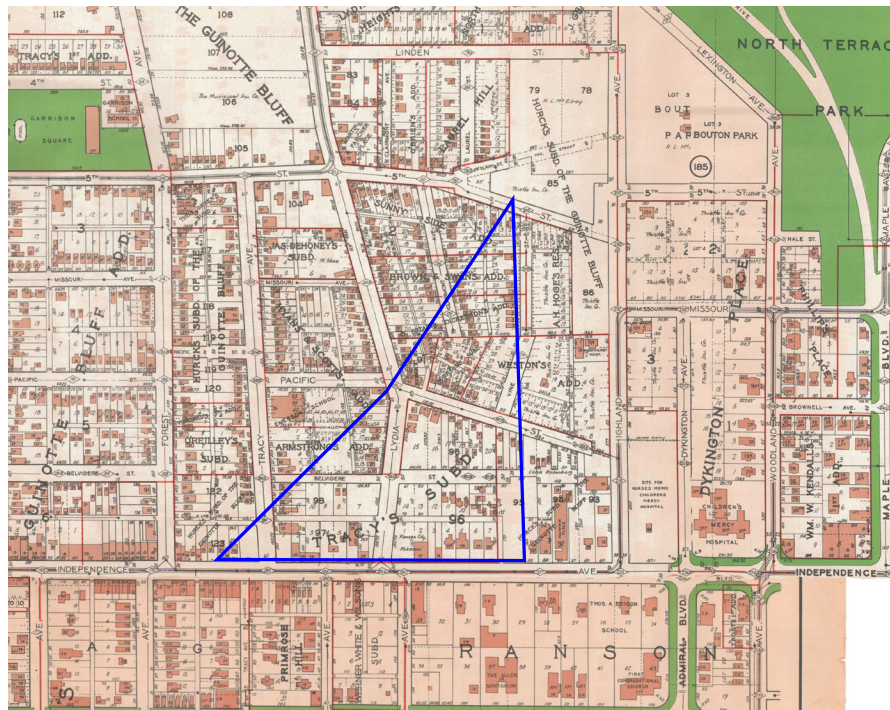
Design Drivers

The study site sits at the corner of The Paseo Blvd. and Independence Ave. and is easily seen from the highway. The site also interrupts the potential connection of neighborhoods to the east to downtown, Columbus Park, and River Market to the west. This disconnection, largely due to the abundance of interstate highway infrastructure, has left neighborhoods to the east feeling left behind and cut off from other areas of investment and progress. Through this lens of disconnection, the Panel sought to identify ways in which the site could be leveraged to heal scars from past public decisions and reconnect the neighborhoods to the benefit of the residents and support the health and vitality of the City.

The design drivers behind the Panel's considerations included:

- **Restoring connections between urban neighborhoods.** Development at the site could be designed in a manner that makes connections, particularly pedestrian and bicyclist connections, between the neighborhoods to downtown, Columbus Park, and beyond approachable, accessible, and enjoyable.
- **Positioning the site for Bus Rapid Transit (BRT).** The Panel learned of pending updates to the City's mass transit system, which would include BRT along Independence Ave. Designing a development future for the study site must therefore take BRT into account and insure ready access to this new transportation asset.
- **Reinforcing urban neighborhood patterns, including open space and housing diversity.** The Panel turned to historic maps of the area for deeper historic context and inspiration. In the early 1900's, when the City was thriving, the study site was part of a connected pattern of street networks, boulevards, and parks. Housing variety was evident and movement between neighborhoods and downtown was facilitated by the grid pattern of streets. To begin to re-establish a successful urban fabric in the area, housing variety, including multi-family, single-family, rental, and

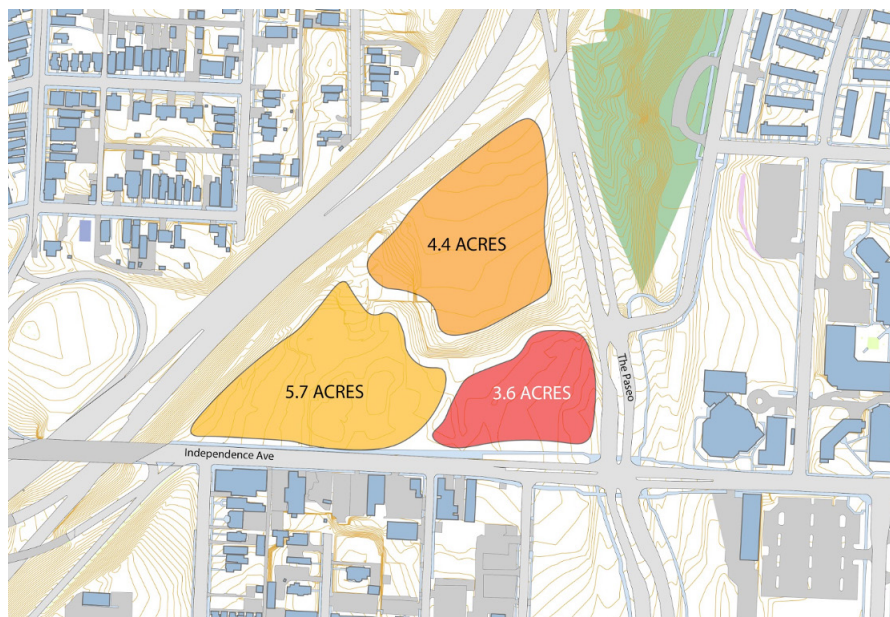
A historic map of the area showing the grid pattern of streets, the parks and boulevard system, and the absence of interstate highways. The study site is outlined in blue. Source: XXX.



owned, will be an important factor in developing a comprehensive design vision for the site, particularly the southwestern section.

- **Two-tiered site, phased approach.** The 14+ acres and the division of the site by topography led the Panel to consider the site as two tiers – one tier encompassing the land in the southern half, running along Independence Ave., and the other tier the northern, former park land. This tiered approach also lends to a phased approach to any development, addressing the southern sections first and then tackling the northern section as market trends dictate.

In a phased approach, the sections to the south (5.5, 3.6 acres) would be developed first. Source: TAP Panel.





Present Context

Through patterns of roadways built over time, the study site has become quite isolated. Interstate infrastructure, running along the western edge of the site, creates an enormous ‘dead zone’ where development cannot occur, pedestrian and bicycling traffic are an afterthought and subject to dangerous conditions, and vehicular traffic is fast, either entering or exiting the interstate system. To the east, The Paseo Blvd. and surrounding open land and easements, while seemingly inviting in their green and open nature, also amount to dead zones where cars speed through and any other uses (pedestrian, bicycling, or recreation) are dangerous. The area to the south, particularly the block south of Independence Ave., is full of light industrial buildings and institutional uses.

As one panelist noted, “We’ve created so many islands with our freeways and roadways here that it feels like the Philippines.” The study site is one of the most isolated of those islands around downtown.

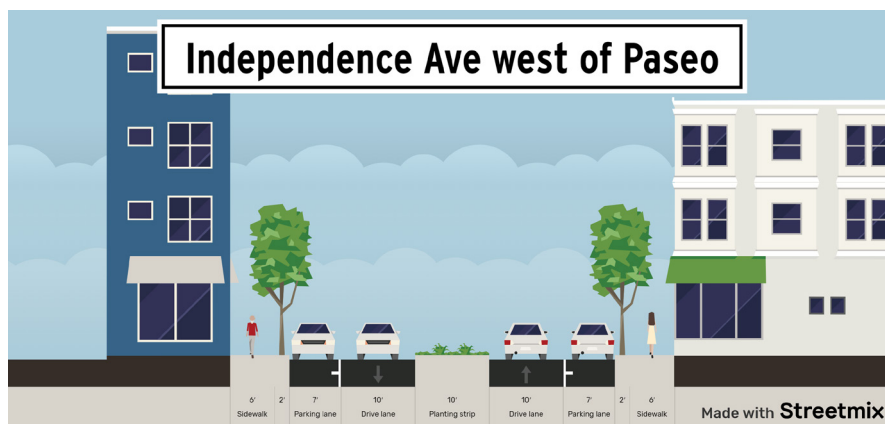
Independence Ave., along the southern portion of the site, plays an important role in the connectivity of the neighborhood and will influence the success of future development at the site. It was noted that Independence Ave. will soon transition from a state highway (Jan. 2021) to a roadway, thereby reducing the presence of freight traffic on the roadway as it is re-routed to Admiral Blvd. further south. In addition to the reduction of semi-tractor trailer traffic,

A map of the area showing the site (in gray) surrounded by dead zones of vehicular infrastructure, unusable open space, and light industrial uses. Source: TAP Panel.

Infrastructure can be used to create value or, unfortunately, it can destroy value, and there has been a lot of that in this area. We need to think of using infrastructure here to create value, to create desirable, connected neighborhoods.

– TAP Panelist

First phase improvements along Independence Ave. could include a road diet and traffic calming measures. Source: TAP Panel.

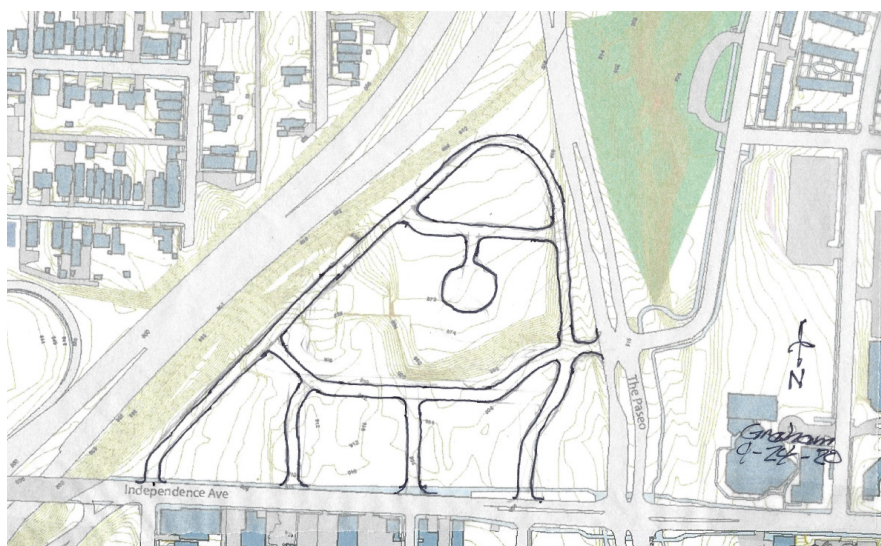


An example of traffic-calming measures along Troost Ave. Source: Google Maps.



Independence Ave. would also benefit from basic traffic calming measures like those found along nearby Troost Ave., between 24th and 30th streets. Through the use of medians, bump-outs, and crosswalks, all of which are relatively low-cost measures, traffic through the study area might be slowed to a speed that is safer for cars and certainly safer and more welcoming for the large number of pedestrians and bicyclists moving in and around the area.

Design ideas for a new street network within the site, connecting to new development sites within the 14 acres and connecting more readily to the surrounding neighborhoods. Source: TAP Panel.



The Paseo Blvd. runs along the eastern edge of the site. At its intersection with Independence Ave., there is a confusing and dangerous routing of roadways, all of which is scheduled to be straightened and re-routed in the coming months. Given the promise of a new, thoughtfully designed intersection, there is an opportunity to consider the connections between this intersection and the development site. The reconfiguration removes the fly-over ramp from Cliff Drive and creates a new T-shaped intersection at The Paseo. The interstate exit ramp running through this same area presents an opportunity to shape a new entrance into the development site, turning the T-shaped intersection into a four-way, signalized intersection. This new intersection could flow into a new street that could provide access to the site and support development in the center and northern section of the study area. With the idea of this new eastern entrance into the development site, a strong street network can be formed, connecting people within the site and connecting more readily to the surrounding neighborhoods.



The redesign of the Independence Ave. and The Paseo intersection, due to start in late 2020 or early 2021, will straighten a dangerous and confusing roadway. Source: TAP Panel.

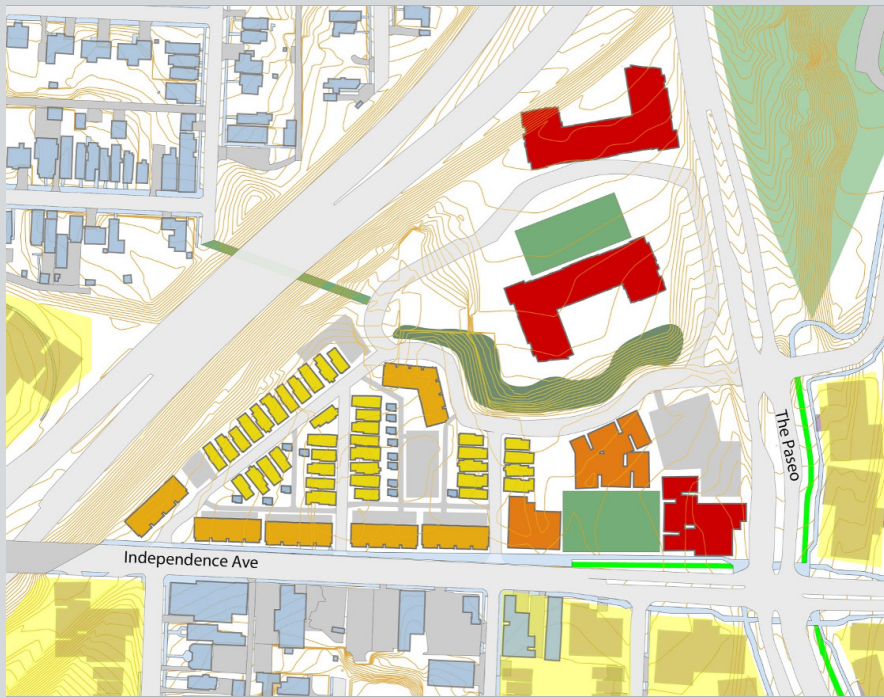
Design Concepts

While the ultimate design of the site will be driven by the developer and market demands, the Panel considered a range of potential design ideas. These ideas explored ways in which a variety of building and use types might make good sense at the site (from a street and block network) and how the site might best be configured to meet the needs of the market and the community, while at the same time responding to the present context of the site, its surroundings, and the site topography.

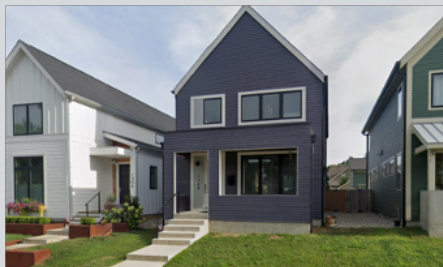
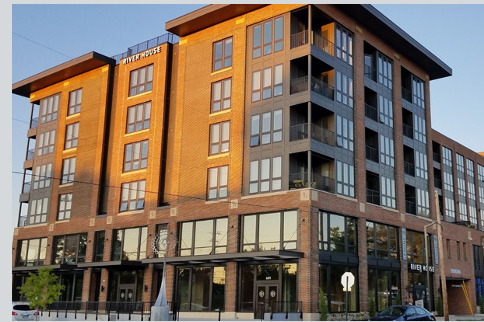
With an intention to create a stronger connection to the community to the east, the design concept on the opposite page at the top presents a mix of building types surrounding a community-focused public space in the southeast, housing in the southwest, and office uses to the north. The mixture of housing types throughout the southern sections could include single-family units, duplexes, fourplexes, row houses, and townhomes and might have a similar feel to the housing found directly west in Columbus Park. The southeast section could feature mixed-use buildings, small office buildings, and perhaps a small recreation space for soccer, football, or other similar sports. The northern section of the site would present a good development opportunity for a larger-scale option, making use of the lower topography of the site to have a larger and taller building that could feature views into downtown and the Missouri River while still fitting well within the surrounding neighborhoods.

Another design option, opposite page at the bottom, would extend the current north/south grid south of Independence Ave. further north into the site and use the design of the buildings to transition down the hill into the northern section of the site. This design option also begins to consider other potential development sites to the south and west, areas currently home to excess or duplicative interstate infrastructure and noted with question marks on the same sketch.

A third option, shown on the top of page 18, shows the three sections of the site in a more modest scale. This design, too, takes topography into account, but also considers how additional open space may be configured into each section of the site, providing additional opportunities for gathering, recreation, and leisure.



Potential residential or office developments might be found in the red shaded areas on the adjacent plan. Source: TAP Panel.



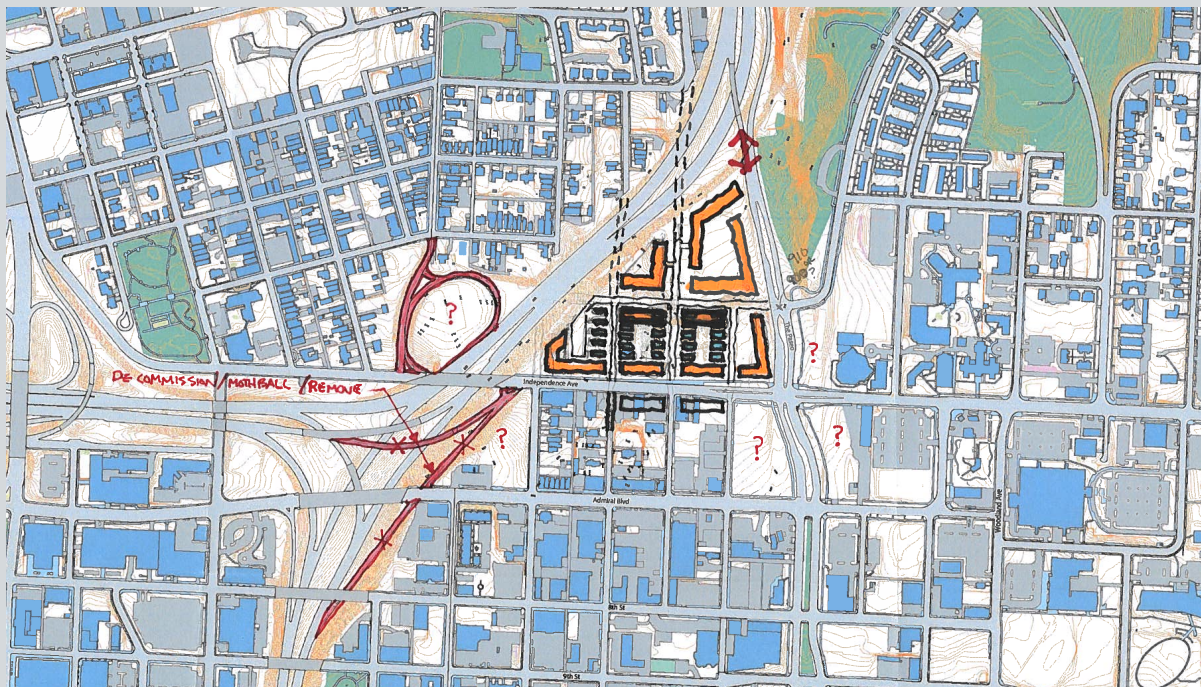
Urban neighborhood housing types would work well in the areas marked by light yellow building types. Source: Gould Evans.



Multi-family urban housing types would work well in the southwest section of the site along Independence Ave., noted by the orange building types. Source: Gould Evans.

Medium-scale residential and mixed use could be placed in the southeast section of the site, also noted in red. Source: Gould Evans.

Other design ideas (below) include a more direct connection to and mimicking of the existing street grid. Source: TAP Panel.





Multi-family urban housing types would work well in the southwest section of the site along Independence Ave. Source: XXX

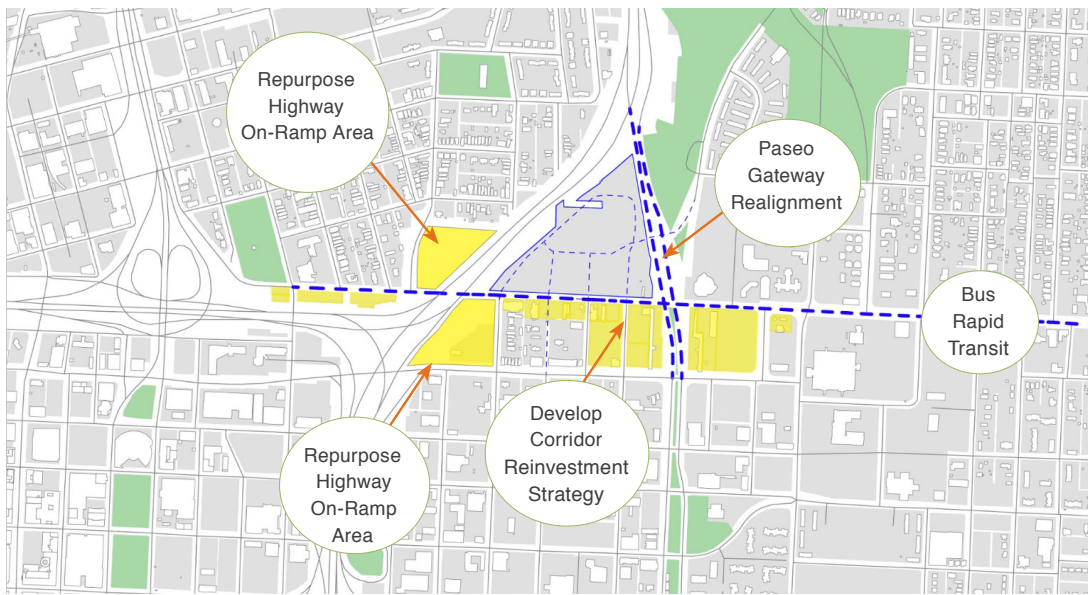


The addition of open space as the focus for each section of the site, provides additional community gathering and recreation space. Source: TAP Panel.

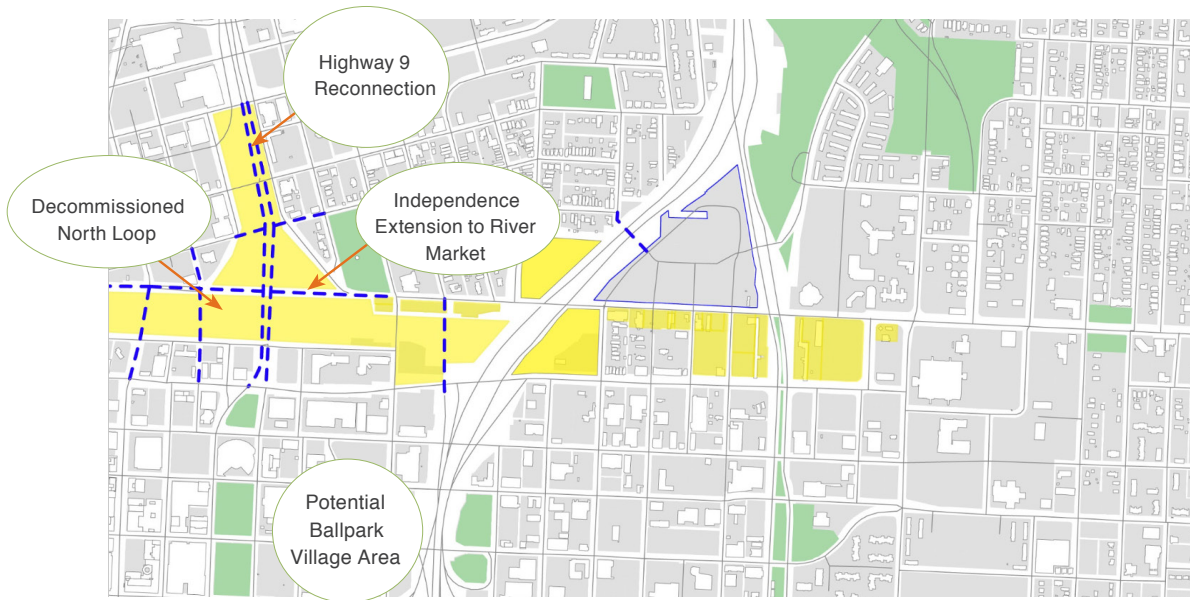
Additional housing and commercial buildings could be configured around the community uses in the southeast portion of the site. Source: XXX

Future Connections

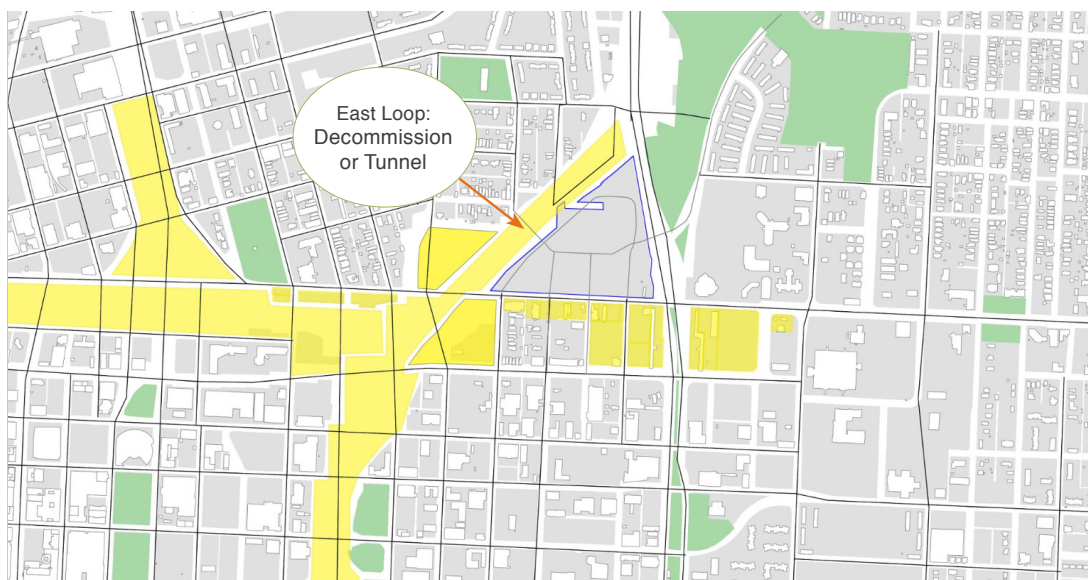
In contemplating the potential design concepts for the study site and recognizing the desire to truly reconnect the site to the surrounding areas, the Panel took a long view of the current highway and roadway infrastructure. In the near-term, the community's focus on the Paseo Gateway Transformation Plan could lead to a greater focus on the Independence Ave. corridor moving west. The Panel also identified two redundant highway on-ramps that could be decommissioned and the land repurposed into development opportunities. This decommissioning would reduce traffic speeds on Independence Ave. and enhance the connections to the west of the site. Looking into the future ten to fifteen years, plans to potentially decommission the North Loop and to bring the Highway 9 bridge to grade also provide a host of opportunities for development and street grid reconnection west of the site, particularly allowing Independence Ave. to finally reconnect all of these neighborhoods. Bold, long-term (50 year) plans might include the decommissioning of the East Loop or its movement into a tunnel, which would truly provide direct connections from the site to land to the west, including the land once occupied by the East Loop. While these plans may seem initially unachievable, steps taken today, with this long view in mind, could lead to grand transformations in the future.



A potential five-year plan for the area's infrastructure. Yellow shaded areas represent repositioned land. Source: TAP Panel.



A potential ten to fifteen-year plan for the area's infrastructure. Yellow shaded areas represent repositioned land. Source: TAP Panel.



A potential fifty-year plan for the area's infrastructure. Yellow shaded areas represent repositioned land. Source: TAP Panel.

Development & Finance

The Panel considered the various development approaches the City and HAKC might take in the repositioning of the site for development and contemplated the potential costs and available financing tools that might be employed to bring development to life at the study site.

Development Components

In order to induce development interest in the site, the City is encouraged to raise the visibility of the site, engage the private sector in early conversations, and begin to bridge the potential gap with capital markets.

Incentive Tool Kit. By establishing an incentive tool kit, which might include municipal tools such as tax abatement, state options like the Low Income Housing Tax Credits, and the federal Opportunity Zone incentive, the City would take important first steps toward demonstrating a potential path for a viable development at the site.

Zoning. Zoning might also be modified to enhance the development options at the site, providing flexibility should a developer propose a use or configuration outside the current code. Additionally, extending that zoning flexibility to the surrounding blocks, particularly to the south and west, might induce broader consideration in the potential uses for the site.

Neutral Site. It is also incredibly important that the City deliver a neutral development site, free of environmental concerns. By mitigating the geotechnical and environmental concerns at the outset, the City is delivering a site that is not encumbered by unknown potential pre-development costs and thereby reducing potential barriers to development.

Formal Public Agency Collaboration. Given the large and complex nature of the site, the City may also wish to consider a public agency developer concept, joining the KCHA and the KCATA, through which one private developer guides the subdivision and further development of sections or phases of the site.

Master Developer

In the same spirit of consolidation and collaboration noted with the public agencies, the Panel encourages the City to use a master developer framework to execute development across the site. Under a master developer framework, the one single developer acts as an extension of the City staff, responsible for a physical plan, an economic strategy, and a business plan. The physical plan typically includes infrastructure responsibilities such as the management of a survey for the entire site, the installation of roads and traffic routing, mitigation and preparation of the soils on the site, and the determination of zones of density throughout the entire development site. The master developer also charts an economic strategy for the entire site, crafting a financial toolkit, identifying and pursuing appropriate incentives and tax credits (LIHTC, New Markets), and potentially pursuing bonds for financing of improvements. The master developer also creates and manages the business plan for the site, including a number of community-informed items such as linkages to the surrounding neighborhoods, opportunities for housing and wealth-building through homeownership, and branding of the overall development, in much the same way as Crossroads or River Market have been branded.

To find a master developer, the City should consider issuing a Request for Proposals (RFP). Once the developer is identified and contracted, the developer then works with the City as an extension of City staff. The master developer is not the at-risk developer for the site but is instead responsible for the scope of work, including preparation and advancement of a master physical plan, a master economic plan, and a master business plan as noted above. The master developer also works with and actively seeks input from development community to insure that the contemplated master plan is market viable. Engagement with the community surrounding the site is also an important task for the master developer and is generally accomplished via community engagement sessions and public outreach. The master developer is responsible for working and communicating with appropriate elected officials to insure all are aware of progress at the site and each has the opportunity to provide input along the way. Once the master plan is in place, the master developer is responsible for seeking at-risk developers who will ultimately develop portions of the site and negotiating the various development agreements with those at-risk developers, which typically contain performance measures and deadlines.

Development Costs

In determining, the potential development costs for the site, based on the contemplated guiding design concepts, the Panel used low, medium, and high density building scenarios to determine associated costs. The Panel then explored the phasing and development costs based on the medium density

Development Costs	80% Low	100% Medium	120% High	Phase 1 Zone 1	Phase 2 Zone 2	Phase 3 Zone 3
Land Costs	-	-	-	-	-	-
Site Development						
Utilities, Roads, Site Grading, Remediation	\$ 5,952,403	\$ 7,440,504	\$ 8,928,605	\$ 3,990,940	\$ 1,398,472	\$ 2,051,092
Soft Costs, Financing & Contingency	\$ 2,142,121	\$ 2,677,651	\$ 3,213,182	\$ 1,436,239	\$ 503,275	\$ 738,137
Total Site Costs	\$ 8,094,524	\$ 10,118,155	\$ 12,141,786	\$ 5,427,179	\$ 1,901,747	\$ 2,789,229
Vertical Development						
Zone 1: SW, Residential	282 units	353	423	353		
	\$ 42,300,000	\$ 52,875,000	\$ 63,450,000	\$ 52,875,000		
Zone 2.1: SE, Residential	180 units	225	270		225	
	\$ 27,000,000	\$ 33,750,000	\$ 40,500,000		\$ 33,750,000	
Zone 2.2: SE, Commercial						
Zone 3: North Zone	528 units	660	792			660
	\$ 92,400,000	\$ 115,500,000	\$ 138,600,000			\$ 122,100,000
Total Vertical Costs	\$ 219,891,788	\$ 274,864,734	\$ 329,837,681	\$ 71,903,391	\$ 45,895,781	\$ 157,065,563
Total Development Costs	\$ 227,986,312	\$ 284,982,890	\$ 341,979,468	\$ 77,330,570	\$ 47,797,528	\$ 159,854,792
Cost per Unit	\$ 230,289	\$ 230,289	\$ 230,289	\$ 219,378	\$ 212,433	\$ 242,204

scenario. In each of the scenarios below, the Panel assumed a land cost of zero, encouraging the City to contribute the land to the development.

Sources & Uses

In understanding how the development potentially comes together via the public and private sources of funding and the anticipated uses contemplated throughout the site, using the medium density scenario and current market rates for rents, there is still a potential, and not insignificant gap in what the market will bear. A potential Sources & Uses model is shown on the following page. The model is a rough draft and, while the \$0.77/sf gap in rents is not completely accurate, the modeling is solid. The Panel believes that the trend line is accurate and will result in a gap in rate returns.

Capital Markets

Credit markets continue to be confused at the time of this writing, largely due to the Covid-19 pandemic. With that understanding, it is difficult to determine the viability of a potential project at the subject site at the present moment. At the same time, however, the housing market is strong and the credit markets have an interest in both single-family and multi-family housing. Current and near-term underwriting standards will be fairly realistic verses the more ambitious underwriting rates of the recent past, which will reduce potential leverage rates. It should also be noted that construction costs continue to increase and have continued during the pandemic, largely due to a doubling of lumber costs during the pandemic. While it is unclear whether those

Sources & Uses	80% Low	100% Medium	120% High	Phase 1 Zone 1	Phase 2 Zone 2	Phase 3 Zone 3
Public Funding	\$ 8,094,524	\$ 10,118,155	\$ 12,141,786	\$ 5,427,179	\$ 1,901,747	\$ 2,789,229
Private investment						
Developer Equity 30%	\$ 65,967,536	\$ 82,459,420	\$ 98,951,304	\$ 21,571,017	\$ 13,768,734	\$ 47,119,669
Developer Debt 60%	\$ 131,935,073	\$ 164,918,841	\$ 197,902,609	\$ 43,142,034	\$ 27,537,469	\$ 94,239,338
PV of Incentives 10%	\$ 21,989,179	\$ 27,486,473	\$ 32,983,768	\$ 7,190,339	\$ 4,589,578	\$ 15,706,556
Private Investment (net of public incentives)	\$ 197,902,609	\$ 247,378,261	\$ 296,853,913	\$ 64,713,052	\$ 41,306,203	\$ 141,359,006
No. of Units	990	1238	1485	353	225	660
Ave. SF/Unit	640	800	960	800	800	800
Total SF of Development	633,600	990,000	1,425,600	282,000	180,000	528,000
Projected Net Annual Rent 8%	\$ 15,832,209	\$ 19,790,261	\$ 23,748,313	\$ 5,177,044	\$ 3,304,496	\$ 11,308,721
Cost per Unit						
Net Monthly Rent / SF	\$ 2.08	\$ 1.67	\$ 1.39	\$ 1.53	\$ 1.53	\$ 1.78
Target Market Rent Rate	\$ 0.72	\$ 0.90	\$ 1.08	\$ 0.90	\$ 0.90	\$ 0.90
Rent GAP / SF	\$ 1.36	\$ 0.77	\$ 0.31	\$ 0.63	\$ 0.63	\$ 0.88

construction cost increases are due to temporary pinch points in supply or true inflation, the gap is widening regardless. Equity is looking for safe bets for capital placement, which points to stronger support for phasing the site and beginning with a housing venture. This initial housing development should increase the viability for future financing and additional development interest in the site.

Public Policy Considerations & Community Engagement

While the site has a long history of housing, the Panel's goal for the redevelopment and repositioning of the site is to incorporate housing once again but do so in a way that provides a broader range of options, opportunities for wealth generation, and fully connects with the surrounding neighborhoods.

Southeast Section – Community-Centric

In the southeast section of the site, the area with the greatest direct exposure and connection to the surrounding neighborhoods, the focus on community and connections should be paramount. Using this community-forward approach, an international community hub could combine a mix of uses and culturally diverse businesses or service providers centered around a public/civic space that could be activated for community events. Ideally, the hub would be open, engaging, and welcoming to all – those living or working in the new development area as well as those living or working in the surrounding neighborhoods.

Given the proposed addition of a BRT line along Independence Ave., it would be helpful to view development in this southeast section through the lens of transit-oriented development (TOD). As such and given the high percentage of surrounding community residents without access to a personal vehicle, TOD could include a mobility center with options for residents and community members to rent or borrow micro-mobility options such as bicycles or scooters. The TOD nature of the site might also open doors to additional funding sources focused on TOD as an anchor for this section of the development site.

In addition to the transit options here, the southeast section could also be home to a variety of other uses of benefit to residents and workers at the site and in the surrounding neighborhoods. Those options might include a childcare facility, a small business incubator or entrepreneurial assistance center, an international food court and related retail spaces, event space, or



The Collective, an Oklahoma City Food Hall, is an example of how public spaces can blend with commercial uses. Source: thecollectiveokc.com.

possibly a commercial kitchen for catering events, community gatherings, and community instruction on healthy food preparation.

Public Policy Considerations (entire development)

With regard to the entire site, the Panel strongly encourages the pursuit of wide-spread community support for development throughout. The location of this site and its placement between the neighborhoods to the east and downtown and Columbus Park to the west, positions it as critical connective fiber and, as such, must take the needs of the community into account. A successful development would build, support, and seek guidance from a coalition of stakeholders, a group who could determine the priorities for the site and help insure that it remains a priority for the City and City Council. The Seed Collective is a good example of a high-functioning stakeholder group of this nature.

As mentioned earlier, there are a certain number of initial and necessary infrastructure improvements that the City should set as a priority. Delivering a neutral site and positioning the site in its most competitive fashion will be critical to attracting a developer and reinforce the City's messaging to the community around its commitment to the site.

The RFP process is an area where the community can and should play a role. By including residents and community representatives on the selection committee and requiring public engagement of a diverse section of residents and community organizations, the City can set the stage for a community-centric development process, ensure early engagement and buy-in, and ultimately deliver a development that is embraced by the surrounding neighbors.

The master developer agreement may also provide an opportunity to elevate the significance of this site and help insure its success. As stated earlier, any master developer agreement should include clear performance standards and milestones and base the master developer's compensation on clear timelines and success.

When considering new uses at the site, the Panel would like to see a developer view the Paseo West Neighborhood social service agencies and interactions with the larger community as a resource. To the extent possible, any new development should contemplate its function as a complement to existing services, operating in concert with, not despite, those existing services.

The macro-level infrastructure plans noted earlier (i.e. Highway 9 bridge to grade, North Loop decommissioning, etc.) should be taken into account when considering development proposals. The associated expanded development possibilities of these long-view projects could potentially elevate development at this site in a manner not currently contemplated. By taking the long-view and positioning the site today for embracing these long-term potential developments, the overall success of each is elevated.

Finally, these recommendations should be included in the Independence Avenue Bus Rapid Transit (BRT) analysis by KCATA in 2021.

Recommendations

The 14+ acres at the study site, positioned so close to downtown and the growing northeast neighborhoods, present a compelling development opportunity. Positioning the site for development however, given its island-like position in a sea of roadway infrastructure, will take some planning and finesse.

As the City and KCHA initiate an RFP process for the site, it should also begin addressing the due diligence issues (environmental, geotech, etc.) so that it is positioned to deliver a neutral site once a developer is identified.

Any development that moves on the site should work to break down its current isolated nature. Insuring connectivity to surrounding areas via new roadways, paths, and trails and connecting the new uses at the site with those in the surrounding neighborhoods will help rebuild the urban and social fabric of the area. Beyond the study site, the immediate surrounding parcels should also be taken into consideration such that the development is complementary, well-maintained, and supportive of the economic and social viability of the area.

Regarding the development approach specifically, the Panel suggest the City employ a master developer arrangement to guide development at the site, which could be divided into three zones – southwest, southeast and north. This sectioning of the site would also lend to a phased approach to the development execution and delivery of product. From community space to open/green space, to housing with opportunities for wealth-building, all of these development recommendations employ a community-centric vision for the development, supporting connections to the surrounding community and further healing the scars and reconnecting the neighborhoods in northeastern Kansas City.

Panelists

Katherine Carttar, TAP Co-Chair

Director of Economic Development, Unified Government of KCK-WYCO

Katherine Carttar is the Economic Development Director for the Unified Government of Wyandotte County/Kansas City, Kansas. In this role, Katherine pursues a diverse array of new development projects, supports small business growth and attraction, improves neighborhoods through Land Bank initiatives, and supports building cross-functional strategies that help create a strong and resilient community. Prior to her current position, Katherine served a variety of economic development roles with the City of Kansas City, Missouri, including Development Specialist with a focus on urban redevelopment, and AdvanceKC Manager responsible for implementing the City's economic development strategic plan. Katherine's public sector career also includes a stint as the Development Manager at the American Jazz Museum in Kansas City, MO and over two years in the United States Peace Corps working with a micro-finance organization in Guatemala. Katherine earned a bachelor's degree in economics and history from Boston College and a master's in public administration from the School of Public Affairs and Administration at the University of Kansas.



Bob Langenkamp, TAP Co-Chair

Chief Development Officer, Community Builders of Kansas City

Bob Langenkamp is the Chief Development Officer for Community Builders of Kansas City. Community Builders is a community and real estate development organization focused on providing high-quality real estate development growth and asset-based services in distressed communities. Bob leads project development strategy, implementation, and financing initiatives for the company and its affiliated entities and serves as the lead point of contact with government and agency stakeholders, to structure and secure zoning, platting, and real estate development incentives. For nearly five years prior to joining CBKC, Bob served as the President of Kansas City's Economic Development Corporation. At the EDC, Bob created key program initiatives to develop business attraction and retention tools and staffed and administered each of the City's various redevelopment incentive agencies. Prior to leading the EDC, Bob devoted 26 years to the City of Kansas City, working through the ranks of the City Planning and Development Department. Bob was ultimately selected to serve as the Assistant City Manager for Economic Development and the Director of the City Planning and Development Department. Bob is a graduate of Kansas State University, and actively serves on boards of numerous community organizations which focus on development and environmental issues. Bob formerly served as the Chair of KC's Urban Land Institute District Council and was selected to serve as a ULI Daniel Rose Fellow.





Jason Carter-Solomon

Vice President, Commercial Banking and Real Estate, Enterprise Bank & Trust
Jason is an accomplished Commercial Lender. He and the commercial real estate team have financed over \$160 Million in Urban Redevelopment within the Urban Core of Kansas City. Jason was the first Graduate of the University of Missouri of Kansas City's Master of Entrepreneurial Real Estate Program. Jason has performed numerous consulting assignments to various Municipalities while working as a Commercial Real Estate Appraiser, including assemblages and incentive consultation. Prior to working in Real Estate, Jason was a Regional Purchasing Manager and Operations Manager at DH Pace/Overhead Door, where he was responsible for sourcing all direct and indirect material and services for Kansas City, Wichita, Springfield, and Denver. While there he helped DH Pace acquire Ankmar Door in Colorado which grew their Colorado Marketshare. Jason serves on numerous Boards around the Kansas City Metro. He is the Chair of the Building Committee of the Kansas City Automotive Museum, where he is helping the museum reposition itself as an asset in the central heart of the city which will bring 100,000's of visitors and millions of dollars of annual economic impact to the urban core. He has served as served on various other boards as a financial advisor helping to curb loses and raise financial awareness to help keep non-profit missions on target and financially sustainable. Jason serves as a board member and/or volunteer for the following organizations: Centurions Leadership Program - KC Chamber, Jewish Vocational Services, UMKC Bloch School Advisory Board, Heartland Habitat for Humanity, Blue Valley Industrial Association, and the Kansas City Automotive Museum.



Bill Crandall

Managing Principal, CBC Real Estate Group

As Managing Principal, Bill Crandall guides the diverse interests of CBC Real Estate Group. Since its inception in 2011, and under Bill's leadership, the commercial real estate and development firm has experienced tremendous growth. Bill's career spans over 35 years in architecture, project management and real estate development. He has served as Owner's Representative and Project Manager for numerous office/headquarter, industrial, mixed-use, retail, municipal and senior living development projects. Bill has extensive experience working with municipalities on publicly incentivized public-private partnerships. He has provided project oversight for many of CBC's highly visible municipal consulting projects, including the Lenexa Civic Center, Merriam Community Center, Joplin Public Library and the Unified Government of Wyandotte County/Kansas City, Kansas' Healthy Campus. Bill also leads CBC's engagements with KCATA, Village Shalom and the Kansas City, Mo. Convention Center Parking and Event Plaza projects.



Leonard Graham

President, Taliaferro & Browne Engineering

Leonard Graham is the co-owner and President of Taliaferro & Browne, Inc., a consulting engineering firm specializing in civil and structural engineering, land surveying, landscape architecture, and urban planning and development. With offices in Kansas City and St. Louis, T&B strives to transform urban communities and impact developmental change by providing private and public sector clients with innovative, cost-effective planning and design solutions. A registered professional engineer with more than 40 years of experience, Leonard has helped lead T&B into one of the top 25 largest engineering firms in Kansas City. Among his accomplishments, Leonard has been awarded the Engineering Honor Award from the University of Missouri-Columbia. He also received the Lucille H. Bluford Special Achievement Award from the Kansas City NAACP. Leonard earned his bachelor's and master's degrees in civil engineering from the University of Missouri-Columbia.

Kelley Hrabe

Co-Founder, Prairie Fire Development Group

Mr. Kelley Hrabe is a highly regarded expert in housing economics, real estate development and urban planning. With over thirty years of experience, Mr. Hrabe has been involved with all facets of housing development, including neighborhood and community planning, economic development, real estate finance, and asset management. As the co-founder of Prairie Fire Development Group, he has been involved with the development, construction and management of over \$200 million worth of housing development through the Midwest. Mr. Hrabe has a master's in urban planning and a bachelor's degree in economics and finance from the University of Kansas.



Mark Irvin

CEO, KC MASS Services

Mark Irvin a native Kansas Citian, is a self-described thoroughest who is committed to advocacy regarding construction and real estate outcomes. He has spent the last thirty years advancing industry innovation and liaison practices and is currently most passionate about using those skills through owner's representation. Mark has developed a keen perspective when it comes to communicating project deliverables. Influenced by various subject matter experts, he aspires to eliminate assumptive thinking between owners and contractors to develop efficient project outcomes. As a general contractor Mark was responsible for developing a niche specialty construction company that repurposed homes for individuals with disabilities, seniors, and caregivers, utilizing the Universal Design approach. In this role, he managed financial and daily operations for new and existing businesses. Collaboration with architects, multiple skill-trades, and clients to develop unique retrofitted strategies for each project is ongoing. As a hands-on leader and experienced tradesman, he created work scope write-ups, conducted inspections, and ensured compliance with applicable building codes and regulations: state, municipal, and federal regulatory standards, including ADA and Universal Design. As a private consultant Mark provides professional consulting to various skill craft and trades, including building foundation, carpentry, mechanical, electrical, concrete, and final finish surfaces. The work includes the research of systems and processes, labor cost, and materials for planning, acquisition, and installation.



Abby Kinney

Urban Planner/Urban Designer, Gould Evans

Abby Kinney is an urban designer and planning consultant at Gould Evans Studio for City Design in Kansas City, Missouri. Originally from St. Louis, she strives for a deeper understanding of socioeconomic history to support the continued evolution and design of small- and mid-sized cities. She views her professional experience as a source of continuous learning and believes in dedicating her abilities towards the enhancement of urban life and the empowerment of people at the local level. In her own community, Abby works to advance bottom-up strategies that enhance both private development and the public realm. She facilitates the ad-hoc Kansas City chapter of the Incremental Development Alliance, hosts the popular Upzoned podcast with the Strong Towns organization, and is actively engaged with the Kansas City Urban Land Institute.





Kevin Klinkenberg

Executive Director, Midtown KC Now

For twenty-five years, Kevin has worked as an urban designer, planner and architect and leader. He's worked in the private, public and non-profit sectors, and now is proud to lead Midtown KC Now as Executive Director. Kevin's past experience includes ten years as a partner and co-founder of 180 Urban Design & Architecture in Kansas City, which worked on projects in 27 states for all manner of public and private clients. While living in Savannah, GA, Kevin led the Savannah Development and Renewal Authority as Executive Director for four years. Kevin's goals are to help public and private groups make the transition to the next generation of planning and development. Throughout his career, he's focused his energies on those who aim for successful walkable and sociable places. Kevin is the author of "Why I Walk: Taking a Step in the Right Direction" and "The House Hacking Catalog."



Brien Starner

President, RideKC Development Corporation and Vice President of Regional Community and Economic Development, Kansas City Area Transportation Authority

Brien's professional economic development career spans over three decades of executive and senior management positions in public, private, corporate, utility, and public/private organizations. Brien currently serves as President of RideKC Development Corporation, the non-profit 501C3 Transit Oriented Development arm of the Kansas City Area Transportation Authority, where he is Vice President, Regional Community & Economic Development for the Kansas City Area Transportation Authority (KCATA) where he has worked since March 2016. Brien holds a Bachelor of Arts from William Jewell College with majors in Public Administration & Political Science, with professional education and certification as a Certified Economic Developer (CEcD) bestowed by the International Economic Development Council, and completion of the Institute for Organization Management from Notre Dame/ US Chamber of Commerce. Brien is a graduate student at the University of Missouri-Columbia in the Master of Public Affairs program.



Doug Stockman

Principal, Helix Architecture + Design

Doug is an owner/principal of Kansas City-based Helix Architecture + Design. His prolific work with clients who, like him, are committed to the rejuvenation of the urban context has contributed to the revitalization of neighborhoods and communities throughout the region, where Doug has led more than 50 mixed-use residential projects. Doug's reputation for his visionary work in affordable housing, multi-family housing, market rate dwellings, and student housing proceeds him. Many of his projects leveraged LEED-certification, federal and state historic tax credits, and a variety of municipal and state incentive mechanisms. Deeply involved in his community and giving back, Doug serves as a board member and past-chairman of the KC Downtown Council (KCDTC), and past-chairman of the KCDTC Greenspace committee. He is currently a board member of Planet Play Children's Museum, and serves on the Dean's Advisory Council for the Kansas State University College of Architecture and Design. He has held numerous civic board positions over the years, most recently serving on the fundraising committee for the Leukemia and Lymphoma Society of Kansas City. Doug's work has been published nationally and recognized with local, regional, and national design awards. He has collaborated with artists of different disciplines to produce integrated works of art and architecture, receiving numerous accolades. In addition to chairing many design award committees, Doug has been a key contributor to a robust local conversation about the quality of the designed environment.

Ave Stokes

Healthcare Consultant and Director of KC Operations, Alive and Well Kansas City Ave Stokes moved to Kansas City from Jackson, Mississippi, in 2013, to pursue a career in health information technology consulting with Cerner. He eventually transitioned to the nonprofit sector to serve youth and those living in disinvested communities. Most recently, Ave co-developed a grassroots response to address community violence. Before moving to Kansas City, Ave served as an Administrative Fellow and Resident at a hospital in Mississippi, where he was responsible for analyzing and implementing new policies at the hospital as well as led the design and implementation of new health clinics. As the current director of Alive and Well KC, Ave supports the organization's goal of shifting cultures and systems and helping people develop pathways to healing, well-being, and equity. Ave received his bachelor's degree and Master of Public Health degree from the University of Southern Mississippi. In his free time, Ave enjoys reading, working out, and antiques. He also continues his volunteer work with a local group, to build presence and resources within the community, with a focus on economic, social, and environmental factors.



Tanece Tyler

Executive Director, Northeast Economic Development Corporation
Tanece Tyler currently serves as Executive Director for NEDC (Northeast Economic Development Corporation) – a nonprofit organization in Kansas City, Kansas. She is also a 2019 ULI REDI Program graduate, a serial entrepreneur, and active real estate investor. Tanece is committed to revitalizing the Kansas City Metro area on both sides (KS/MO) by advocating for economic growth, economic stimulation, and fair housing and healthcare for all.







Kansas City

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