

**CITY OF LEAVENWORTH  
PLANNING COMMISSION  
COMMISSION CHAMBERS, CITY HALL  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048**

**REGULAR SESSION  
Monday, June 7, 2021  
6:00 p.m.**

Public hearings are now open for in-person participation. However, if you prefer to participate remotely, For persons wishing to participate remotely, use the GoToMeeting access instructions:

<https://global.gotomeeting.com/join/645213101> (Please mute your microphone until instructed otherwise).

OR

Phone Number: +1 (872) 240-3212

Access Code: 645-213-101

CALL TO ORDER:

- 1. Roll Call/Establish Quorum**
- 2. Approval of Minutes: May 3, 2021**

NEW BUSINESS:

- 1. ELECTION OF VICE CHAIRMAN**
- 2. 2021-19 SUB – THE BRANCHES ADDITION NO. 3 FINAL PLAT**  
Consider a final plat for The Branches Addition No. 3.
- 3. FINAL 2030 COMPREHENSIVE PLAN**  
Conduct a public hearing to approve Resolution No. 2021-01 adopting the 2030 Comprehensive Plan.

OTHER BUSINESS:

**None**

ADJOURN

**CITY OF LEAVENWORTH PLANNING COMMISSION**  
**COMMISSION CHAMBERS, CITY HALL**  
100 N 5<sup>th</sup> Street, Leavenworth, Kansas 66048  
**REGULAR SESSION**  
**Monday, May 3, 2021**  
6:00 PM

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**CALL TO ORDER:**

**Commissioners Present**

Claude Wiedower  
Sherry Hines Whitson  
Wes Henning  
Joseph Burks  
Chris Murphy  
Mike Burke

**Commissioners Absent**

James Diggs

**City Staff Present**

Julie Hurley  
Jackie Porter  
Michelle Baragary

Chairman Burke called the meeting to order at 6:00 p.m. and noted a quorum was present.

**APPROVAL OF MINUTES:** April 5, 2021

Chairman Burke asked for comments or a motion on the minutes presented for approval: April 5, 2021. Mr. Wiedower moved to approve the minutes as presented, seconded by Mr. Murphy and approved by a vote of 5-0. Mr. Henning abstained.

Chairman Burke welcomed new Planning Commission member Wes Henning.

**OLD BUSINESS:**

**None**

**NEW BUSINESS:**

**1. LINDA BOHNSACK**

Presentation of certificate for outgoing Planning Commission member.

Chairman Burke presented Ms. Bohnsack with a certificate and thanked her for her many years of service on the Planning Commission.

**2. 2021-15 SUB – ADAMS VALLEY FINAL PLAT**

Consider a final plat for Adams Valley.

Chairman Burke called for the staff report.

City Planner Jackie Porter stated the subject property is owned by LD Development, LLC, plat prepared by Atlas Surveyors. The applicant is requesting approval of an 18 lot final plat for the Adams Valley residential development. The property is currently occupied by a single family home. A request to rezone the property from R1-9, Medium Density Single Family Residential District to R1-6, High Density Single Family Residential District, is also on this agenda for consideration.

The subject property is 4.76 acres in size, and is occupied by one single family home. The site consists of the two existing parcels addressed as 1440 and 1460 Quincy Street. The plat consists of 18 residential lots with an average size of 9,647 sq ft.

The preliminary plat was discussed at the December 17, 2020 Development Review Committee meeting. Items related to utilities, drainage, and improvements to Quincy Street were discussed. Utilities are available to the property, and easements will need to be obtained in order to connect to existing utilities to the east. Grading on lots as they are developed will need to direct drainage to the street, instead of away from individual lots and onto adjoining properties, and will be addressed prior to recording the final plat when site improvement plans shall be submitted for review and approval by the Public Works Department.

The Planning Commission approved the preliminary plat at the January 4<sup>th</sup>, 2021 meeting.

Staff recommends approval of the Adams Valley Final Plat.

**ACTION/OPTIONS:**

- Approve the Final Plat
- Deny the Final Plat
- Table the issue for additional information/consideration.

Chairman Burke called for questions from commissioners about the staff report.

Mr. Wiedower asked if anything has changed since the preliminary plat.

Planning Director Julie Hurley stated nothing has changed.

With no further questions or discussion, Chairman Burke called for a motion. Mr. Wiedower moved to approve the Adams Valley final plat, seconded by Ms. Whitson and approved by a vote of 6-0.

**3. 2021-12 SUP – 2137 BIRCH STREET**

Conduct a public hearing for Case No. 2021-12 SUP – 2137 Birch Street. The applicant is requesting a Special Use Permit to allow the operation of a Child Care Center in their home located at 2137 Birch Street. The property is current zoned R1-6 (High Density Single Family Residential District). Child Care Centers are allowed in the R1-6 zoning district with issuance of a special use permit.

Chairman Burke took a moment to explain the public hearing process for residents who are participating remotely.

Chairman Burke called for the staff report.

City Planner Jackie Porter stated the applicants, Duane and Kimberly Reece, are requesting a Special Use Permit to allow the operation of Child Care Center in their home located at 2137 Birch Street. The property is currently zoned R1-6, High Density Single Family Residential District. Child Care Centers are allowed in the R1-6 zoning district with issuance of a special use permit.

The applicant is licensed by the State of Kansas to care for a maximum of 12 children, dependent upon the ages of the children in care, and operated a licensed child care facility in her previous home in the City of Leavenworth.

**CONDITIONS OF DETERMINATION**

In recommending approval of a special use, the Planning Commission may impose such conditions, safeguards and restrictions as may be necessary to carry out the general purpose and intent of the ordinance. The development regulations stipulate specific conditions as a requirement for the approval of Child Care Centers as follows:

1. Shall not be located along an arterial street as designated on the Major Street Plan Map unless indirect vehicular access to that street, such as with a frontage road is available. The City Planner, with the advice of the DRC, shall determine if the drop off and pick up arrangements of a childcare center or business appear safe. Appeal of any negative decision shall be to the City Commission.

***The subject property is located along Birch Street, which is classified as a Residential street.***

2. Shall provide at least one hundred (100) square feet of open space per child. This open space shall be 100% enclosed by a minimum four (4) foot high fence or wall.

***The subject property includes a back yard area of approximately 3,050 sqft., enclosed by a 4' wooden fence. The back yard is adjacent to fenced backyards of residential properties.***

3. Shall provide a loading zone capable of accommodating at least two (2) automobiles for the easy picking up and discharging of passengers.

***The subject property does have a driveway or other paved off-street loading area. There is ample on-street parking in front of the subject property as well.***

4. Shall conform to all requirements of the State of Kansas and shall acquire a State of Kansas Child Care Center License.

***The applicants have provided a copy of their Group Day Care Home permit from the Kansas Department of Health and Environment.***

5. All childcare centers operated in residential zoning districts shall be the only legal residence of the operator.

***The home functions as the only residence of the operator/owner.***

6. Childcare centers in residential districts may have one non-illuminated monument sign with no more than 3 square feet per side and a maximum of two sides or one non-illuminated sign affixed to the main structure with a maximum of the 3 square feet.

***The applicant currently is not displaying a sign advertising her business.***

## **COMMISSION FINDINGS**

The Commission may recommend issuance of a special use permit whenever it finds that:

1. The proposed special use complies with all applicable provisions of this ordinance.

***Staff believes that this application complies with all provisions of City of Leavenworth Development Regulations.***

2. The proposed special use at the specified location will contribute to and promote the economic development, welfare or convenience of the public.

***Child Care Centers are an essential service to working parents in the community, and promote the economic development, welfare and convenience of the public.***

3. The special use will not cause substantial injury to the value of other property in the neighborhood in which it is located.

***Staff does not feel that the proposed Child Care Center will cause any substantial injury to the value of other property in the neighborhood. There are currently a total of 17 Child Care Centers in residential neighborhoods with active Special Use Permits within the City of Leavenworth.***

4. The location and size of the special use, the nature and intensity of the operation involved in or conducted in connection with it, and the location of the site with respect to streets giving access to it are such that the special use will not dominate the immediate neighborhood so as to prevent development and use of neighboring property in accordance with the applicable zoning district regulations.

***No new structures or building modifications are proposed as part of this special use permit. The property will continue to look and function as a residential structure.***

Notification was sent to property owners within 200' of the subject property, as required by Kansas State Statute. Since notifications were mailed, staff received communication from four property owners opposed to the Child Care Center.

## **STAFF RECOMMENDATION:**

Staff recommends approval of the Special Use Permit request based on the analysis and findings included herein, subject to the following conditions:

1. A minimum of 1,200 square feet of open space 100% enclosed by a minimum 4' high fence or wall shall be provided and maintained in good condition.
2. A copy of the permanent Group Day Care Home license shall be provided annually upon renewal by the State of Kansas.
3. The operation shall be limited to a maximum of 12 children.
4. No additional home occupations may be carried out at the residence.

Failure to maintain compliance with all conditions shall result in revocation of the Special Use Permit.

## **ACTION/OPTIONS:**

- Motion, based upon findings as stated and conditions as presented, to recommend approval to the City Commission with included conditions.

- Motion, to recommend denial to the City Commission.
- Table the issue for additional information/consideration.

Chairman Burke called for questions from commissioners about the staff report.

Mr. Wiedower asked if staff is aware of any concerns or violations the applicant may have had at her child care center located at her prior location in Leavenworth.

Planning Director Julie Hurley responded staff is unaware of any concerns/violations.

Mr. Burke stated he thought the commission has approved a special use permit for a child care center in this neighborhood in the past.

Ms. Hurley stated she is unaware of a child care center in this particular neighborhood but there are 17 active special use permits for home-based child care centers in the city. If the home-based child care center is for six or fewer children, a special use permit is not required from the city; so it is possible there are other child care centers in this neighborhood who are caring for six or fewer children.

Chairman Burke asked if the applicant would like to speak.

Kimberly Reece, applicant 2137 Birch Street, stated their previous daycare was located on Randolph St. She has been running a child care center since 2012. Since she has moved to Birch Street, she has been contacted by several parents in the neighborhood interested in using her daycare facility.

Mr. Henning asked the applicant if this is increasing her existing child care facility from fewer than 6 children to greater than 6 children but fewer than 12.

Mrs. Reece responded the only reason for the special use permit is because she has moved to a new location and the city requires a new special use permit.

Mr. Wiedower asked the applicant if she knew there was a need for child care in that immediate area before applying for the special use permit and if she intends to care for children in the immediate area.

Mrs. Reece responded she is unable to accept any more children as her daycare currently has a waiting list; however, she has been contacted by several parents in the immediate area about using her daycare.

With no other questions/discussions about the staff report, Chairman Burke opened the public hearing. Chairman Burke reiterated there is a 14-day protest petition period after tonight's meeting, and the Planning Commission only makes a recommendation to the City Commission, who will make the final determination.

Hike Welling, 2133 Birch Street, stated no one living in a residential home wants a commercial child care facility adjacent to or across from them. Stated a child care facility will negatively impact the property value of his home. Mr. Welling further stated he is a disabled veteran and the requested daycare would negatively affect his personal health and well-being with undue stress caused by additional traffic and noise of children playing.

Duane Reece, applicant 2137 Birch Street, stated he too is a disabled veteran who served in three separate conflicts. Mr. Reece stated he has served his country for over 20 years and would like to serve his community through childcare.

Mr. Burke asked the applicants about the parking concerns some neighbors have.

Mr. Reece responded parents pull up to the house and stop in front of the driveway so small children do not have to step onto the curb. Mr. Reece addressed some of the concerns mentioned stating the kids are not running around the neighborhood screaming, although they are allowed outside to play and exercise, and his property value has increased in the six months he has lived there.

Mr. Burke asked the applicant if any of his neighbors approached him with their concerns.

Mr. Reece responded in the negative.

Mr. Burke asked if the applicant informed any neighbors about operating a daycare.

Mr. Reece stated he had not. He does have a sign that reads "Daycare Parents Are Appreciated".

Mrs. Reece stated if the kids start getting rambunctious, they take them to the park to burn off energy. (Inaudible). During the pandemic, the number of children in their daycare increased so parents could work. Mrs. Reece further stated, child care facilities are essential.

Ms. Hurley informed the commissioners the yard sign they currently have is a permitted sign.

With no one else wishing to speak, Chairman Burke closed the public hearing and called for discussion among the commissioners.

With no further discussion, Chairman Burke called for a motion. Mr. Burks moved to recommend approval of the special use permit for 2137 Birch Street to the City Commission based upon findings as stated and conditions as presented, seconded by Mr. Murphy and approved by a vote of 5-1. Mr. Wiedower voted against the special use permit.

Ms. Hurley stated this will begin the 14-day protest petition period as required by state statute. This item will be heard by the City Commission Tuesday, May 25<sup>th</sup> at 7:00 p.m. in the Commission Chambers.

**4. 2021-08 REZ – 711 MARSHALL STREET (CUSHING MEMORIAL HOSPITAL)**

Conduct a public hearing for Case No. 2021-08 REZ – 711 Marshall Street. The applicant is requesting a rezoning of the property located at 711 Marshall Street from R1-6 (High Density Single Family Residential District) to GBD (General Business District).

Chairman Burke called for the staff report.

Planning Director Julie Hurley stated the applicant, the Board of County Commissioners of Leavenworth County, is requesting a rezoning of their property located at 711 Marshall from R1-6, High Density Single Family Residential District, to GBD, General Business District. The property is occupied by the former Cushing Memorial Hospital, which closed in October 2020 and is currently vacant.

The rezoning is being requested to allow for reuse of the hospital building with a mix of county offices and private health care providers. The intended use is less intensive than the prior use as a hospital,

and will utilize existing parking facilities. No expansion of the building footprint is proposed. The use of the building will be within traditional business hours with limited use on evenings or weekends.

The existing building was constructed as a hospital in the late 1800's with several additions in the intervening years, and has functioned as a hospital since that time until its recent closure in October 2020. The property is considered legal-nonconforming, as the previous use of the property as a hospital is not in compliance with the current Development Regulations. Any nonconforming use of a structure may be changed to another nonconforming use as an exception granted by the Board of Zoning Appeals. Additionally, when a nonconforming use is abandoned for a period of 24 consecutive months, any subsequent use must comply with the regulations of the zoning district. Given the intended use of multiple occupants, staff advised the applicant that a Rezoning request would be the best option, providing the highest degree of transparency and avoiding potential future legal complications and multiple requests for exceptions.

### **CONDITIONS OF DETERMINATION**

Whenever the Planning Commission or City Commission takes action on an application for amendment to these Development Regulations, and such proposed amendment is not a general revision of existing ordinances, but one which will affect specific property, the Planning Commission and City Commission shall consider the following factors:

- a) The character of the neighborhood;

***The subject property is the site of the former Cushing Memorial Hospital, which is currently vacant. To the north is a multi-story medical office building. To the south is the Carroll Mansion, occupied by the Leavenworth County Historic Society. Two blocks to the north is the former Medical Arts building, which was rezoned to GBD, General Business District, in 2017. The remainder of the neighborhood consists of single-family homes.***

- b) The zoning and use of properties nearby;

***All surrounding properties are zoned R1-6, High Density Single Family Residential District, except for the site of the former Medical Arts building two blocks to the north which is zoned GBD.***

- c) The suitability of the subject property for the uses to which it has been restricted;

***The subject property was built in the late 1800's as a hospital, and has functioned as such since that time until its recent closure in October 2020. The building has housed medical uses consistently since construction, and is unsuited for residential use.***

- d) The extent to which removal of the restrictions will detrimentally affect nearby property;

***The proposed rezoning should have little detrimental effect upon surrounding properties. The subject building has housed medical uses since its construction, and provides adequate parking facilities for such uses. It is anticipated that the neighborhood will experience a decrease in traffic, as the building will not be used on a 24/7 schedule in the same manner that the hospital was. No detrimental effect on nearby property is anticipated due to the rezoning.***

- e) The length of time the subject property has remained vacant as zoned;

***The building has functioned as a hospital since its construction in the late 1800's, until the hospital's closure in October 2020.***



- f) The relative gain to economic development, public health, safety and welfare by the reduction of the value of the landowner's property as compared to the hardship imposed by such reduction upon the individual landowner;

***The proposed rezoning would have a positive effect on the public health and welfare by providing space for needed health services, while preserving and adaptively reusing a historic building.***

- g) The recommendations of permanent or professional staff;

***Staff recommends approval of the rezoning request.***

- h) The conformance of the requested change to the adopted or recognized Comprehensive Land Use Plan being utilized by the city;

***The area is identified as appropriate for Institutional uses on the Future Land Use map. Therefore, staff finds the proposed use to be in conformance with the overall goals of the adopted Comprehensive Plan.***

- i) Such other factors as may be relevant to a particular proposed amendment. The factors considered in taking action on any proposed amendment shall be included in the minutes or otherwise be made part of the written record.

***No other factors.***

After the required public notices were sent to property owners within 200' as required by Kansas State Statute, staff received communication from one individual in opposition to the rezoning request.

#### **REZONING ACTION/OPTIONS:**

- Recommend approval of the rezoning request from R1-6 to GBD to the City Commission
- Recommend denial of the rezoning request from R1-6 to GBD to the City Commission
- Table the issue for additional information/consideration.

Chairman Burke called for questions from commissioners about the staff report.

Mr. Wiedower asked for clarification that the rezoning request would not be in conflict with anything in the future for that area.

Ms. Hurley responded in the affirmative stating the rezoning is in conformance with the Future Land Use.

Mr. Burke stated essentially there are two options for the subject building: 1) either use the building as it exists or 2) tear the building down.

Ms. Hurley stated since the property is zoned single family residential, it is limited in the types of uses that can occur in the single family zoning district even with a special use permit. Again, as it stands there is really no productive use of this building with the current zoning. The building needs to be rezoned to allow reuse of the building.

Mr. Murphy stated in full disclosure that his wife is now president of the Leavenworth County Historical Society. Mr. Murphy further stated it seems the city has bad luck with rezoning a building for general use, which allows anybody to use the building for whatever is permitted in that zoning

district, and then you end up with a welding shop or auto repair shop in half the building, which would disrupt the neighborhood.

Mr. Burks stated if the building is not rezoned then you are left with a vacant building for the next 40 to 80 years.

To address Mr. Murphy's concern, Ms. Hurley stated unfortunately, there is no medical office zoning so we are limited in our zoning district options. The commercial zoning districts allow for a wide variety of uses by design, and does allow for multiple uses not just medical office.

Chairman Burke asked the applicant to speak.

David Van Parys, County Counselor and representative for the applicant, stated this whole process started when the County discussed with the City the County's plan to use the subject building, which was donated to the County by St. Luke's. Currently there is no plan for any welding shops, retail stores, etc. to go into this facility. The plan is to locate some County offices. There has already been discussions with one healthcare provider that would utilize the entirety of the third floor and possibly the fourth floor. Mr. Van Parys further stated it would be in everyone's interest to find some useful purpose for the building.

With no further questions about the staff report, Chairman Burke opened the public hearing.

Lisa Weakley, representing the Leavenworth County Historical Society located at 1128 5<sup>th</sup> Avenue, stated the Leavenworth County Historical Society is opposed to the rezoning request. The character of this neighborhood has been predominately single family and townhomes in nature. Rezoning to GBD would allow too much variety of commercial, retail, wholesale, etc. that are normally found in a commercially developed district of the city. These uses are incompatible with the current residential neighborhood.

Ms. Weakley further stated the Historical Society would like the commission to consider the impact this may have on any future development, especially if the County decides to leave this property as they have done in two previous properties.

Ms. Weakley continued by stating the general business district would have a negative impact on property values, commercial traffic would increase in residential neighborhoods and this is a spot zoning request that falls outside of the City's economic development plan. If the County wants government offices, assisted living, nursing homes or senior housing, all of these are compatible uses under its present R1-6 zoning.

With no one else wishing to speak, Chairman Burke closed the public hearing and called for discussion among the commissioners.

Mr. Wiedower stated he is in favor of the rezoning.

With no further discussion, Chairman Burke called for a motion. Mr. Wiedower moved to recommend approval of the rezoning request from R1-6 to GBD for 711 Marshall Street to the City Commission, seconded by Ms. Whitson and approved by a vote of 5-1. Mr. Murphy voted against the rezoning request.

Ms. Hurley stated this item will be heard Tuesday, May 25<sup>th</sup> at the City Commission meeting at 7:00 p.m. This does begin the 14-day protest petition period as required by state statute.

#### 5. 2021-11 REZ – 5136 LAKEVIEW DRIVE

Conduct a public hearing for Case No. 2021-11 REZ – 5136 Lakeview Drive. The applicant is requesting a rezoning of the property located at 5136 Lakeview Drive from R1-9 (Medium Density Single Family Residential District) to GBD (General Business District).

Chairman Burke called for the staff report.

Planning Director Julie Hurley stated the applicant is requesting a rezoning of their 11.8 acre property located at 5136 Lakeview Drive from R1-9, Medium Density Single Family Residential District, to GBD, General Business District. The subject property is owned by Sandra Harrison, Donna De Met, Gloria Mercer, and Darlene Lynch, and is under contract to be purchased by 4M Pioneer Holdings, LLC, who is acting as the applicant/agent for the project. The property is currently occupied by one single-family home, which is vacant.

The rezoning is being requested to allow for commercial development of the property, as it is directly adjacent to the Eisenhower Road corridor. A Culver’s restaurant is planned for the southeast portion of the property. At this time, no other users have been identified for the remainder of the development. As future users are identified, any proposed site development plans will be reviewed by City staff.

The site plans were reviewed at the April 15, 2021 Development Review Committee meeting. Several items related to traffic, access, internal circulation, stormwater, and utilities were discussed with the applicant. All of these items will be addressed at or prior to the issuance of any building permits for the site. Improvements to a portion of Lakeview Drive adjoining the proposed development are planned as part of the project. The associated preliminary and final plat applications are also on this agenda.

#### **CONDITIONS OF DETERMINATION**

Whenever the Planning Commission or City Commission takes action on an application for amendment to these Development Regulations, and such proposed amendment is not a general revision of existing ordinances, but one which will affect specific property, the Planning Commission and City Commission shall consider the following factors:

a) The character of the neighborhood;

***The subject property is 11.8 acres in size and is occupied by a single family home. It is located directly along the Eisenhower corridor. To the east is the Armed Forces Insurance office building, the Leavenworth County Health Department and Hallmark Cards factory. To the west is the Frontier Community Credit Union, Woods Gas Station, and Dillons grocery store. To the north is a 26.6 acre single family residential lot, with additional single family homes further to the north. To the south across Eisenhower is a strip commercial center, in the City of Lansing.***

b) The zoning and use of properties nearby;

***The properties to the north and immediately across Lakeview Drive to the east are zoned R1-9, Medium Density Single Family Residential. Properties to the west and further east are zoned OBD, Office Business District. Property further to the west is zoned GBD, General Business District. Property to the south is inside the city limits of Lansing and is zoned PUD, Planned Unit Development.***

- c) The suitability of the subject property for the uses to which it has been restricted;

***The subject property is currently occupied by one single-family home. As this property is immediately adjacent to the Eisenhower Road corridor, which is a major 4 land thoroughfare and experiences a high volume of traffic, and is adjoined by commercial and office uses along this corridor, single family residential is not the most appropriate use of the property.***

- d) The extent to which removal of the restrictions will detrimentally affect nearby property;

***The proposed rezoning should have little detrimental effect upon surrounding properties. The property is primarily surrounded by commercial and office uses, with single-family to the north. The existing home to the north is approximately 565 feet from the property line, and screening/buffering would be required at the time of development of the northern portion of the subject property.***

- e) The length of time the subject property has remained vacant as zoned;

***The subject property has always been single-family residential in nature.***

- f) The relative gain to economic development, public health, safety and welfare by the reduction of the value of the landowner's property as compared to the hardship imposed by such reduction upon the individual landowner;

***The proposed rezoning will have a positive effect on the economic development of the City and region with added commercial uses, and will increase the value of the subject property through development as a commercial site.***

- g) The recommendations of permanent or professional staff;

***Staff recommends approval of the rezoning request.***

- h) The conformance of the requested change to the adopted or recognized Comprehensive Land Use Plan being utilized by the city;

***The area is identified as appropriate for commercial uses on the Future Land Use map. Therefore, staff finds the proposed use to be in conformance with the overall goals of the adopted Comprehensive Plan.***

- i) Such other factors as may be relevant to a particular proposed amendment. The factors considered in taking action on any proposed amendment shall be included in the minutes or otherwise be made part of the written record.

***No other factors.***

After the required public notices were sent to property owners within 200' within city limits and 1,000' outside of city limits as required by Kansas State Statute, staff received communication from one individual in opposition to the rezoning request.

#### **REZONING ACTION/OPTIONS:**

- Recommend approval of the rezoning request from R1-9 to GBD to the City Commission
- Recommend denial of the rezoning request from R1-9 to GBD to the City Commission
- Table the issue for additional information/consideration.

Chairman Burke called for questions from commissioners about the staff report.

Mr. Burke asked what the concern was from the individual is opposition of the rezoning request.

Ms. Hurley stated it involves property to the north and some title information that was found during the various title work that was done on the subject property. The City of Leavenworth did speak with the city attorney and the City of Leavenworth is not in the position of enforcing individual title disputes or agreements; that is strictly between two property owners. The city is only to consider the factors that are laid out in state statute and the Development Regulations.

Mr. Burke asked if the applicant would like to speak.

Mark Schuler, 16290 NW 126<sup>th</sup> Street, Platte City, MO, stated he was born and raised in Leavenworth and is a retired Air Force Colonel. He currently owns two Culvers in Platte City, MO and Lawrence, KS. Mr. Schuler stated he has been working with city staff to help find potential properties for Culvers in Leavenworth. Looking at zoning and the Future Use Map, Eisenhower is an appropriate zoning use and great development opportunity for Leavenworth.

Mr. Burke asked the applicant if there are any recommendations or requirements from the DRC meeting that would present an issue.

Mr. Schuler responded in the negative. He has been working with Public Works and the civil engineering plans are good, further stating they are hopeful to break ground the beginning of June. Marketing for the rest of the subject property has not been done at this point but believes there are good opportunities for further development once they begin to look for additional users.

Mr. Burke asked if a traffic impact study has been launched.

Ms. Hurley responded it is her understanding that it is not needed at this time. A traffic impact study may be needed in the future as the rest of the site develops.

Mr. Schuler stated the traffic impact study brought up while looking at the overall development of the property not just specifically the Culvers piece of it.

With no further questions about the staff report, Chairman Burke opened the public hearing.

Stephen Flanagan, 4700 Lakeview Drive, stated his concerns are turning east from Lakeview Drive onto Eisenhower is difficult due to traffic, improvements need to be made all the way to Muncie Road and stormwater flow. Mr. Flanagan stated vacant commercial space is located across the street in the strip center. Furthermore, what will happen to the property values for the properties to the east of Culvers that are zoned R1-9.

Ms. Hurley stated part of the project will include improving Lakeview Drive, at least the northern boundary adjacent to the subject property. There are no plans to improve Lakeview Drive north of that.

Mr. Murphy also has concerns about traffic.

Mr. Flanagan stated he wants to see an environmental impact plan for this project because he foresees a huge water issue.

Ms. Hurley stated the Public Works Department does not require that type of impact plan. However, any development requires a stormwater design/plan that is reviewed/approved by Public Works. Essentially, the stormwater is not allowed to impact any surrounding property.

Bernie Bristow, 16853 Stranger Road, stated his wife (Linda Bristow) and sister-in-law (Deborah Howard) own the property to the north of the subject property. Referring to the 1949 Agreement, Mr. Bristow stated the deed restricts the use of certain aspects of 4 acres of the subject property, which is part of the 6.38 acre north parcel. In Mr. Jahn's autobiography, completed in 2000, Mr. Jahn stated the importance of maintaining his 4 acre home site as residential.

Mr. Bristow further stated he is not adverse to the applicant's changing opportunities. However, the current deed restrictions afford him the opportunity to protect the utility and the aesthetic integrity of his property now and in the future. Mr. Bristow requests the 6.3 acre parcel to be excluded from rezoning at this time. Furthermore, increased traffic can negatively impact the safety and character of the neighborhood.

Elsa Surber, 4900 Lakeview Drive, stated she agrees with the statements provided by Mr. Flanagan and Mr. Bristow. Ms. Surber foresees accidents occurring on Eisenhower.

Henry Green, 4818 Lakeview Drive, stated the rezoning would be a great disadvantage to the neighborhood

(Technical Difficulties)

Michelle Burns, 4630 W. 137<sup>th</sup> Street Leawood KS, stated she is the attorney for Mr. Jahn's daughters who now own the property at 5136 Lakeview Drive. The property has been vacant since 2007. The rezoning of the property to GBD meets all the golden criteria that is required by state statute and state laws. Ms. Burns further stated the property to the north, being the first residential property, is 565' from the subject property line. The existing restriction agreement should not be taken into account for this rezoning request and will be dealt with if and when a development plan is submitted for that portion of the property. Based on the criteria, surrounding uses and what the Development Review Committee has set forth from previous meetings that will require the developer to do traffic impact and stormwater plans; the city will make sure these are done appropriately but really are not a factor to be taking into account with this rezoning.

Ms. Burns ended by stating the owners of the subject property, Ms. Mercer, Ms. Lynch, Ms. Harrison and Ms. De Met, all support the rezoning of their family property.

With no one else wishing to speak, Chairman Burke closed the public hearing and called for discussion among the commissioners.

Mr. Murphy stated he is thinking future development for that area. Traffic may become a concern but will be addressed at that time.

Mr. Burks stated Eisenhower is one of the highest traffic volume streets already. He does not see a near-term increase in traffic issues just because of a rezoning. Mr. Burks does hear the concern about turning onto Eisenhower from Lakeview Drive and would assume that would be looked at and addressed at some point.

Mr. Burke stated he sees growth with these undeveloped areas along Eisenhower and all traffic on Eisenhower will need to be reviewed at some point.

Ms. Whitson mentioned a concern about the strip mall on the south side of Eisenhower and the many vacancies they have.

Ms. Hurley stated that is located in Lansing, not Leavenworth.

Mr. Henning stated because there is not much room for growth along 4<sup>th</sup> Street Leavenworth grows by developing on Eisenhower. He understands the concerns from the neighboring properties but from the city's standpoint believes this is a great move for Leavenworth.

With no further discussion, Chairman Burke called for a motion. Mr. Murphy moved to recommend approval of the rezoning request for 5136 Lakeview Drive from R1-9 to GBD to the City Commission, seconded by Mr. Burks and approved by a vote of 6-0.

Ms. Hurley stated this begins the 14-day protest petition period. This item will be heard by the City Commission Tuesday, May 25<sup>th</sup> at 7:00 p.m. in the Commission Chambers.

**6. 2021-18 SUB – EISENHOWER MARKETPLACE PRELIMINARY PLAT**

Consider a preliminary plat for Eisenhower Marketplace.

Chairman Burke called for the staff report.

Planning Director Julie Hurley stated the subject property is owned by Sandra Harrison, Donna DeMet, Gloria Mercer, and Darlene Lynch, plat prepared by Herring Survey Company. The property is under contract to be purchased by 4M Pioneer Holdings, LLC, who is acting as the applicant/agent for the project.

The applicant is requesting approval of a 11.8 acre, 2 lot preliminary plat for the Eisenhower Marketplace, located at the northwest corner of Eisenhower Road and Lakeview Drive. The property is currently zoned R1-9, Medium Density Single Family Residential District. An accompanying request to rezone the property to GBD, General Business District, is also on this agenda. The property is currently occupied by one single-family home, which is vacant.

The plat was reviewed at the April 15, 2021 Development Review Committee meeting. No issues of note were identified with the plat.

The associated final plat for the development is also on this agenda.

Staff recommends approval of the Eisenhower Marketplace, Preliminary Plat.

**ACTION/OPTIONS:**

- Approve the Preliminary Plat
- Deny the Preliminary Plat
- Table the issue for additional information/consideration.

Chairman Burke called for questions from commissioners about the staff report.

With no comments/questions, Chairman Burke called for a motion. Mr. Henning moved to approve the Eisenhower Marketplace preliminary plat, seconded by Mr. Murphy and approved by a vote of 6-0.

**7. 2021-17 SUB – EISENHOWER MARKETPLACE FINAL PLAT**

Consider a final plat for Eisenhower Marketplace.

Chairman Burke called for the staff report.

Planning Director Julie Hurley stated the subject property is owned by Sandra Harrison, Donna DeMet, Gloria Mercer, and Darlene Lynch, plat prepared by Herring Survey Company. The property is under contract to be purchased by 4M Pioneer Holdings, LLC, who is acting as the applicant/agent for the project.

The applicant is requesting approval of an 11.8 acre, 2 lot final plat for the Eisenhower Marketplace, located at the northwest corner of Eisenhower Road and Lakeview Drive. The property is currently zoned R1-9, Medium Density Single Family Residential District. An accompanying request to rezone the property to GBD, General Business District, is also on this agenda. The property is currently occupied by one single-family home, which is vacant.

The plat was reviewed at the April 15, 2021 Development Review Committee meeting. No issues of note were identified with the plat.

The associated preliminary plat for the development is also on this agenda.

Staff recommends approval of the Eisenhower Marketplace, Final Plat.

**ACTION/OPTIONS:**

- Approve the Final Plat
- Deny the Final Plat
- Table the issue for additional information/consideration.

Chairman Burke called for questions from commissioners about the staff report.

With no comments/questions, Chairman Burke called for a motion. Mr. Henning moved to approve the Eisenhower Marketplace final plat, seconded by Mr. Murphy and approved by a vote of 6-0.

**8. 2021-14 TXT – TEXT AMENDMENTS**

Conduct a public hearing for proposed text amendments to the adopted 2016 Development Regulations.

Chairman Burke called for the staff report.

Planning Director Julie Hurley stated the Development Regulations were adopted by the City Commission in June, 2016 after a year-long comprehensive update process. Through the daily use of the Regulations by staff, minor items arise that may necessitate possible updating. This process is not uncommon, and it is anticipated that an annual review of the Development Regulations will be performed in order to ensure that they remain up to date and comprehensive. The following modifications have been drafted by staff and are now presented for public hearing and vote.



- **Section 2.02; Platting**
  - Add criteria for Administrative Plats that all property involved must have been previously platted.
  - Add requirement that Administrative Plats be recorded within 18 months of approval.
  - Add requirement that Minor Subdivision Plat be recorded within 18 months of approval.
- **Section 4.03; Property Development Standards**
  - Clarify language regarding side and rear setback requirements for accessory structures.
- **Section 4.04; Use Standards**
  - Clarify language regarding calculation of accessory structures to include any second story of such structures.
- **Section 5.03; General Parking Requirements**
  - Add allowance for partial gravel driveways on residential lots over 2 acres in size.
- **Section 8.04.C; Signs Excluded From Permit**
  - Correct reference related to garage sale permits in City Ordinance.
  - Add language to allow temporary signs without permit for “Public Service Organizations”.
  - Revise language related to Political Signs, addressed more specifically in later section of chapter.
- **Section 8.08; Signs Permitted in Residential Districts**
  - Remove RMX and MP zoning districts from section, addressed in later sections of chapter.
  - Increase allowable sign area for Home Based Business Signs from ½ sqft to 6 sqft.
  - Increase allowable sign area for Open House Signs from 4 sqft to 6 sqft.
  - Correct inconsistencies to clarify that 3 temporary signs, 3 sqft in size, are allowed on any lot.
- **Section 8.10; Signs Permitted in the Neighborhood Business District (NBD)**
  - Add Residential Mixed Use District to this section.
- **Section 8.12; Temporary Signs**
  - Add language and specific requirements regarding temporary signs allowed in the right-of-way for 45 days preceding any election, as required in Kansas State Statute.
- **Section 8.15; Nonconforming, Hazardous, Dangerous, Illegal and Prohibited Signs**
  - Add language to allow issuance of sign permits for nonconforming uses.
- **Section 11.03; BZA Powers and Jurisdiction**
  - Add language referencing State Statute authorizing such powers and duties.
  - Remove criteria for Exceptions, such criteria not required by State Statute.
- **Appendix A; Use Table**
  - Complete update to uses allowed By Right and by Special Use. Please see attached Appendix A.

**ACTION/OPTIONS:**

Recommend approval or denial of proposed text amendments for final action by City Commission.

Chairman Burke called for questions from commissioners about the staff report.

With no comments/questions about the staff report, Chairman Burke opened the public hearing.

With no one wishing to speak, Chairman Burke closed the public hearing and called for a motion. Mr. Wiedower moved to recommend approval of the proposed text amendments to the adopted Development Regulations to the City Commission, seconded by Mr. Murphy and approved by a vote of 6-0.

Ms. Hurley stated there are two items for the June 7<sup>th</sup> Planning Commission meeting.

With no other business, Chairman Burke adjourned the meeting.

The meeting adjourned at 7:56 p.m.

Some technical issues occurred during the recording of this meeting.

Minutes taken by Administrative Assistant Michelle Baragary.

DRAFT

**PLANNING COMMISSION AGENDA ITEM  
2021-19 SUB  
BRANCHES ADDITION No. 3  
FINAL PLAT**

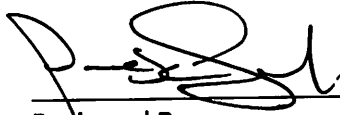
**JUNE 7, 2021**

**SUBJECT:**

A request for a Final Plat of Branches Addition No. 3



**Prepared By:**  
Julie Hurley  
Director of Planning and  
Community Development



**Reviewed By:**  
Paul Kramer  
City Manager

**ANALYSIS:**

The subject property is owned by Reilly Development, LLC, plat prepared by Atlas Surveyors. The applicant is requesting approval of a 45 lot preliminary plat for the Branches Addition residential development. The property is currently vacant and zoned R1-6, High Density Single Family Residential District.

The subject property is 25.09 acres in size, and is currently undeveloped. The site lies between South 20<sup>th</sup> Street and Tonganoxie Drive. The plat consists of 46 residential lots with an average size of 15,763 square feet. The maximum lot size is 39,235 square feet and the minimum lot size is 8,400 square feet. Also included are associated utility easements, open space/drainage easements and emergency access.

The Development Review Committee reviewed the preliminary plat at their December 10, 2020 meeting. The proposed plat at the meeting was modified to the current preliminary plat in March. The items discussed at that time of the December meeting included the two access point: the first access point to the east and the second access point would be from tract B to the south, the need for a Home Owner's Association, and it was also noted the need to address threatened and endangered species.

Storm water and sewer plans have been submitted, and Public Workers are in the process of reviewing. Public Improvement Plans will be finalized and approved by Public Works prior to the recording of the final plat. Fire Marshall has been in coordination with Napier Engineering in regards to the second fire access dedicated by Tract A.

The associated Preliminary Plat was reviewed and approved by the Planning Commission on April 5, 2021. There have been no substantial changes to the plat since that time.

**ACTION/OPTIONS:**

- Approve the Final Plat for Branches Addition No. 3
- Deny the Final Plat for Branches Addition No. 3
- Table the issue for additional information/consideration.



Project No. 2021-19 SUB

\$750.00 App# 9258

**FINAL PLAT APPLICATION**  
CITY OF LEAVENWORTH

Fee: \$350.00 (Fee required if preliminary plat not previously filed)  
Date Paid 4-30-21  
Received By WH  
Hearing Date 6-7-21  
Publication Date N/A

NAME OF SUBDIVISION/PROJECT: The Branches Addition No. 3 (2114 Birch St)

NAME OF PROPERTY OWNER: (If Corporation, include name and address of Director or President)

NAME: Reilly Development, LLC

STREET ADDRESS: P.O. Box 9

CITY: Leavenworth STATE: KS ZIP: 66048

PHONE: 913-684-1234 FAX: 913-682-8136 EMAIL: mike@reillyandsons.com

NAME OF DEVELOPER: (If Corporation, include name and address of Director or President)

NAME: Same as Above

STREET ADDRESS: \_\_\_\_\_

CITY: \_\_\_\_\_ STATE: \_\_\_\_\_ ZIP: \_\_\_\_\_

PHONE: \_\_\_\_\_ FAX: \_\_\_\_\_ EMAIL: \_\_\_\_\_

NAME OF ATTORNEY OR AGENT:

NAME: N/A

STREET ADDRESS: \_\_\_\_\_

CITY: \_\_\_\_\_ STATE: \_\_\_\_\_ ZIP: \_\_\_\_\_

NAME OF ENGINEER PREPARING PLAT: Roger Dill, RLS

COMPANY: Atlas Surveyors

STREET ADDRESS: 207 S. 5th Street

CITY: Leavenworth STATE: KS ZIP: 66048

PHONE: 913-682-8600 FAX: 913-682-8606 EMAIL: roger.dill@atlassurveyors.com

PARCEL NO: 105150000011000 & Z SEC.TWP.RNG. Sec 15 T09S R22E

ZONING OF SUBJECT PROPERTY: R1-6 CURRENT LAND USE: Vacant - Grass & Trees

TOTAL ACREAGE: 25.09 ac NUMBER OF LOTS: 45

LEGAL DESCRIPTION: (Attach full legal description provided by the REGISTER OF DEEDS OFFICE or a TITLE COMPANY) \_\_\_\_\_

DATE OF PRELIMINARY PLAT APPROVAL: April 5, 2021

## LEGAL DESCRIPTION

A tract of land in the Northwest Quarter of Section 15, Township 9 South, Range 22 East of the 6th P.M., in the City of Leavenworth, Leavenworth County, Kansas, more particularly described as follows:

Beginning at the Northwest Corner of said Northwest Quarter; thence North 88 degrees 30 minutes 01 seconds East, along the North line of said Northwest Quarter, a distance of 1,146.01 feet; thence South 02 degrees 00 minutes 44 seconds East a distance of 924.24 feet to the Northeast corner of Lot 24, THE BRANCHES ADDITION NO. 2, a subdivision of land in the City of Leavenworth, Leavenworth County, Kansas according to the recorded plat thereof; thence South 87 degrees 57 minutes 29 seconds West, along the North line of said Lot 24, a distance of 120.00 feet to a point on the East right-of-way line of 22nd Street, as said right-of-way now exists; thence North 02 degrees 02 minutes 31 seconds West, along said East right-of-way line, a distance of 31.46 feet; thence South 88 degrees 44 minutes 19 seconds West, along the North line of Lots 25 through 29 and Tract B in said subdivision, a distance of 514.60 feet to the Northwest corner of said Lot 29; thence South 70 degrees 36 minutes 17 seconds West, along the North line of Lots 30 and 31 in said subdivision, a distance of 166.34 feet to the Northwest corner of said Lot 31; thence South 79 degrees 51 minutes 36 seconds West, along the North line of Lots 32 and 33 in said subdivision, a distance of 117.48 feet to the North corner of said Lot 33; thence South 27 degrees 19 minutes 04 seconds West, along the Northwest line of said Lot 33 a distance of 68.22 feet to the Northwest corner of said Lot 33; thence South 39 degrees 11 minutes 26 seconds West, along the Northwest line of Lot 34 in said subdivision, a distance of 91.28 feet to the Northwest corner of said Lot 34; thence South 58 degrees 41 minutes 25 seconds West, along the Northwest line of Lot 35 in said subdivision, a distance of 124.00 feet to the Northwest corner of said Lot 35; thence South 29 degrees 45 minutes 54 seconds West, along the Northwest line of Tract A in said subdivision, a distance of 15.00 feet to the Northwest corner of said Tract A; thence North 60 degrees 14 minutes 06 seconds West, along the North line of Lot 36 in said subdivision, a distance of 48.97 feet to the Northwest corner of said Lot 36; thence North 01 degrees 15 minutes 50 seconds West, along the West line of said Northwest Quarter, a distance of 1,138.55 feet to the Point of Beginning, containing 25.092 acres, more or less.





## Development Review Committee Meeting Thursday, December 10, 2020

Committee members present: Assistant City Manager Taylour Tedder, Director Public Works Mike McDonald, Police Major Dan Nicodemus, City Clerk Carla Williamson, Planning Director Julie Hurley, City Planner Jackie Porter and Administrative Assistant Michelle Baragary.

### **NEW BUSINESS:**

#### **1. Branches Addition No. 3 – Conceptual Design**

- Attendees – Mike Reilly and Brett Napier (Engineer)
  - Project – This will be one phase for a 51 lot single-family subdivision, selling price \$325k and up, will be an HOA so need to create access to the pond to maintain it, sewer indicated on the site plan has been relocated, anything over 40 lots requires two access points – first access point is to the east and second access point would be from tract B to the south
- Public Works (see attached notes)
  - Need to address threatened and endangered species
  - The NW cul-de-sac may need some change
- Police
- Fire Department (see attached email)
- Planning
  - Potential issue with tract B access
  - Timeframe: preliminary and final plat early spring 2021 (concurrent). Start construction early fall 2021.

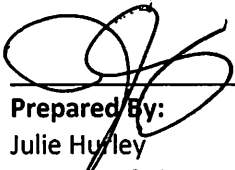
### **OTHER BUSINESS:**

**None**

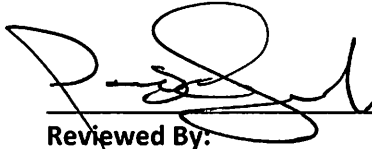
Meeting adjourned at 1:42 p.m.

**PLANNING COMMISSION AGENDA ITEM**  
**Comprehensive Plan**

**JUNE 7, 2021**



**Prepared By:**  
Julie Hurley  
Director of Planning and  
Community Development



**Reviewed By:**  
Paul Kramer  
City Manager

**DISCUSSION:**

In December, 2019, the City entered into a contract with Shockey Consulting to provide services for a Comprehensive Plan update. Since that time, Shockey has completed multiple sessions with the Stakeholder Focus Group, joint sessions with the City Commission and Planning Commission, as well as a public engagement process that included two virtual public participation meetings. The final Comprehensive Plan will be the culmination of all input received throughout the process.

Staff from Shockey Consulting was present to give an overview of the draft chapters of the Plan and to facilitate a discussion related to the content of the chapters at the April 5, 2021 Planning Commission meeting. Items discussed at that time were incorporated into the final Comprehensive Plan document. The final Plan is presented for public hearing and adoption.

**ACTION:**

Approve a resolution adopting the 2030 Comprehensive Plan



**CITY OF LEAVENWORTH, KANSAS PLANNING COMMISSION  
RESOLUTION NO. 2021-01**

**A RESOLUTION ADOPTING THE 2030 COMPREHENSIVE PLAN  
FOR THE DEVELOPMENT OF THE CITY OF LEAVENWORTH,  
KANSAS**

**WHEREAS**, the City of Leavenworth contracted with Shockey Consulting to provide services to update the City Comprehensive Plan; and

**WHEREAS**, a series of meetings with stakeholder focus groups and public engagements were held to gather information relevant to updating the plan; and

**WHEREAS**, on April 5, 2021 the City Planning Commission reviewed the plan followed by a review of the plan on April 6, 2021 by the City Commission; and

**WHEREAS**, a public notice was published on May 4, 2021 setting June 7, 2021 as the official public hearing of the City of Leavenworth Planning Commission to adopt the Leavenworth 2030 First City Future Forward Comprehensive Plan.

**BE IT RESOLVED BY THE CITY OF LEAVENWORTH, KANSAS CITY PLANNING COMMISSION** that the Leavenworth 2030 First City Future Forward Comprehensive Plan is adopted in full pursuant to K.S.A. 12-757 *et seq.* and includes all items included in Section 1.

**Section 1.** Leavenworth 2030 First City Future Forward Comprehensive Plan includes the following items listed in the table of contents of the plan.

- Letter from the City Commission
- Acknowledgements
- Introduction
- Planning Process
- Public Engagement
- History
- Vision
- Implementation
- Community Identity
  - Historical & Cultural Resources
  - Sense of Community
  - Unique Attractions
- Built Environment
  - Neighborhoods & Housing
  - Mobility
  - Infrastructure & Utilities
  - Public Facilities
  - Community Appearance
- Harmony with Nature
  - Natural Resources
  - Sustainability
- Resilient Economy

- Economic Activity
- Jobs & Workforce
- Healthy Community
  - Public Health & Well-Being
  - Public Safety
  - Recreation & Leisure
- Land Use & Community Design
  - Current Land Use
  - Future Land Use
  - Land Use Policies

**Section 2.** A certified copy of the plan together with a written summary of the hearing held on this day shall be submitted to the Governing Body of the City of Leavenworth for consideration and approval.

**ADOPTED** by the Leavenworth City Planning Commission on this 7<sup>th</sup> Day of June 2021.

---

Claude Wiedower, Planning Commission Chair

ATTEST:

---

Julie Hurley, Planning Commission Secretary



# LEAVENWORTH 2030

First City, Future Forward

## COMPREHENSIVE PLAN



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# Letter from the City Commission

This is an exciting time for the City of Leavenworth as we work together to realize our community's vision for the next 10 years.

The Leavenworth 2030 Comprehensive Plan serves as an update to the current Comprehensive Plan, and will guide us forward as Leavenworth continues to develop and grow. Leavenworth, in itself, is a partnership of all who have the privilege to call this city home. With a rich history, it is a place where we come together to achieve great things; a place that represents our dedication to one another and to the world at large; a place that recognizes that disagreement is not the same thing as disrespect; and a place where we allow many ideas to come together to find common ground.

Our world is experiencing profound changes. Sustainable communities embrace change and explore creative ways to plan for and benefit from it. Throughout the Leavenworth 2030 Comprehensive Plan process, we asked people to think about how changes in demographics, the economy, housing

demand, technology and infrastructure would create challenges and opportunities for Leavenworth. These community conversations resulted in a strong consensus around how to achieve Leavenworth's brightest future.

We sincerely appreciate the collective efforts that helped create this important plan, and we look forward to working with you to implement its contents. By coming together, we can truly realize the vision of "Leavenworth 2030: First City, Future Forward". There are great things in store for Leavenworth.

Sincerely,

2020-2021 City Commission

Nancy Bauder,

Camalla Leonhard,

Myron Griswold,

Jermaine Wilson, and

Mark Preisinger



# Acknowledgments

## CITY COMMISSION

Nancy Bauder, Mayor  
Camalla Leonhard, Mayor Pro-Tem  
Myron Griswold, Commissioner  
Mark Preisinger, Commissioner  
Jermaine Wilson, Commissioner

## PLANNING COMMISSION

Linda Bohnsack      Christopher Murphy  
Michael Burke      Claude Wiedower  
Joseph Burks      Sherry Hines Whitson  
James Diggs

## CITY STAFF

Paul Kramer, City Manager  
Taylour Tedder, Assistant City Manager  
Julie Hurley, Director of Planning and Community Development  
Jacquelyn Porter, Planner  
Mike McDonald, Director of Public Works (Retired),  
Pat Kitchens, Police Chief  
Gary Birch, Fire Chief  
Melissa Bower, Public Information Officer

## FOCUS GROUP

Joe Burks      Matt Nojonen  
Hillary Garcia      Mike Roth  
Jeremy Greenamyre      Wendy Scheidt  
Steve Jack      Sr. Diane Steele  
Brandon Johannes      Erin Swift  
Greg Kaaz      Michael Whitecotton  
Makiah Newman

## CONSULTANTS

Shockey Consulting  
CFS Engineers  
Robert M. Lewis, FAICP, CECd

## PHOTO CREDITS

City of Leavenworth, Kansas  
Mike Day  
Kevin Stewart



# Introduction

## CONTEXT

Leavenworth is located in northeastern Kansas lying on the west bank of the Missouri River in the Dissected Till Plains region of Leavenworth County. Leavenworth is approximately 25 miles northwest of downtown Kansas City and directly north of Lansing, Kansas. Leavenworth is located at the connection of U.S. Route 73 and Kansas Highway 92. The City, along with the rest of Leavenworth County are within the Kansas City metropolitan area.

## PURPOSE

The Leavenworth 2030, First City, Future Forward Comprehensive Plan is an update to the City's current Comprehensive Plan, which was adopted in 2011. This Comprehensive Plan serves as a guide for how the City of Leavenworth, Kansas should develop into the future over the next 10 years and beyond. The document defines the vision, goals, strategies, local actions and polices, as established throughout the planning process.

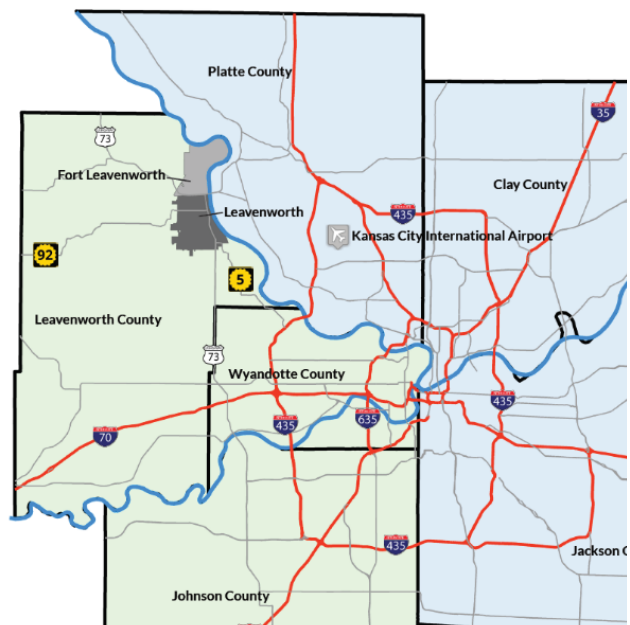
## ALIGNMENT

The Leavenworth 2030, First City, Future Forward Comprehensive Plan incorporates an understanding of and recommendations from existing City plans to serve as an overarching framework to support the many initiatives already underway in the community.

The referenced documents include:

- Annual Action Plan Community Development Block Grant
- City Budget, 2020
- Comprehensive Annual Financial Report, 2018
- CAPER Community Development Block Grant
- Capital Improvement Plan, 2019-2023
- Capital Improvement Plan, 2020-2024
- City Hall Maintenance Survey
- Community Development Block Grant 5-Year Plan
- Comprehensive Land Use Plan, 2010
- Convention and Visitors Bureau Report, 2019
- Development Regulations
- Downtown North Leavenworth Redevelopment Area Master Plan, 2017
- Economic Development Regulation Ordinance, 2019
- Independence Court Streambank Stabilization Preliminary Study, 2017-2022
- Kansas Preservation Plan, 2020

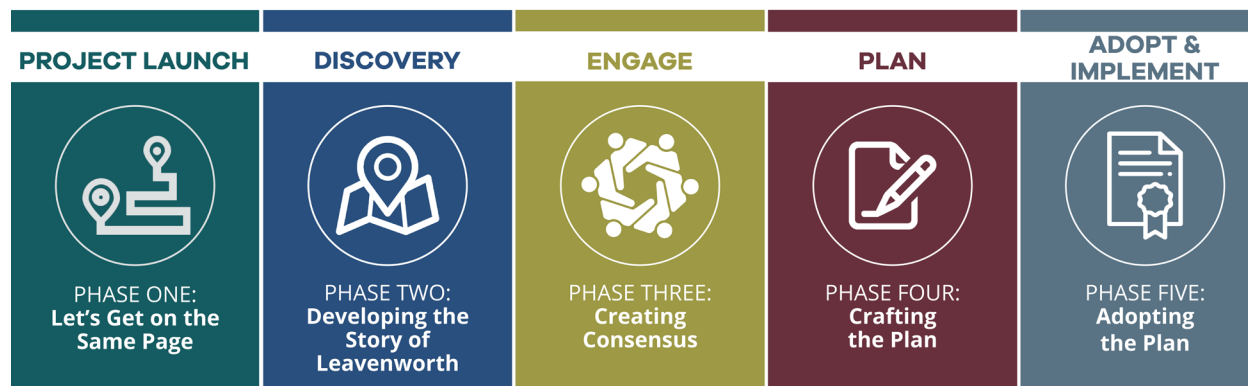
- Leavenworth County Road Land Use Analysis, 2018
- Leavenworth County Transit Plan, 2018
- Leavenworth County Comprehensive Plan, 2018
- Leavenworth Police Department Annual Report, 2019-2020
- Leavenworth USD 453 Budget at a Glance
- N. Gateway Redevelopment TIF Project Ordinance, 2018
- Neighborhood Redevelopment Area Update, 2018
- Parks & Recreation Annual Report, 2013 – 2018
- Region L Multi-Jurisdictional Hazard Mitigation Plan, 2018
- Saint Luke's Community Health Needs Assessment, 2019
- Sewer Services Charges and Levy Ordinance, 2019
- Solar Collection System Ordinance, 2019
- Solid Waste Fees, Collection and Disposal Ordinance, 2019
- Stormwater Annual Report, 2016
- Stormwater Management Program, 2019
- Stormwater Master Plan, 2020
- Stormwater Utility System Ordinance, 200
- Wastewater Master Plan, 2010
- Wastewater Master Plan Update, 2018





# Planning Process

The planning process brought together research, analysis, public input, and policy deliberation.



## PHASE ONE: LET'S GET ON THE SAME PAGE

Phase One laid the groundwork for planning and engagement throughout the process. Activities included identification of stakeholders, preparation of engagement materials, confirmation of data sources, and development of critical planning questions.

## PHASE TWO: DEVELOPING THE STORY OF LEAVENWORTH

Phase Two involved gathering information on Leavenworth's planning context and trends that could impact the community's future. The project team also researched existing plans to determine which recommendations should be carried forward into the Comprehensive Plan. Meetings with the Planning Commission, City Commission, Focus Group, and City staff presented this information and identified which global trends were most applicable to Leavenworth and how the City might respond.

## PHASE THREE: CREATING CONSENSUS

Phase Three focused on engagement. The Focus Group, compiled of citizens representing diverse interests, met four times to develop the Comprehensive Plan's strategic framework. The online platform, [www.Leavenworth2030.com](http://www.Leavenworth2030.com), the project's main tool for public engagement, became active in October 2020 and hosted activities through January 2021.

In addition to public engagement, the consultant team conducted a market analysis to inform the Plan's projections of population, housing, and commercial development.

## PHASES FOUR AND FIVE: CRAFTING AND ADOPTING THE PLAN

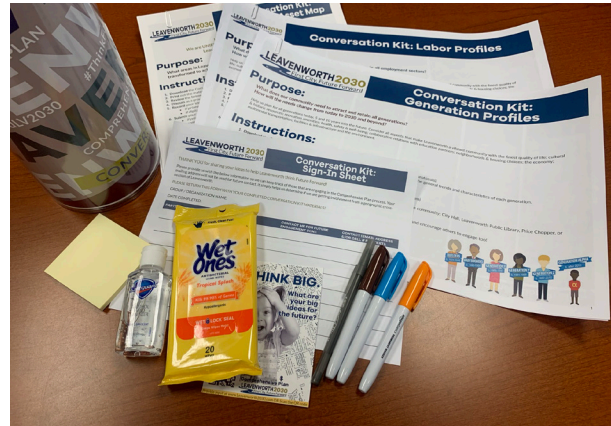
During these phases, input from the Planning Commission, City Commission and the public shaped the plan's draft goals, recommendations, strategies, and action items. Decision-makers, including the Planning Commission, City Commission, and City staff, worked closely with the consultant team throughout these phases, making themselves available for multiple workshop-style meetings and providing feedback that directed the Plan's overarching themes, as well as its specific text. The public was also given the opportunity to review and comment on the draft plan prior to its adoption.

# Public Engagement

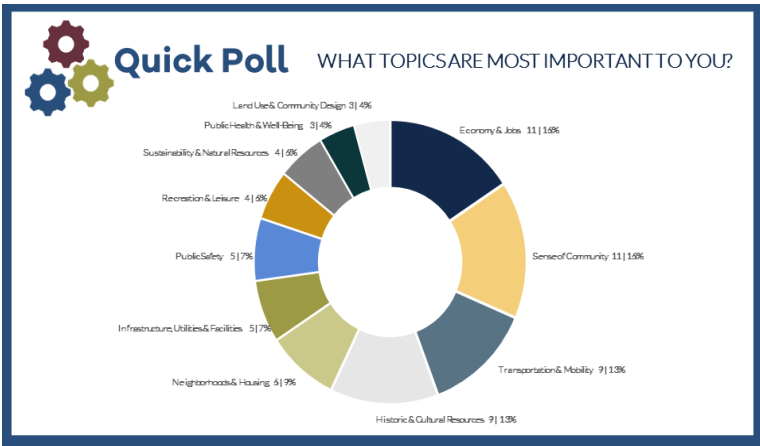
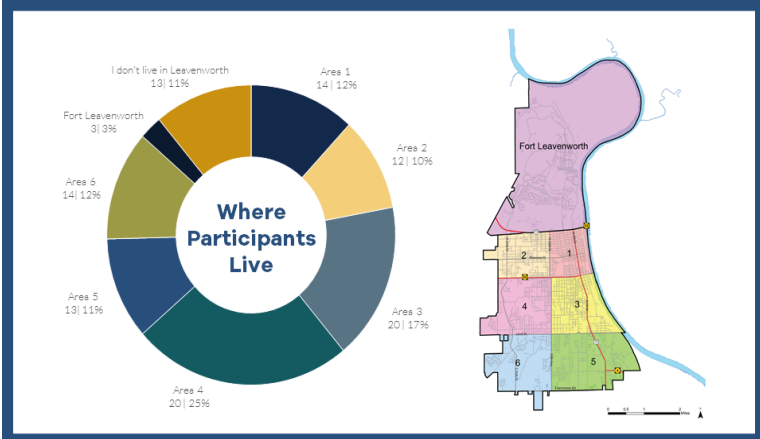
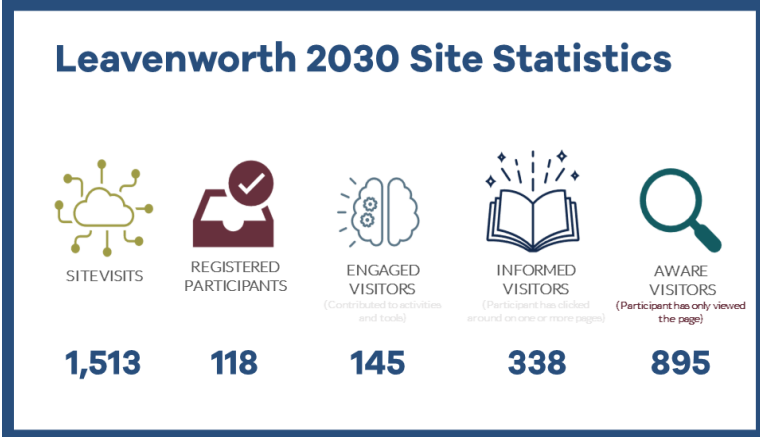
## ENGAGEMENT THEMES – AT A GLANCE

- ❑ Establish community neighborhoods that are attractive, diverse and offer affordable housing options.
- ❑ Provide attractive community spaces, corridors, and increase programming options.
- ❑ Increase activities for all ages – especially youth and families.
- ❑ Enhance public transportation, attain and maintain high quality road infrastructure and improve community appearance.
- ❑ Ensure services and funding for all – aging, mental and physical needs.

The Leavenworth 2030 First City, Future Forward Comprehensive Plan is a community-driven plan based on input from the citizens of Leavenworth. The planning process strived to actively engage a diverse cross-section of the community. Authentic participation is critical to ensure that the Comprehensive Plan accurately reflects community values, priorities and needs.



Provide input at [www.Leavenworth2030.com](http://www.Leavenworth2030.com) OR Scan the QR code



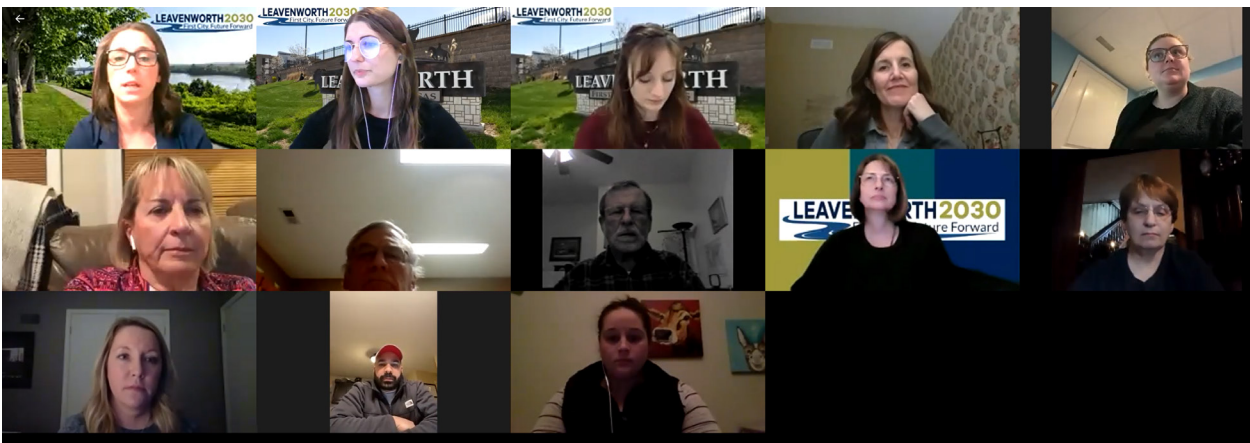
## ENGAGEMENT PLATFORM

Given the COVID-19 pandemic, virtual engagement was essential as the engagement process evolved from the typical in-person events and methods. The use of Leavenworth2030.com allowed the community to learn about the process and important planning issues; and offer a variety of ways to provide feedback. More than 140 engaged visitors completed activities including surveys, mapping exercises and idea board discussions.

## FIRST CITY, FUTURE FORWARD - DECISION MAKERS

The planning process relied on a group workshops of diverse community advisors. Organizations represented included business owners, civic organizations, schools, residents and the City's Planning Commission. Decision-makers reviewed Leavenworth data and trends that could impact the city's future: analyzed strengths, weaknesses, opportunities and threats (SWOT); developed and prioritized strategies to address key issues and reviewed action items.

*For a full report of engagement results, see Appendix.*



# History

Fort Leavenworth is the oldest military installation west of the Mississippi River. Fort Leavenworth was integral to westward expansion in the early 1800's. Formally known as Cantonment Leavenworth; the Fort is the oldest active Army post west of the Mississippi River.

## Pre 1827

Originally inhabited by the tribes of the Delaware, Kansas, and Osage peoples.

*Source: 2020 City Budget*

## 1840's

Settlers heading to Oregon and California passed through the Fort to travel along the Santa Fe and Oregon Trail.

*Source: Leavenworth Convention and Visitors Bureau*

## 1863-1868

Kansas State Penitentiary was erected and is now located in the City of Lansing, KS.

*Source: Leavenworth Convention and Visitors Bureau*

## 1885

Veterans Administration Center, formally Wadsworth Old Soldiers Home, was built.

*Source: Leavenworth Convention and Visitors Bureau*

## 1800's

### 1827

Fort Leavenworth was established by Colonel Henry Leavenworth. For the next several decades, Fort Leavenworth kept peace between Native Americans and settlers traveling westward.

*Source: 2020 City Budget*

### 1854

Established - City of Leavenworth grew south of the Fort as the first city in Kansas territory.

*Source: 2020 City Budget*

### 1858

Sisters of Charity of Leavenworth settled.

*Source: Leavenworth Convention and Visitors Bureau*

### 1864

St. John Hospital (currently operating) opened by the Sisters of Charity.

*Source: Leavenworth Convention and Visitors Bureau*

### 1881

The U.S. Army Command and General Staff College was founded by General William T. Sherman.

*Source: Significant students and instructors: George C. Marshall, Dwight D. Eisenhower, Douglas MacArthur, Colin Powell, and George Patton.*

*Source: Leavenworth Convention and Visitors Bureau*

**1906**  
 Leavenworth Federal Penitentiary was opened after 11 years of construction.  
*Source: Leavenworth Convention and Visitors Bureau*

**2007**  
 Saint Luke's Health System acquired Cushing Hospital (built 1894).  
*Source: Saint Luke's Health System*

**2020**  
 Novel COVID-19 virus hits United States and causes mass layoffs and shutdowns across the country.  
*USA Today*  
 Cushing hospital announces closure effective October 1, 2020 due to financial constraints of COVID pandemic.  
*Source: Saint Luke's Health System*

**1900's**

**2000's** *First City, Future Forward*

**1923**  
 The sisters founded Saint Mary College, now University of Saint Mary (currently operating)  
*Source: Leavenworth Convention and Visitors Bureau*

**1977**  
 City annexed? Wording in this section is confusing.  
*Source: 2020 City Budget*

**2018**  
 Leavenworth's 80-acre Business and Technology Park opens.  
*Source: City of Leavenworth*

**2019**  
 Cushing hospital transitioned from a traditional to a community hospital model which prioritizes services based on resident's highest needs  
*Source: Saint Luke's Health System*

# Vision Statement

People LIVE, WORK and STAY in Leavenworth because of...



Diverse employment opportunities and economic growth



Affordable housing and vibrant neighborhoods



Connectivity within our city and to the region



Quality education, training, and lifelong learning



Accessible, quality healthcare



Natural spaces and facilities for active living



Outstanding public safety

Residents and visitors value Leavenworth's **UNIQUE HISTORY, DESTINATIONS and EXPERIENCES.**

We are **UNIFIED, WELCOMING and COMMITTED** to making Leavenworth the **BEST CITY** in the Midwest

# Implementation

The Leavenworth 2030 First City, Future Forward Comprehensive Plan guides the Leavenworth City Commission and Planning Commission in decision-making processes related to community growth and development.

## UPDATING THE COMPREHENSIVE PLAN

The Comprehensive plan should be reviewed and updated annually for the life of the plan. The City will evaluate and report plan implementation status to both the public and the Elected and Appointed Officials (City Commission and Planning Commission) following adoption. This regular evaluation ensures accountability and provides a means to keep the community informed about the Comprehensive Plan implementation progress. It is the recommendation of this plan that goals, strategies and actions should not be changed without public input.

## ESTABLISH INTERAGENCY AND ORGANIZATION COOPERATION

The Leavenworth 2030 First City, Future Forward Comprehensive Plan intends to enhance coordination of activities and support of City departments and external agencies and organizations. The City should encourage partners to reference and utilize the Comprehensive Plan when appropriate to increase implementation effectiveness and leverage resources for achieving local and regional planning goals.

## IDENTIFY FUNDING

City staff should research financial resources, as necessary for implementation. These resources may include City funds, external grants or private dollars. Identification of funding sources helps influence the annual budget planning process and Capital Improvement Projects.



CHAPTER

1



# COMMUNITY IDENTITY





# Historic & Cultural Resources

## GOAL

Preserve our historic, welcoming and inclusive community that celebrates its past, plans for its future and provides opportunities for all people.

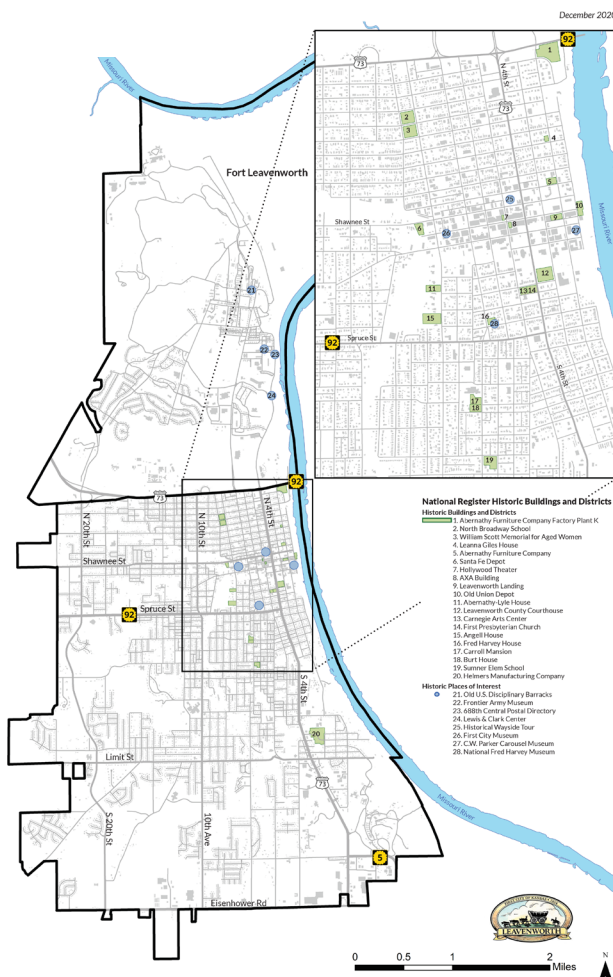
- *What historic and cultural assets should be preserved?*
- *How do we preserve our historical and cultural resources?*
- *Which resources and assets are priority?*

Recommendation: Conserve and reuse historic resources with exceptional value, quality or that illustrate Leavenworth’s heritage and history.

## CONTEXT:

Since the early 1800s, local governments have preserved their community’s historic places. In 1906, the federal government passed the Antiquities Act granting government agencies the power to protect and manage historic assets. The National Historic Preservation Act (NHPA) of 1966 protects historic and cultural resources from demolition related to federally funded infrastructure and urban renewal projects.

The NHPA established the National Register of Historic Places and gave higher authority to state governments by authorizing the creation of State Historic Preservation Offices (SHPO). Eighteen Kansas communities meet the requirements established by the National Park Service (NPS) to become a Certified Local Government (CLG). These entities enact local historic preservation ordinances and establish local historic preservation programs. CLGs have a competitive advantage over non-CLGs when applying for federal preservation grants, as they have a stronger voice when nominating their community’s properties for National Register designation. The CLGs have made great strides to become leaders in community development by strengthening their commitment to this program.

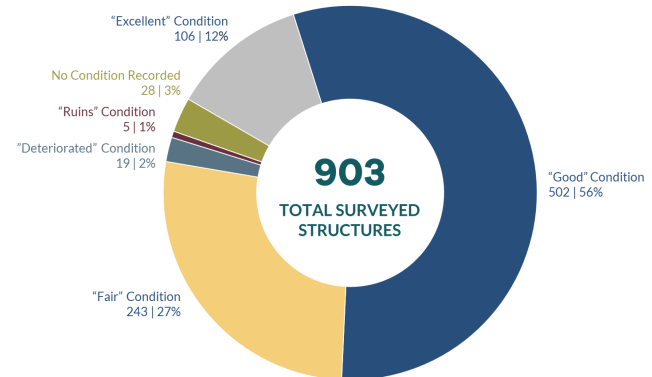


Source: City of Leavenworth, Kansas, 2020



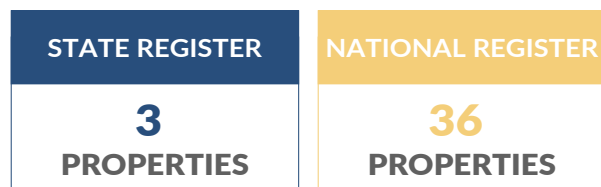
Leavenworth's rich inventory of historic structures, districts, and other significant resources aren't limited to formally designated properties. The Kansas Historical Society keeps records of all survey materials within the state of Kansas. These surveys can include property information such as date of construction, original use of the building or property, the architect and more to help determine if the property is eligible for historic designation. Based on information provided by the Kansas Historical Society, Leavenworth's historic and cultural resources are in good condition and do not suffer from wear and neglect as much as those in other cities. Leavenworth is one of four Kansas municipalities (Riley County, Lawrence and Wichita) to become a Preserve America Community,

## CONDITION OF HISTORIC STRUCTURES IN LEAVENWORTH



Source: 1986-2020 Kansas Historic Resource Inventory

## HISTORIC DESIGNATIONS



Source: Kansas Historical Society database

The City of Leavenworth, Kansas is a Certified Local Government (CLG), since 1999. As such, its historic preservation program meets federal guidelines. The designation also allows the City to compete for a pool of grant funds available each year to CLGs in the state.

### Contributing vs. Non-Contributing Historic Resources

**Contributing** is a term that describes resources located in historically designated districts that contain high levels of architectural or historical integrity due to age, retention of original features or affiliation with significant people or events. In short, they contribute to the historic district.

**Non-Contributing** resources don't contribute to the significance or character of an area due to lack of age, lack of retention of original integrity, or the insensitive alteration of the building over time. In short, they do not contribute to the historic district.

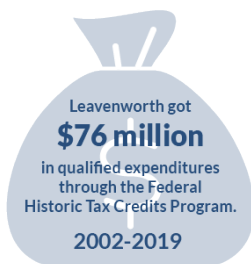
earning the designation in 2005, for its eight historic districts—more than any city in Kansas.

Leavenworth's 45-block Downtown was primarily used for commerce in the 1850s. The Downtown Historic District includes 65 contributing properties. The style of these structures is predominantly red brick with cast iron and terra cotta features. Parking and demolitions replaced many of the original Downtown structures, and some remain partially intact due to fires, tornados and overall neglect. Reflective of downtown's unique heritage, more than half (55 percent) of Leavenworth's historic resources are made of brick.

### INSIGHT:

Since the 1970s, evidence shows that historic preservation resulted in robust community and economic development benefits. According to the National Park Service, 258 Federal Historic Tax Credit projects and \$123.3 Million in Federal Historic Tax Credit funds received between fiscal year 2002–19 leveraged an estimated \$709 Million.

In 1995, Leavenworth established the Leavenworth Main Street Program, Inc., a 501c3 nonprofit organization. The Main Street approach combines revitalization, economic activity and preservation concepts at the local level. Partnerships with economic development groups, business owners and the City resulted in \$71 million (2016) for Downtown reinvestment.



Source: National Park Service

### Benefits of Historic Preservation:

- **CREATION** of local historic districts can stabilize and increase property values.
- **INCREASE** in property values for these districts tends to surpass those for the wider community or City at large.
- **REHABILITATION** of historic buildings creates more jobs and local business than new construction. These projects are more labor-intensive, requiring high-skilled and specialized laborers. Improvements encourage additional neighborhood investment and a higher return on municipal investment.

- **TOURISM** in the heritage industry is a significant economic driver that typically draws tourists who stay longer and spend more.
- **INCREASES** the supply of affordable and centrally located housing.

### How to support decision-makers when challenging and controversial issues arise that could potentially affect a community's character?

Elected and appointed officials often face scenarios like these:

- Demolishing an old building or group of buildings to make way for new development such as a chain drugstore or "big box" retailer.
- Constructing a new addition on an existing building.
- Constructing a new building in an older neighborhood.
- Replacing historic building elements such as windows, doors, porches, roofs, or original siding materials.

Elected officials often look to comprehensive plans for guidance. Yet, many of these plans do not provide policy recommendations that address the above question. Existing physical conditions, relative importance in history, proposed use and mandated code requirements often guide the treatment of historic structures. Integrating the Secretary of the Interior's Standards for Treatment of Historic Properties with local design guidelines can help to clarify broad language. The National Park Service recommends adding interpretive guidelines to city code that addresses all four (4) treatments of historic properties.

### Leavenworth Municipal code Sec. 9.16.E.2.

*Specific design criteria for exterior alterations of landmarks or historic district properties shall be based on the U.S. Secretary of the Interior's Standards for Rehabilitation as published in section 36, Code of Federal Regulations, part 67 as revised from time to time, and by further reference to such specific design criteria as the commission may require.*

With a new wave of properties reaching eligibility requirements, the City will need to conduct additional

cultural resource surveys. Properties generally must be 50 years or older to receive historic consideration. There are rare eligibility exceptions made for buildings less than 50 years old if they possess exceptional significance. Currently, neighborhoods and properties built in 1970 and before are eligible for designation consideration, based on historical significance; buildings constructed before 1990 will be eligible in 2040. Municipalities must be selective and strategic about what to save and what to build. As Leavenworth continues to grow and redevelop decision-makers should ask:

**Are we building neighborhoods and structures today that future generations will value and appreciate enough to preserve?**

## TRENDS AND FORESIGHT:

### People of All Ages Want to Celebrate Culture, History and Authentic Places

Historic preservation is one of the longest-running activist movements in the United States. The modern historic preservation movement focuses on people-centered preservation efforts rather than places.

Cultural and historic resources enhance a community's attractiveness as a desirable place to live and work, and helps give meaning to a building or area of town by providing a sense of place reminiscent of earlier years.

Historic resources are districts, buildings, sites, structures or objects that exemplify a period of history. In addition to age, established criteria determines the historical value—association with significant historical events or people; representation of a particular architectural or cultural style, type or method of construction; and, yielding information important to history or prehistory.

What we think of as “historic” is changing. Buildings more than 50 years old can receive historic consideration for preservation purposes, while a renewed interest in modernizing and preserving structures from the 1950s, 1960s and 1970s (primarily ranch-style homes) is trending for several reasons:

- Ranch houses are affordable entry-level homes for younger home buyers in many markets.

## Four Treatments for Historic Structures:

The Secretary of the Interior's Standards for the Treatment of Historic Properties consists of four treatment options required for National Parks Service Grants-in-Aid programs.

### Preservation

This method requires the highest levels of historical retention. Work generally focuses on the continuous maintenance and repair of historic materials rather than extensive replacement and new construction.

### Rehabilitation

Includes repairs, alterations, and additions while preserving key historic features. Deteriorated historic features are repaired rather than replaced.

### Restoration

Accurately depicting the form, features and character of a property as it appeared at a particular time and removing inconsistent elements from other eras. The process for selecting a restoration period should be documented and justified.

### Reconstruction

Recreating or replicating a vanished or non-surviving element of a structure should reflect its appearance during a specific time period, for interpretive purposes.

**“Millennials are more than twice as likely (52%) to prefer shopping or eating in historic downtowns and places with historic appeal over malls and planned commercial districts or recently constructed places.”**

— National Trust for Historic Preservation  
Survey 2017

- The single-story floorplans of ranch homes attract older buyers looking for accessible housing to safely navigate.
- Open floor plans are desirable in today's market.
- Maintenance costs are lower than for homes built before the 1950s.
- Many neighborhoods featuring ranch-style houses are now well-established with large trees.
- Repairs and upgrades to heating and cooling systems, wiring, plumbing, windows, doors and other building systems are easier to make in homes built during this era.
- Ranch-style homes represent uniquely American architecture, and a variety of possible owner modifications allow residents to put their unique mark on these sometimes-repetitive styles.

### Ways to Preserve our Heritage

Preserve America is a federal program that encourages and supports community efforts to preserve and enjoy a community's unique cultural and natural heritage. The program's goals include:

- greater shared knowledge about the nation's past,
- strengthened regional identities and local pride,
- increased local participation in preserving heritage assets, and
- support for local economic vitality.

Benefits of being a designated community through the Preserve America includes regional and national recognition, grants, awards, and policy direction for federal agencies.

Municipalities implement some of these strategies to protect historic resources:

- State and federal historic tax credits
- Local main street programs
- Conservation districts
- Historic districts
- Tax abatement
- Education and outreach
- Preservation planning

- Historic preservation programming and events
- Individual designation at the local, state and national level

Preserving cultural and historic resources attract and retain a growing population looking for authentic experiences, affordable housing, a strong sense of community and an improved quality of life.



**STRATEGY 1**

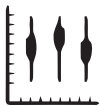
Promote the City's historic and cultural resources, and the values of historic and cultural preservation.

**LOCAL ACTIONS:****Education & Outreach**

- Improve social media presence of historic resources.
- Emphasize the importance of documenting specific cultural groups such as African Americans, American Indians and Hispanics.
- Plan and promote a special activity during National Preservation Week in May of each year.

**Practice Improvements**

- Develop newsletter content to spread awareness and keep recipients informed of historic and cultural news and events.
- Highlight cases in which preservation has increased property owner options rather than restricted them.

**Policy & Code Adjustment**

- Consider adopting a policy aimed at the restoration and preservation of districts and structures that have local historic significance.

**Partnership & Collaboration**

- Collaborate with education institutions and Leavenworth School District to integrate historic preservation into the classroom.

**Facilities or Infrastructure Improvements**

- Expand signage, historical markers, and preservation awards to raise awareness.

**STRATEGY 2**

Preserve our historic and cultural resources, creating places people want to live, work, gather and visit.

**LOCAL ACTIONS:****Education & Outreach**

- Provide education to the public on history of the community, historic structures, historic sites and historic figures.
- Coordinate public outreach opportunities to include historic preservation opportunities.
- Protect and build community understanding of significant cultural and historic sites and resources.

**Practice Improvements**

- Maintain open communication with Preservation Commission of plans, impending actions, or engagement opportunities that might affect historic preservation.
- Consider the skills of historian, architectural historian, or archeologist when appointing members of the Planning Commission and Preservation Commission.
- Ensure demolition process allows sufficient time to potentially save historically significant structures.

**Plan Development**

- Prepare and adopt a Historic Preservation Master Plan to guide local decision makers.

**Inventory, Assessment or Survey**

- Continue to use tools and resources from the Kansas State Historic Preservation Office, Kansas Preservation Alliance and Kansas Historical Society.
- Develop a tool that allows residents to offer input on places they want to preserve.
- Establish and maintain a historic database with research, photos, and survey information.

**Programs or Services**

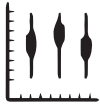
- Hold an annual historic preservation workshop to answer questions, assist with paperwork and documentation.
- Maintain a list of local contractors that have experience with historic properties or restoration specialties.
- Continue to support the Preservation Commission and their efforts for preservation in Leavenworth.

**Facilities or Infrastructure Improvements**

- Promote regular maintenance, develop minimum maintenance, and ensure permits are reviewed under the Kansas Preservation Law.

**STRATEGY 3****Incentivize historic and cultural preservation.****LOCAL ACTIONS:****Practice Improvements**

- Expand funding mechanisms to include tax abatement, conservation districts and crowdsourcing.
- Highlight cases in which preservation has increased property owner options than restricted them.

**Policy & Code Adjustment**

- Implement smart building codes and land use policies that facilitate the preservation treatment of historic structures and other cultural resources.

**Partnership & Collaboration**

- Assist the Leavenworth School District and educational institutions with associated projects to help fundraise for local historic preservation efforts.
- Work with local lending institutions to establish low-interest loans and other incentives to encourage property maintenance and preservation.

**Inventory, Assessment or Survey**

- Explore historic survey and assessment opportunities for existing facilities and districts.

**Enforcement & Incentives**

- Encourage renovations of public facilities to decrease new construction.



# Sense of Community

## GOAL

Preserve our historic, welcoming and inclusive community that celebrates its past, plans for its future and provides opportunities for all people.

- *What makes our community unique?*
- *How do we create a community that celebrates, welcomes and supports cultural amenities and resources?*
- *How do we create a community that is supportive, welcoming and inclusive?*
- *How do we identify ourselves? Do we identify ourselves as a military town, a historic town, etc.?*

Recommendation: Increase community opportunities for all ages and abilities.

## CONTEXT:

Sense of community is influenced by a city's physical environment as well as its social fabric. Unique architecture, tree lined streets, historic downtowns, cultural events and festivals are examples of the tangible things that work together to create desirable places to live, work, and visit. People are attracted to places where they feel connected and accepted. Cities that are welcoming and support cultural amenities and resources draw residents and visitors that support the local economy.

America's population is becoming younger, older and more culturally diverse. The United States population is estimated to expand by more than 100 million over the next 40 years. Immigration will continue to be a major force in U.S. life. The United Nations estimates that two million people per year will move from poorer nations to developed nations during the next 40 years, and more than half of those will come to the United States, the world's preferred destination for educated, skill migrants.

## INSIGHT:

Leavenworth is an historic city with a small-town atmosphere. As the first established city in the state of Kansas, Leavenworth enjoys an abundance of significant history and heritage. Leavenworth's connection and critical role in settlement of western America stand out, and remaining structures from the early 1800s and 1900s are representative of the city's past. Large vintage homes from Leavenworth's original settlers are still intact as well as buildings from the historic Downtown. The City of Leavenworth organizes programming and events to commemorate these historic buildings and sites such as historic wayside walking and driving tours.

Notable annual events and programs in Leavenworth include:

- Haunted Depot
- Farmer's Market
- Main Street Summer Concert Series
- Fourth of July Downtown Parade

- ❑ St. Patty's Day Downtown Parade
- ❑ Veterans Day Parade
- ❑ Holiday Lights Tour
- ❑ Camp Leavenworth
- ❑ ART WALK Shawnee Street

Located approximately 30 minutes from the Kansas City Metro, Leavenworth is in close proximity to amenities offered by the larger bi-state metropolitan region, but also draws outside visitors to town with its own historic and cultural attractions. Leavenworth is home to the University of Saint Mary, the Dwight D. Eisenhower Veterans Affairs Medical Center, the U.S. Federal Penitentiary and Fort Leavenworth.

### Historic Town

The area's rich cultural heritage runs deep in the roots of Leavenworth. The city's historical connections to the Santa Fe and Oregon Trails date back to the 1800s. There are two primary architectural styles of historic structures in Leavenworth: Colonial Revival and Utilitarian. Colonial Revival styles make up 11.3 percent of structures, while 10 percent of structures are Utilitarian.

Famous historical figures who spent considerable time in Leavenworth:

- ❑ Buffalo Bill
- ❑ Colonel Henry Leavenworth
- ❑ George C. Marshall
- ❑ Dwight D. Eisenhower
- ❑ Douglas MacArthur
- ❑ Colin Powell
- ❑ George Patton

The first Kansas territorial legislature incorporated the City of Leavenworth in 1855. Lesser known,



the Leavenworth Constitution of 1858 was one of the most radical constitutions ever drafted for the western territories. Since Leavenworth's constitution included freed African American slaves as citizens, the federal government never formally adopted the document. Leavenworth was a known refuge for African American slaves with help from abolitionists during and around the Civil War.

Leavenworth's rich history is something to be remembered and celebrated, especially as we remember the interesting historical figures who once called Leavenworth home. Leavenworth could leverage this history to create a festival or event that promotes heritage and history, while learning about who and what Leavenworth was long ago.

### Military Town

Built in 1827, Fort Leavenworth is the oldest permanent settlement in the state of Kansas. Fort Leavenworth is home to the Combined Arms Center the U.S. Army Command and General Staff College, National Simulation Center and the Army Corrections Complex. It was also once known as the "Intellectual Center of the Army". The Fort accounts for nearly half of the city's population and provides 36 percent of civilian jobs. According to a 2018 statistical report, military families also occupy 1,498 single-family homes called "family quarters" in the city. As home to military officers and high-ranking military personnel, Leavenworth is known as the "Best Hometown in the Army."

Completed in the mid-1920s, Leavenworth Penitentiary held its first prisoners—disciplined military personnel—in 1903. Until 2005, it was the largest maximum-security prison in the U.S. After

## HISTORIC DESIGNATIONS

STATE REGISTER	NATIONAL REGISTER
<b>3</b> PROPERTIES	<b>36</b> PROPERTIES

Source: Kansas Historical Society database



2005, it was downgraded to a medium-security prison and now holds nearly 1,670 inmates.

**Diversity**

The Kansas City region hosts many culturally diverse festivals and events, including the Diversity Initiative by ArtsKC, the Ethnic Enrichment Festival, and the Gay Pride KC parade. The Leavenworth population is about 75 percent White, 12 percent of that identifying as Hispanic or Latino, and 14 percent Black or African American. As Leavenworth

becomes increasingly diverse, there will be a need for more localized events that celebrate diversity. Leavenworth can add diverse events to their annual event calendar that celebrate Hispanic heritage, LGBTQ pride, and African American history.

**Age Diversity Index**

**0.84** Leavenworth

**1.00** National

Leavenworth is less age diverse than the nation as a whole

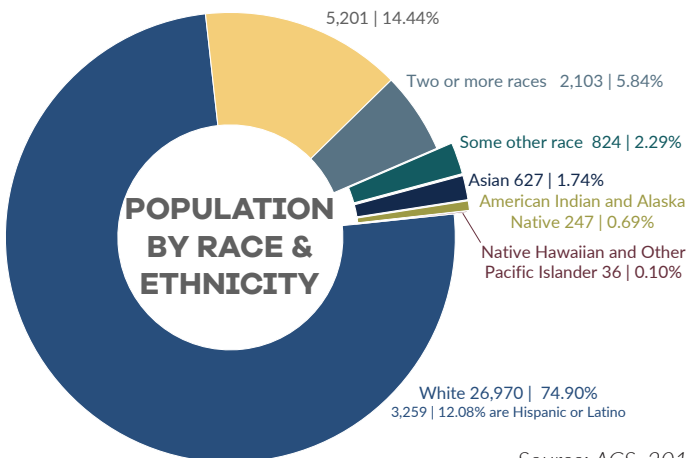
Source: AARP, 2018

**TRENDS AND FORESIGHT:**

Welcoming newcomers brings diversity into communities and provides economic, cultural and social benefits, and leads to a more versatile and skilled workforce. The social benefits of a diverse and equitable community include more voices to weigh-in on essential decisions that are inclusive of the entire population. Inviting different voices also leads to fewer complaints about discrimination and harassment. This is called having a sense of community, where people feel comfortable and welcome in the place where they live. This is especially important now, following a period in which the local community and nation have experienced shelter-in-place orders and social distancing due to COVID-19, where people may be feeling lonely. However, according to the American Planning Association, this also allows us to think more creatively in terms of place-make in our communities using art and cultural knowledge to improve social and economic conditions in Leavenworth. Bridging planning, arts and cultural understanding and using this partnership to an advantage, allows planners to drive economic development, preserve cultural and historic understandings, correct inequalities, and create a healthier community.

Local governments that support inclusion and equity in their communities:

- ❑ Improve opportunities to recruit long term residents,
- ❑ Promote an entrepreneurial spirit by welcoming residents who may start new businesses,
- ❑ Report increased consumption of local products, and
- ❑ Support local goods and services that drive the community's economic growth and prosperity.



Source: ACS, 2018

## Diversity

As Leavenworth becomes more diverse, communities must create a welcoming environment for new populations. The World Health Organization states, “societies that enable citizens to play a full and useful role in the social, economic, and cultural life of their society will be healthier than those where people face insecurity, exclusion, and deprivation.” Inclusivity and equitable choices will help Leavenworth’s citizens enjoy a higher quality of life and feel more involved in the community. Inclusion at the community level is vital because it leverages diversity for good, and makes people feel supported and heard, no matter how they identify.

Diverse communities that lack strong bonds can benefit from strengthened public spaces. Public spaces such as plazas, parks and downtown squares provide opportunities for social interaction. The term “placemaking” refers to a particular area that instill a strong sense of place. A 2008-10 study by the Knight Foundation, called Soul of the Community, found that social offerings, openness of spaces and design are primary drivers for creating community attachment to a location.

Placemaking and creating community attachments to locations are important for places like Leavenworth. According to Project for Public Spaces, effective placemaking capitalizes on community assets, inspiration, and potential. This creates a space with qualities that contribute to healthy living, community happiness, and well-being.

### Diverse communities with one shared vision can do five things:

1. Increase resources and funding possibilities.
2. Share strengths and skills within the community.
3. Reduce duplication of services to improve effectiveness.
4. Break down barriers to community cohesion.
5. Promote positive community change and development.

Communities must ask questions about themselves and how inclusion of diverse populations can impact how their city operates. Questions to ask include:

- Who is currently involved in planning and decision making?
- Who is not involved?
- Should they be involved?
- Are there barriers to participation?
- How can we initiate partnerships with groups of people not yet involved?
- What resources does the community need to succeed?
- Are current regional trends surrounding diversity and inclusion positive?



**STRATEGY 1**

Encourage all residents to participate fully in social, cultural and economic life of the community.

**LOCAL ACTIONS:****Education & Outreach**

- Implement citizen and leadership academies that help people more successfully participate in and influence decision-making in the community.

**Plan Development**

- Conduct a Library facilities plan/feasibility study that includes a cultural center/maker's space component (performing arts space, av recording, study rooms, etc.).

**Partnership & Collaboration**

- Encourage volunteerism and mentorship among receiving community members to help build resources, capacity and knowledge of services.
- Explore partnership opportunities for tourism and visitor promotion.
- Collaborate with Downtown Main Street Program for community events.

**Inventory, Assessment or Survey**

- Develop an existing gathering place inventory and assessment using the placemaking Power of 10 strategy. Areas include comfort, sociability, use and activity, and linkages.
- Develop and conduct a bi-annual citizen survey.

**Programs or Services**

- Continue to promote Downtown Leavenworth as a unique community gathering space for residents and visitors.
- Activate outdoor spaces in Downtown Leavenworth to bring people of all backgrounds and generations together.
- Grow partnerships with veterans and civic groups to encourage placemaking through volunteerism.

**Facilities or Infrastructure Improvements**

- Develop Riverfront Park as a destination and major attraction and gathering place.
- Create places throughout the community and neighborhoods where people can gather.

## STRATEGY 2

Embrace and celebrate the community's diversity and respect differences in race, ethnicity, gender, sexual orientation, age, abilities and beliefs.

### LOCAL ACTIONS:



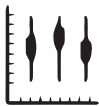
#### Education & Outreach

- Offer annual events that celebrates Leavenworth's people, history and culture.
- Support community dialogues to help all community members voice their concerns, find common ground and set the state for a more inclusive community.
- Improve access to city information and services for people of all disabilities, cultural backgrounds and for those who are not English speakers.



#### Practice Improvements

- Evaluate recruitment practices regularly and look for new ways to attract diverse applicants and fill gaps in representation.



#### Policy & Code Adjustment

- Implement practices that ensure local boards, commissions and civic organizations have leadership that is representative of local demographics and work with these groups to create a welcoming culture.



#### Partnership & Collaboration

- Convene cross-sector collaborations to build and strengthen networks that promote inclusion, find common ground and set the stage for a more inclusive, intergenerational community.



#### Inventory, Assessment or Survey

- Summarize and report demographics of staff and leadership to identify gaps in representation.



#### Programs or Services

- Conduct regular training for City staff on issues such as the meaning of equity, unconscious bias and how to create a supportive workplace for all.
- Offer community-wide training on the issues mentioned above.
- Continue and expand as necessary public safety programs that promote positive community interaction and involvement.

# Unique Attractions

## GOAL

Preserve our historic, welcoming and inclusive community that celebrates its past and provides opportunities for all people.

- *How do we entice people to experience our unique attractions and Downtown?*
- *What types of events should we offer or expand?*
- *What types of amenities, spaces and facilities are needed?*

Recommendation: Increase the number of visitors through unique attractions and community events.

## CONTEXT:

A diverse cultural, artistic, and recreational landscape is imperative when seeking to advance the quality of life in a community. A variety of unique attractions not only draws outside residents and visitors to a place, but also fosters and strengthens its sense of community.

Cultural and historic resources enhance a community's attractiveness and appeal as a healthy and vibrant place to live and work, while adding meaning to a building or area of the community. These assets help to create a sense of welcoming place that attracts and brings residents and tourists together.

## INSIGHT:

According to the Leavenworth Convention and Visitors Bureau, there is something for all ages to enjoy in the city. People can experience the arts, agritourism, history, shopping, recreational activities and nightlife. Leavenworth offers a diverse variety of attractions, including festivals, events and activity centers such as the ones mentioned below. These regional and national examples are spaces where residents and visitors can experience

and celebrate music, art, and culture not represented in average daily interactions throughout the community. This could help attract people to Leavenworth and promote the city's image as a diverse, cultural, and historic place. Festivals in public places such as streets, parks and more, provide opportunities for underrepresented populations to express themselves in public spaces.

Historic Downtown Leavenworth and the Leavenworth Main Street Program value a modern lifestyle in a historic Downtown. The Leavenworth Main Street Program is dedicated to keeping Leavenworth's historic Downtown economically healthy through historic preservation and revitalization. Downtown Leavenworth has tons to offer, including shopping, dining, wellness activities, and spiritual activities. There are even plenty of residential and commercial real estate opportunities

LEAVENWORTH

- 28-Block Historic Downtown
- C.W. Parker Carousel Museum
- Richard Allen Cultural Center
- Carroll Mansion
- Leavenworth County Courthouse
- National Fred Harvey Museum
- First City Museum
- Leavenworth National Cemetery
- Historical Wayside Tour
- Kansas Scenic Byways
- River City Community Players
- Murals (7) /Statues (4)

### FORT LEAVENWORTH

688<sup>TH</sup> Central Postal  
Directory Battalion

Buffalo Soldier Monument

Berlin Wall

Fort Leavenworth  
National Cemetery

Frontier Army Museum

The 12<sup>th</sup> Brick Grille

Lewis and Clark Center

Old United States  
Disciplinary Barracks

in historic Downtown.

Leavenworth's many historic and cultural assets, arts community, and parades and events are prime attractions for residents and visitors. University of Saint Mary also attracts visitors to Leavenworth in the form of prospective students or family and

friends visiting current students.

Leavenworth should consider leveraging the region's best-known and popular events to fit the needs of Leavenworth residents as a way to create a more unique experience in the city. Leavenworth stakeholders could also become involved with the planning and implementation of these events to influence the benefits they provide to local residents. For example, the American Royal Rodeo celebrates the Kansas City region's rich agricultural heritage through competitions, agricultural education and entertainment. The Crossroads Music Fest (CMF) is a showcase of Kansas City's diverse artists, musicians and music venues. The Kansas City Arts Council, known as ArtsKC, is committed to supporting the region's arts organizations with resources that encourage increased diversification in programming and access. Other regional festivals are listed below.

The city could replicate all of these events on the community level with a "local twist" to benefit Leavenworth's tourism efforts. Targeted marketing strategies implemented throughout the wider region would increase the likelihood of robust attendance from audiences who reside outside the city, or are already planning to visit.

## TRENDS AND FORESIGHT:

The COVID-19 pandemic impacted many events, festivals and general tourism due gathering and travel restrictions. As Leavenworth plans for future events; amenities and facilities need to be considered as for what is needed for resiliency against potential future pandemics. It may take a few years, but people will once again attend events, go to museums and feel

comfortable in groups. Attractions and events will once again be a draw for regional residents. Right now, Leavenworth can focus on the importance of multi-use outdoor spaces that allow people to spend more time outside and with fewer people. Spaces like playgrounds, trails, and ball fields are increasingly important for the quality of life and well-being of Leavenworth residents and tourism.

Technology also provides the opportunity for access to goods, services and entertainment to people of all ages. Through high-quality entertainment and events people can experience entertainment at a less expensive and more convenient rate. As the population trends toward the younger generation Leavenworth should consider creative uses of technology, such as museums and other attractions can provide virtual tours and scenic/historical walks to maintain a more consistent revenue stream in times of economic uncertainty.

Expanding the existing programming in Leavenworth that is inclusive, exciting, and celebrates local cultural history is crucial to sustained growth. Leveraging Leavenworth's unique attractions is essential for enhancing a community's attractiveness and appeal as a healthy and vibrant place to live, work and visit.





## STRATEGY

Expand unique attractions and amenities in Leavenworth to draw residents Downtown and promote tourism.

## LOCAL ACTIONS:

**Education & Outreach**

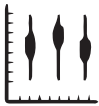
- Increase promotion of Downtown Leavenworth's attractions, amenities and events.
- Continue to promote facilities and activities through the Convention Visitors Bureau and other local and regional partners.

**Practice Improvements**

- Include diverse voices in the planning of events and creation of attractions to ensure they meet the expectations of all people.
- Create a social media presence that encourages people to attend events and visit attractions.

**Plan Development**

- Create a yearly calendar of events so people know what is happening and have time to plan on attending.

**Policy & Code Adjustment**

- Adjust local policy to make it easier for people to host diverse events and attract people to the city.

**Partnership & Collaboration**

- Collaborate with well-established regional festivals and events to bring unique experiences to the city.
- Work with the Missouri Department of Transportation to improve wayfinding and marketing signage for Leavenworth at State Route 92 and 45.
- Collaborate with the Convention Visitors Bureau for updated and modernized branding of promotional materials and website.

**Inventory, Assessment or Survey**

- Create programming and events for all people, conduct a survey to gain an understanding of what people are interested in seeing in the city.

**Facilities or Infrastructure Improvements**

- Create a designated festival and event space that is accessible for all, no matter their ability or background.

CHAPTER  
2



BUILT  
ENVIRONMENT



# Neighborhoods & Housing

## GOAL

Leavenworth will be a place that attracts and supports a wide range of population groups in diverse neighborhoods that are well-maintained, clean, safe, and efficiently functioning.

- *What are the housing needs? Gaps in price points?*
- *What keeps us from building infill housing?*
- *How do we revitalize neighborhoods?*
- *How do we best categorize the highest and best use of different neighborhoods? Which areas should we invest in first?*
- *What new housing is needed?*
- *How can the City encourage the development of quality, affordable housing to meet the needs of the community?*
- *How do we better connect our people in each neighborhood to places they want to go?*
- *How do we support aging in place?*
- *How do we attract, encourage and support diversity in housing choices?*

Recommendation: Establish community neighborhoods that are attractive, connected, and offer diverse housing options.

## CONTEXT:

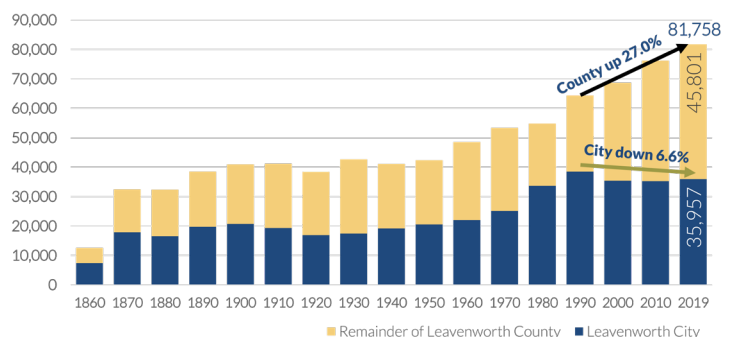
A variety of housing options are needed to meet the changing needs of communities including family size, lifestyle, income and physical ability. Communities that offer a variety of housing types succeed in attracting and retaining residents.

### Market Analysis – County Population

The following population figures represent status quo projections based on available data and do not account for any efforts by the City and region to counteract these anticipated trends. Proactive measures and strategic planning implementation put in place by Leavenworth and other regional partners can positively impact the population growth into the future.

As the first city in Kansas, Leavenworth already had a relatively sizeable population of 7,430 by the 1860 Census. Six of every ten residents of Leavenworth County lived in the city. Since then, Leavenworth has added some 28,500 residents for a 2019 U.S.

SHARE OF LEAVENWORTH COUNTY'S POPULATION IN CITY OF LEAVENWORTH 1860 - 2019

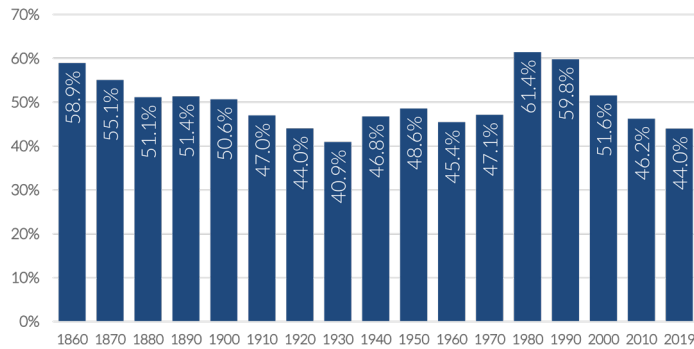


Source: U.S. Census Bureau

Census estimate of 35,930 who make up 44 percent of the county's population.

But peak population in Leavenworth was in 1990 at 38,500 which has declined six percent over the last 30 years. Meanwhile, the entire county has grown 27 percent since 1990 to over 81,750 people.

SHARE OF LEAVENWORTH COUNTY'S POPULATION IN CITY OF LEAVENWORTH 1860 - 2019

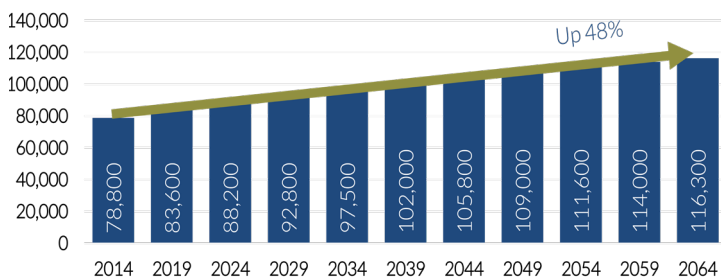


Source: U.S. Census Bureau

The City of Leavenworth peaked as a share of the county at 61.4 percent as recently as 1980, its highest historic share. In 1980, the City's population was 33,660 compared to 21,150 in the rest of the county. Since 1980, Leavenworth has experienced a net increase of about 2,300 residents despite recent declines, but the rest of the county added 25,650 residents. Thus, the City's share of the County's population decreased to 44.0 percent by 2019.

Wichita State University (WSU) published population projections for every County in Kansas in 2016 covering 2014 - to 204. Leavenworth County is projected to grow by 48 percent in those fifty years to 116,300 residents. WSU's projections are on the aggressive side as its projection for 2019 was 83,600 residents. The U.S. Census Bureau released

POPULATION PROJECTIONS 2014-2064 LEAVENWORTH COUNTY



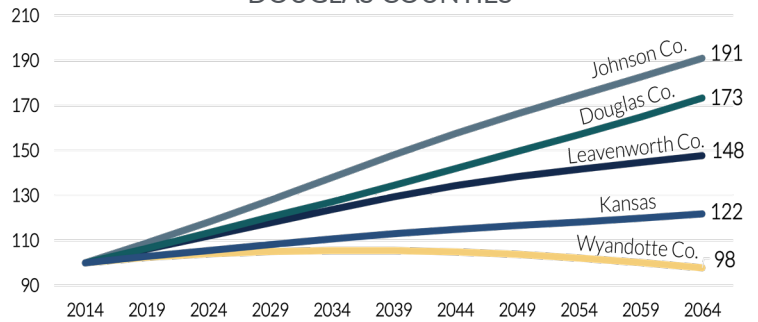
Source: Wichita State University 2016

Its estimates of the County's population in late May 2020 showing 81,760 residents, about 98 percent of WSU's.

**Market Analysis - Population Growth Rates**

Leavenworth County's among several County's within the Kansas City and Lawrence Metro areas. Leavenworth County's 48 percent growth projection between 2014 and 2064 is notably slower than projected for Douglas County (91%) and Johnson (73%) Counties, but well ahead of the average growth rate, 22 percent for all of Kansas. Meanwhile Wyandotte County is projected to have very slight increases for a few years but eventually losing two percent of its 214 population by 2064.

PROJECTED POPULATION GROWTH RATES 2014-2064 LEAVENWORTH, WYANDOTTE, JOHNSON, AND DOUGLAS COUNTIES

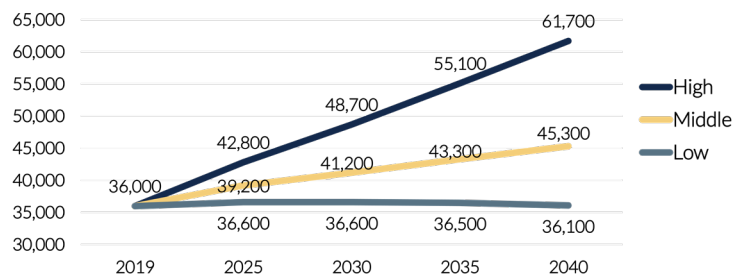


Source: Wichita State University 2016

**Market Analysis - City Population**

Population projections for the City of Leavenworth are based on a range of shares of the County's population as projected by WSU. In 2019, the City had 44 percent of the County's population. The "high" growth scenario assumes that Leavenworth will once again reach its 1980-to-1990 peak share of the County's population of about 60 percent by 2040. This would result in 61,700 residents for a 21-year growth rate of 71 percent. Meanwhile,

PROJECTED POPULATION SCENARIOS 2019-2040 CITY OF LEAVENWORTH



Source: Saint Louis University

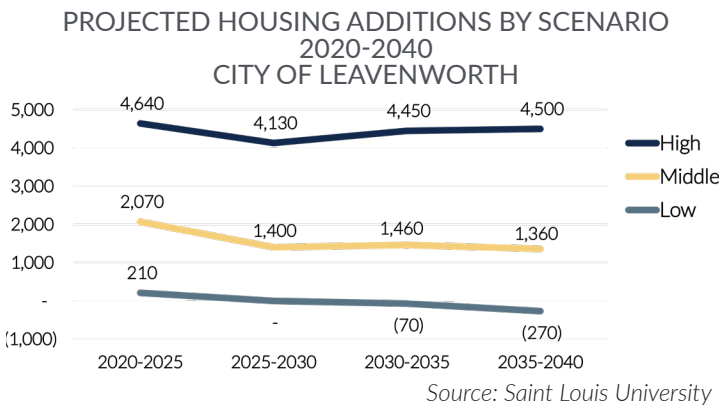
the County's projected growth would be about 22 percent.

The "low" projection assumes that the City's share of the County will continue to decline at the same rate as since 2000. The City's population would not change, and its share of the county would decline from 44 percent in 2019 to 35 percent in 2040.

### Housing Count Trends

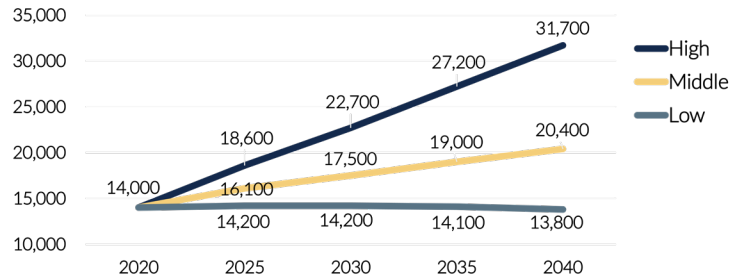
These projections assume a similar vacancy rate as currently. The vacancy rate was estimated by the U.S. Census Bureau to be 11.2% in 2019, up slightly from 10.9% in 2010. These are relatively high vacancy rates, however, so some of the projected housing needs might be met by occupying more of the existing housing or removing some of the existing housing.

Housing demand projections consider overall population projections and trends in persons per household unit (PPHU) figures - total population divided by the total number of housing units. - for Leavenworth, Leavenworth County, and the State of Kansas. The PPHU averages 1.42 during the 2020s and 1.46 in the 2030s. The latest (2019) estimate of PPHU for the City is 2.61, up from 2.54 in 2010. In other words, new households in Leavenworth would be smaller than today, but getting a little larger over time.



Assuming no change in the current vacancy rate, the high growth scenario would require about 17,700 more housing units in Leavenworth over the next two decades. The middle growth scenario would require about 6,300 more units. The low growth scenario would require a reduction of about 130 housing units.

TOTAL HOUSING UNITS BY SCENARIO 2020-2040 CITY OF LEAVENWORTH



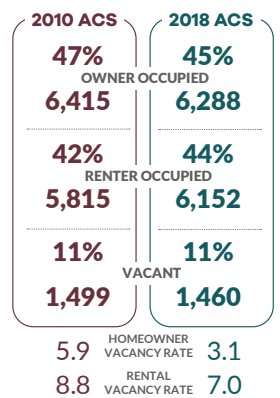
Source: Saint Louis University

## INSIGHT:

### Housing Units

The number of housing in Leavenworth increased only slightly from 2010 to 218. Single-family detached and attached accounts for 79 percent of Leavenworth's housing stock, according to the 2018 American Community Survey. Multifamily housing makes up 20 percent of housing stock, and mobile homes account for one percent.

### HOUSING UNITS



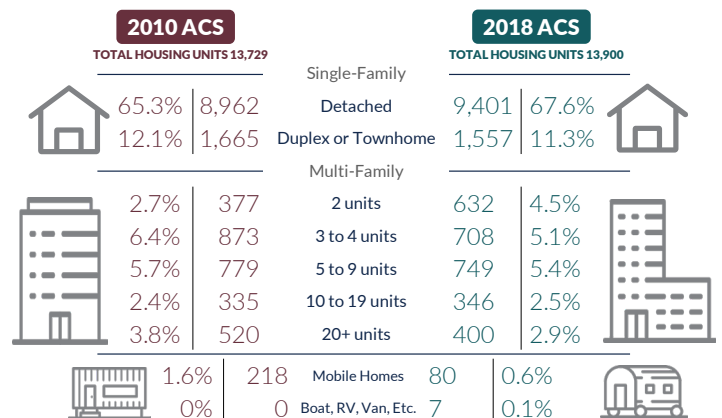
Source: ACS, 2010 and 2018

### Occupancy

Occupancy remained the same at 11 percent from 2010 and 2018.

Owner-occupied housing accounts for 45 percent of Leavenworth's housing units, a slight decrease since 2010. Renter-occupied housing accounts for 44 percent, an increase of two percent since 2010.

### HOUSING UNITS BY STRUCTURE



Source: ACS, 2010 and 2018

This increase in rental occupation reduced the rental vacancy rate to 7.0 percent.



	2010 ACS		2018 ACS	
Average Family Size	3.21		3.21	
Average Household Size	2.54		2.61	
Family Households	7,844	64.0%	8,292	67.0%
Nonfamily Households	4,386	36.0%	4,148	33.0%
Total Households	12,230	100%	12,440	100%

### Aging in Place

The Centers for Disease Control and Prevention define “aging in place” as “the ability to live in one’s home and community safely, independently and comfortably, regardless of age, income or ability.” The American Planning Association refers to this concept as “aging in community” where “older adults can live as independently as possible in the community of their choice.”

#### SENIOR LIVING FACILITIES

- 1 ASSISTED LIVING
- 0 NURSING HOMES & RESIDENTIAL CARE
- 0 RETIREMENT COMMUNITY

**AVERAGE COST OF ASSISTED LIVING**  
 LEAVENWORTH **\$3,398/mo.**  
 NATIONAL **\$4,000/mo.**

Source: Senioradvice.com

Population projections by Wichita State University indicate a 39 percent rate of growth for Leavenworth County between 2019 and 2064. They also indicate that the share of Leavenworth County’s population over age 65 will increase from about 15 percent in 2019 to 23 percent in 20 years. Seniors would almost double in the county, from 12,700 in 2019 to 23,200 in 2039. Some of the housing needs in the City, therefore, should address the ability of older residents to age in place. That place does not necessarily have to be their current homes, but policies and programs should enhance affordable choices for seniors to remain in Leavenworth. Moreover, seniors are often cost-burdened more than other groups because of

relatively stagnant incomes, particularly if they are in older housing needing above-average maintenance.

### Neighborhood Analysis

Cost burdening can readily put pressure on housing owners to defer maintenance. If deterioration becomes obvious, much research shows that it discourages others—including people in adjacent neighborhoods—to spend money on maintenance. Research also shows, however, that reinvestment in neighborhoods has the opposite effect: property owners will fix up their homes if others do so.

It is important, therefore, that Leavenworth evaluate where housing deterioration is occurring and to intervene with appropriate programs to reverse the tide. The influence of such intervention can often be measured as far as a quarter mile away, not just next door or across the street. Thus, public financing programs or even code enforcement (done constructively) can not only help particularly cost-burdened households but can encourage many others to make improvements on their own. A key effect, of course, is that well-targeted public resources can leverage notable improvements in entire neighborhoods.

### Cost of Living

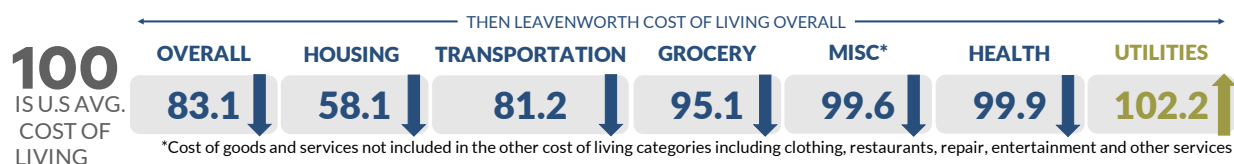
Leavenworth residents have a low overall cost of living, which ranks 83.1 compared to the U.S. average cost of living of 100. Housing and Transportation rank significantly lower than national averages. Higher ranking factors like utilities (102.2), health (99.9), grocery (95.1), and miscellaneous expenses (99.6), which includes clothing, restaurants, repair, and entertainment, and other services, contribute to increasing the overall cost of living.

#### HOUSING AFFORDABILITY

Cost-burdened is described as spending 30% or more of monthly income on housing.

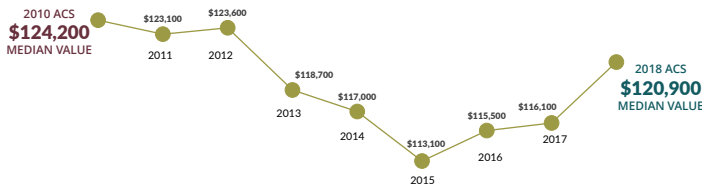


Source: Center for Neighborhood Technology, 2018



Source: 2018 ACS AND ZILLOW

MEDIAN HOME VALUES IN LEAVENWORTH 2010-2018



MEDIAN HOME VALUES IN LEAVENWORTH 2010-2018

	LEAVENWORTH	LEAVENWORTH COUNTY	KANSAS CITY, MO-KS METRO AREA	KANSAS
MEDIAN LIST PRICE	\$226,000	\$225,725	\$265,000	\$180,000
MEDIAN VALUE	\$159,214	\$219,907	\$205,552	\$153,853

AVERAGE SALE PRICE OF NEW HOME IN LEAVENWORTH

**\$328,108**

AVERAGE SALE PRICE IN LEAVENWORTH

**\$149,655**

Source: Leavenworth County Appraisers Report, 2020

Median Home Value

The median home value in Leavenworth decreased 8.9 percent between 2010 and 2015 before increasing 7 percent by 2018. Between 2010 and 2018, the number of owner-occupied units valued at under \$150,000 increased by 3.3 percent. Those units valued at over \$150,000 decreased by 17.5 percent. The number of homes ranging in price from \$300,000 to \$499,000 increased by 40 percent.

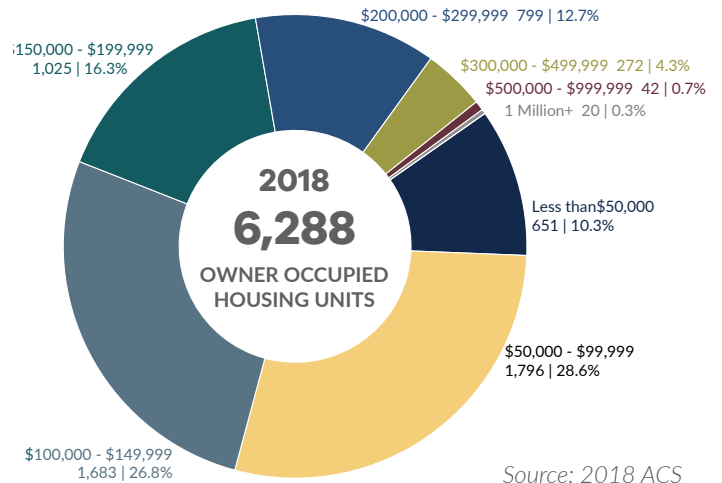
Owner-Occupied vs. Renter-Occupied

Leavenworth's ratio between owner-occupied and renter-occupied housing units from 2010 and 2018 has remained consistent. Owner-occupied housing decreased from 47 percent in 2010 to 45 percent

2010 ACS				2018 ACS	
# of Units	% of Units	Housing Values	% Change by Category	# of Units	% of Units
581	9.1%	Less than \$50,000	↑ 12.0%	651	10.3%
1,834	28.6%	\$50,000 to \$99,000	↓ -2.1%	1,796	28.6%
1,629	25.4%	\$100,000 to \$149,999	↑ 3.3%	1,683	26.8%
1,257	19.6%	\$150,000 to \$199,999	↓ -18.5%	1,025	16.3%
883	13.8%	\$200,000 to \$299,999	↓ -9.5%	799	12.7%
194	3.0%	\$300,000 to \$499,999	↑ 40.2%	272	4.3%
21	0.3%	\$500,000 to \$999,999	↑ 100%	42	0.7%
16	0.2%	\$1,000,000 or more	↑ 25%	20	0.3%
6,415	100%	Total Owner Occupied Units	↓ -2.0%	6,288	100%

Source: 2010 and 2018 ACS

HOUSING VALUES

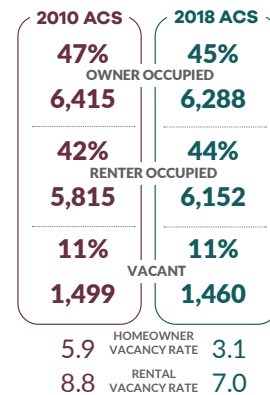


Source: 2018 ACS

by 2018, while rental occupancy increased from 42 percent to 44 percent during the same period.

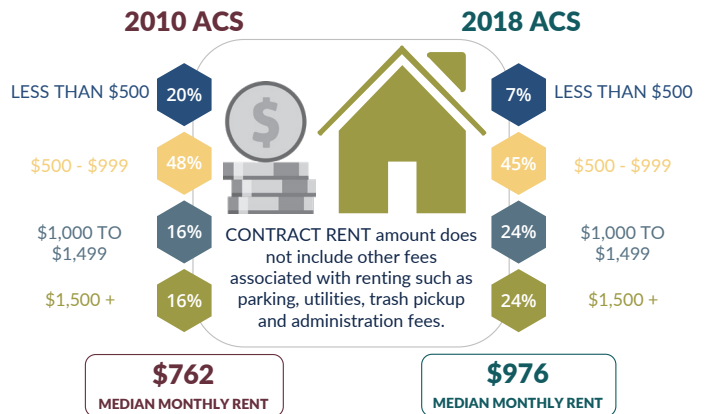
Between 2010 and 2018, the median value decreased 2.6 percent. Monthly rents increased by 28 percent. The significant decrease in values from 2010 - 2015 would suggest less demand and impacts from the 2010 Great Recession.

HOUSING UNITS



Source: ACS, 2010 and 2018

GROSS RENT



Source: ACS 2010 and 2018

## Cost Burden

Currently, 27 percent of Leavenworth residents are cost-burdened, which is less than the MARC Region's rate as a whole. This rate primarily reflects the predominance of owner-occupied single-family housing and the number of those housing units with a mortgage. The Leavenworth Housing Authority currently serves as an option for low-income affordable housing.

### HOUSING AFFORDABILITY

Cost-burdened is described as spending 30% or more of monthly income on housing.



Source: Center for Neighborhood Technology, 2018

reside closer to their children and grandchildren and relieve them of many homeowner responsibilities. The growing aging population, paired with the fact that many younger generations are waiting to have families, results in trends in reduction in person per housing unit figures.

## ADUs & Tiny Homes

Alternative forms of housing implemented throughout communities in the U.S. include accessory dwelling units (ADUs) and tiny homes. These provide housing typology options to accommodate populations with lower income levels and those looking to downsize while maintaining independent living.

ADUs, also known as granny flats, are secondary structures permitted on existing residential property. They also include dwelling units built above garages.

Tiny homes are typically single units less than 400 square feet. They can be developed in clusters to create a sense of community for residents. Communities use tiny home developments to

## TRENDS AND FORESIGHT:

### Aging Population

As populations age, the Baby Boomer generation will be the largest senior-aged cohort in world history. This increase presents challenges related to where the elderly will live and how they will receive care. Alternative housing types will allow many to

- shelter the homeless,
- provide housing options for veterans and other groups like artists, and
- create senior citizen villages, reducing maintenance responsibilities while increasing safety and companionship with nearby peers.

Alternative housing types increase density, which reduces City pressures related to infrastructure expansion and costs per capita. They also aid in improving the quality and vibrancy of neighborhoods.

Other communities adopt policies and programs related to universal design standards for residential development to expand opportunities for people to remain in their homes and age in place.







## STRATEGY 1

Maintain current share of the county’s population within Leavenworth. As the county grows, so does the city.

### LOCAL ACTIONS:



#### Practice Improvements

- Create an “external marketing plan” to inform the metropolitan area of housing opportunities existing and future development in Leavenworth.
- Engage citizens of Leavenworth in periodic town hall meetings to discuss challenges in neighborhood revitalization and the ability of residents to maintain housing.



#### Partnership & Collaboration

- Convene annual housing developer symposia (e.g., breakfast, presentations, and bus tours) to expose housing developers to the opportunities and advantages of creating and improving housing in Leavenworth.

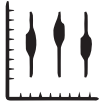
## STRATEGY 2

Increase the variety of housing types, sizes, and price points available to meet changing needs of emerging markets in the region.

## LOCAL ACTIONS:

**Practice Improvements**

- Create an “internal marketing plan” to inform local leaders about housing assets and liabilities so they become ambassadors for housing growth and diversity in Leavenworth.
- Ensure the number of available housing units aligns with workforce growth in the community.
- Encourage an increase in the number of available quality, market-rate rental housing units.

**Policy & Code Adjustment**

- Allow for alternative housing types (e.g., patio homes, tiny homes, co-housing, and multi-generational housing) to serve a variety of needs.
- Encourage development of infill sites that fits with the areas character by providing incentives to home builders.
- Capitalize on Leavenworth’s military importance by creating housing opportunities specifically for veterans who could choose Leavenworth for post-service residency. Special attention should be given to the needs of struggling veterans who are homeless (e.g., tiny home villages) or are needing other assistance in affording good quality housing in a nurturing environment.
- Explore code modifications to encourage Universal Design for new residential development.
- Encourage additional residential units/mixed-use development in Downtown.

**Inventory, Assessment or Survey**

- Identify, inventory, and map the city’s housing assets - types, sizes, price/rent ranges - upon which future housing construction and renovation policies can be based.
- Evaluate opportunities to encourage workforce housing that enables the recruitment and retention of workforce including healthcare, education, technical/trade, and public safety employees.
- Conduct a needs study to evaluate the number of affordable units currently available in Leavenworth and the alignment with future demands.

**Facilities or Infrastructure Improvements**

- Incentivize residential developments to provide varied housing types, connections to existing infrastructure, and subdivision amenities.

**STRATEGY 3**

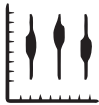
Improve the condition of deteriorating housing, making the neighborhood safer and more desirable.

**LOCAL ACTIONS:****Education & Outreach**

- Engage citizens of Leavenworth in periodic town hall meetings to discuss challenges in neighborhood revitalization and the ability of residents to maintain housing.
- Develop and implement an education program focused on property maintenance rules and ordinances.

**Practice Improvements**

- Create an annual report and/or on-line dashboard of housing investments and opportunities in the city. Keep everyone well-informed about housing conditions, specific development proposals, and programs to encourage occupancy and maintenance.

**Policy & Code Adjustment**

- Strengthen property owner maintenance codes and enforcement, including consideration of periodic proactive code enforcement in targeted areas where City service requests are greatest. Define minimum requirements to ensure Code Official inspections consistently meet City standards.
- Provide incentives and information about available assistance programs to encourage property owners to rehabilitate homes.

**Inventory, Assessment or Survey**

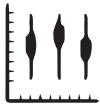
- Identify, inventory, and map the city's housing assets - types, sizes, price/rent ranges - upon which future housing construction and renovation policies can be based.
- Evaluate opportunities to encourage workforce housing that enables the recruitment and retention of workforce including healthcare, education, technical/trade, and public safety employees.
- Conduct a needs study to evaluate the number of affordable units currently available in Leavenworth and the alignment with future demands.

**Facilities or Infrastructure Improvements**

- Incentivize residential developments to provide varied housing types, connections to existing infrastructure, and subdivision amenities.

**STRATEGY 4****Increase the occupancy rate of existing housing.****LOCAL ACTIONS:****Education & Outreach**

- Create an “external marketing plan” to inform the metropolitan area of housing opportunities existing and future development in Leavenworth.

**Policy & Code Adjustment**

- Provide incentives and information about available assistance programs to encourage property owners to rehabilitate homes.

**Inventory, Assessment or Survey**

- Study and document the conditions of currently vacant housing to determine necessary expenses and policies to find occupants toward increasing the occupancy rate in Leavenworth.



# Mobility

## GOAL 1

Better connect people within our city and the region with a complete transportation system offering a variety of different transportation modes.

## GOAL 2

Improve the transportation system to increase access to employment opportunities, particularly among populations that may not have personal vehicles.

- *What are the transportation issues?*
- *How do we enhance mobility, both locally and regionally?*
- *How do we better connect the multimodal transportation network?*
- *How do we provide more choice of transportation modes?*
- *What new funding sources or mechanisms are needed to enhance the multimodal transportation network?*

Recommendation: Plan for a multi-modal transportation system that accommodates a variety of transportation options, modes, and users.

### CONTEXT:

Transportation networks encompass roadways, bridge crossings, sidewalks, on-street parking, off-road recreational trails, and public transit. Multimodal options and transportation choices improve the quality and resiliency of communities. In addition to these modes, people and freight move by rail and air.

Safe and convenient access to transportation varies based on income and physical abilities. Communities experience increased economic and individual health when all residents have more transportation choices.

Personal vehicles are the primary mode of transportation for most Americans. The 1950s auto industry boom added car ownership to the American Dream. Almost 93 percent of U.S. households own at least one vehicle. The national average is two vehicles per household. To reduce the economic

burden of owning a vehicle and their environmental impact people walk, bike, and rely on micro-mobility options and public transit.

### INSIGHT:

One of the City of Leavenworth's main goals to ensure the long-term livability of the community centers on improving the transportation network and advancing mobility options. Transportation networks incorporate all roadways, bridge crossings, roadside features like sidewalks, bus stops and on-street parking, off-road recreational trails, public transit, airports, navigable waterways, trains, traffic signals and general traffic technology. With a guiding vision for a modern transportation system, city staff and public stakeholders will be empowered to elevate quality of life for all citizens by investing in sustainable roadways, wide sidewalks

along thoroughfares and recreational trails along streamways.

By reinforcing the city's role as a connection hub linking a population of more than 36,000 with the community experience along the Missouri River, transportation infrastructure projects will reinforce the community's long-term success through incorporation of the city's location in a lasting partnership with the natural highlights of the community's landscape.

town. Nearly 82 percent of Leavenworth's workforce commute to work by car, with an additional 10.5 percent carpooling. However, only 2.6 percent of those that live in town also walk to work. The top three cities that Leavenworth's workforce travels to for work are:

- Lansing, adjacent city to south of Leavenworth
- Kansas City, KS, 32 approximately x miles away
- Kansas City, MO, 34 approximately x miles away

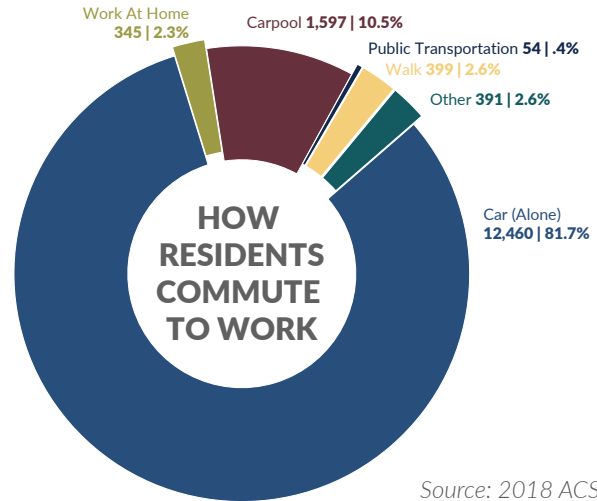


Source: Center for Neighborhood Technology

Like most communities, Leavenworth is predominately car-focused. There are 34.8 major street miles within the city limits. Leavenworth households average over 21,000 vehicle miles and spend \$12,247 on transportation each year. Most Leavenworth households own two vehicles.

**Personal Vehicles**

Like most communities, Leavenworth is predominately car-focused. There are 34.8 major street miles within the city limits. Leavenworth households average over 21,000 vehicle miles and spend \$12,247 on transportation each year. Most Leavenworth households own two vehicles.



Source: 2018 ACS

**HIGHWAY MILES WITHIN AND NEAR THE CITY LIMITS**

**34.8 MAJOR STREET MILES**

Source: Leavenworth GIS, 2020

**US -73 / K-7  
STATE ROUTE 92  
MO - 45**

Source: Leavenworth GIS, 2020

**21,597 Average Household VMT (Vehicle Miles Traveled)**

Source: Center for Neighborhood Technology



National Average: 2 cars per household

Source: datausa.io

**LEAVENWORTH MEAN TRAVEL TIME TO WORK**

**17.3 MINS**

**NATIONAL AVERAGE OF**

**26.6 MINS**

Source: ACS, 2018

**Workforce Commute**

Leavenworth residents enjoy an average 17.3 minutes, significantly lower than the national average commute of 26.6 minutes. Just over 3,700 of Leavenworth's residents live and work in

**WHERE THE LEAVENWORTH WORKFORCE LIVES**

	% of WORKFORCE	% of WORKFORCE
	3,725	34.2%
Lansing, KS	985	9.1%
Kansas City, KS	516	4.7%
Kansas City, MO	387	3.6%

**WHERE THE LEAVENWORTH RESIDENTS WORK**

	% of WORKFORCE	% of WORKFORCE
	3,735	31.6%
Lansing, KS	968	8.2%
Kansas City, KS	951	8.1%
Kansas City, MO	803	6.8%

**Streets and Parking**

Typical street widths characterize Leavenworth neighborhoods and commercial areas. The width of the streets in newer developed residential neighborhoods promote shared use for parking and

biking and most are lined with sidewalks. Roadways in older parts of the community and surrounding Downtown are narrower and lack complete sidewalks. Downtown Leavenworth provides angled, parallel and surface lot parking options for store patrons. Surface lots accommodate needed parking for the businesses along 4th Street and Metropolitan commercial corridors.

**Sidewalk Gaps**

Additionally, there are sidewalk gaps throughout the community. These gaps present physical barriers to people needing to access community services and amenities from their homes. These connectivity issues are especially prevalent in the older residential neighborhoods in, resulting in limited access to parks, services and education institutions.

**Trails**

Leavenworth has 42 miles of trails managed by the City. Most notable trails include Three-Mile creek, a ½ mile trail connecting Leavenworth Land Park to Haymarket Square;

North Esplanade Park, described as a linear riverfront park and trail system. Stretching along the riverfront at Esplanade Street and Kickapoo;



and Havens Park, a 65-acre park and walking trail. Residents use the trails to walk, bike, and run. There is a demand for increased trail and bike facilities within the community to connecting existing city and regional trails.

**Airport**

Sherman Army Airfield within Fort Leavenworth is used by both the military and civilians and is located at 1000 Chief Joseph Loop. This airfield is referred to as a regional airport and tends to operate mostly business flights. Although a previously published report outlined a recommendation for a new regional airport located within the County of Leavenworth based on population demand, efforts to advance this plan have not made headway.

Kansas City International Airport (KCI), located 20 minutes from Leavenworth is currently redeveloping to a new single terminal that will meet the needs of the expanding KC Metro area. The single terminal will allow for a better concentration of services and amenities. The proximity of Leavenworth to KCI provide the city leverage when attracting future businesses and employers.

**Transportation Services**

The Council for Aging, located near Downtown, operates the Senior Express Transportation Program. The Senior Express provides transportation services for residents of Leavenworth County who are 50 years and older, as well as disabled residents of any age.

Riders Rights and Responsibilities, is operated by the Guidance Center providing general public transportation to and from areas within the east and west boundaries of Leavenworth City limits, and areas between Metropolitan Avenue and the medical facilities at Highway 7.

**SHERMAN ARMY AIRFIELD**

**5,905 FEET OF RUNWAY**



Source: Leavenworth Public Works, Sherman Army Airfield

These services are considered a community asset. There is demand for expanded public transportation.

### Public Transportation

A recent transit study was completed in 2019 for Leavenworth County that recommended improved public transportation within the county as a priority with additional connected routes to the KC Metro area coming at a later time. As scalable transit vehicles are being refined year after year, there is a need to implement a transportation service that can ensure that citizens have the freedom to live where they want without the need to drive especially for individuals with disabilities or issues with health.

For communities of similar size to Leavenworth, the most likely transit service of the future is Personal Rapid Transit (PRT) which is based on autonomous electric vehicles with 1 to 4 passengers and on-demand service to a destination utilizing existing roadways. The PRT system would then be connected to other communities through a Bus Rapid Transit (BRT) which takes travel time reliability to the next level.

To achieve the goals of a revitalized transportation system, a substantial program is required to strengthen partnerships with other agencies and obtain federal grants to advance the goal of a unified

community transportation network and combat the projected deterioration of community assets.

## TRENDS AND FORESIGHT:

### Car-Free Lifestyle

Many communities experience trends toward the car-free lifestyle for many residents. People are giving up their cars for a variety of reasons, including:

- the cost burden of owning and maintaining a vehicle,
- a desire to improve mental and emotional health by reducing stress associated with commuting and the loss of hours of personal productivity,
- the need to improve physical fitness through increased walking and biking, and
- the high demand for transportation modes that decrease environmental impact.

### New Modes

There is also an emergence of new transportation modes:

- autonomous vehicles,
- ride-hailing services, especially in college towns and areas where short trips are in high demand, and







- micro-mobility options, which include e-scooters, golf carts, e-bikes, etc.

These offer resident's greater mode choice to get around locally and help close the last-mile gaps in communities with more extensive multimodal transportation networks.

### Work from Home

The COVID-19 pandemic forced many Americans to start working from home. This trend is likely to continue post-pandemic. Working from home increases the day-time population and the number of people needing to access local services and amenities. Expanding multimodal transportation options will help meet the growing demand.

### Connectivity

Wide sidewalks along thoroughfares and recreational trails along streamways help transform the walking, jogging and biking options around the city. Through pedestrian infrastructure, parks become linked to other parks and the city becomes a large inviting ecosystem. The more interconnected an off-road network becomes, the greater the contribution towards the long-term economic magnetism and community health. These pedestrian enhancement projects often involve a "Complete Street" makeover which adds a stormwater management system, street trees, addresses any pavement failures and fixes driveways within a roadway's right-of-way.

### Safety Solutions

Current avenues of success to enhance transportation safety involves access management, pedestrian crossings and traffic calming and all three

are necessary to achieve a high level of community attractiveness for a walkabout or shopping spree.

**Access management** works to reduce crash frequency by addressing intersection and driveway issues, installation of turn lanes to reduce the risk of a rear-end crash, and ensure drivers and pedestrians have the visibility to see around landscaping, signage and parked vehicles.

**Pedestrian crossings and traffic calming** go hand-in-hand because modern solutions that effectively blend these categories into one project. The toolbox of common low-maintenance solutions includes the following:

- pedestrian refuge island
- raised crosswalks and intersections
- on-street parking with curb extensions
- street trees

### Technology and Vehicle Evolution

The next 10 years will see widespread use of:

- adaptive traffic signals,
  - Intelligent Transportation Systems (ITS),
  - increases in electric vehicles,
  - increases in bicyclists and personal electric scooters/motor bikes,
  - introduction of driverless autonomous vehicles, and
  - mobility on demand services.
    - a. Implement roadside bioswales to recharge underground waterways, eliminate blight in roadside ditches, and reduce contaminate runoff into habitats.
    - b. Improve street vibrancy with walk-up business enhancements, outdoor seating, a cooling shade from trees, and water bottle filling stations.
1. Steer deployment and integration of an innovative transit service and automated transit systems.
  2. Develop a plan for sustainable roadway extensions to direct development as it occurs.

**GOAL 1**

Better connect people within our city and the region with a complete transportation system offering a variety of different transportation modes.

**STRATEGY 1**

Provide a modern transportation system that is connected, safe and efficient. Measures: baseline function and satisfactory levels of capacity.

**LOCAL ACTIONS:****Education & Outreach**

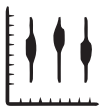
- Raise awareness of the Senior Express Transportation and Rider's Right as a public transportation service for the community.

**Practice Improvements**

- Grow the \$2 million annual program to repair or reconstruct commercial and neighborhood roadways.
- Implement a maintainable transportation improvement fund consisting of community reinvestment and government grants to reconstruct critical infrastructure.
- Continue to utilize Kansas Department of Transportation's City Connecting Link Improvement Program (CCLIP) to restore pavement along KDOT routes through the City.

**Plan Development**

- Develop a plan for sustainable roadway extensions to direct development as it occurs.

**Policy & Code Adjustment**

- Ensure that parking in commercial areas provides a high level of service but does not detract from the community's appearance or impede promoting other transportation modes.

**Partnership & Collaboration**

- Strengthen current partnerships with other agencies to advance the goal of a unified community transportation network and combat the deterioration of community assets.
- Incorporate Downtown partnerships with a procedural streetscape maintenance plan that highlights store frontage and encourages pedestrians to visit multiple businesses per trip.
- Partner with the Convention & Visitors Bureau to assess streetscapes along regional attractions in the community and collaborate for a sidewalk make-over to boost tourist perception.
  - Historic Downtown Leavenworth, Leavenworth Landing Park and Riverfront Community Center, the CW Parker Carousel Museum, Fort Leavenworth and Sherman Army Airfield (AAF), Leavenworth Unified School District and University of Saint Mary,

the U.S. Penitentiary, and Veterans Administration Center and Park are opportunity zones. “

- Partner with Kansas Department of Transportation, Mid-America Regional Council, Leavenworth County and Platte County, Missouri to reconstruct the Centennial Bridge while widening it to 4-lanes.



#### **Inventory, Assessment or Survey**

- Conduct a citizen satisfaction survey to evaluate transportation needs.
- Take an inventory of which major roadways and which neighborhood roadways have an obvious issue with pavement maintenance requiring major construction.
- Take inventory of which roadways or neighborhoods are underserved or blighted.



#### **Enforcement & Incentives**

- Incentivize development that provides the infrastructure to support multimodal transportation.



#### **Facilities or Infrastructure Improvements**

- Consider use of technology and vehicle detection on major roadways (4th, 20th, Metropolitan, Eisenhower).
  - Incorporate safe, convenient, accessible and attractive design features that beautify the community and promote walking and biking (e.g., sidewalks, bike street furniture, bicycle facilities, street trees, gateway monuments, and wayfinding signage).
-

## STRATEGY 2

Invest in sustainable roadways, wide sidewalks along thoroughfares and recreational trails along streamways to encourage walking and biking.

### LOCAL ACTIONS:



#### Practice Improvements

- Consider pairing improvements for pedestrian crossings with traffic calming options.
- Ensure the connective infrastructure like trails and sidewalks are accessible to people of all abilities.



#### Plan Development

- Develop a plan for a combination trail expansion/utility connection corridor to position Leavenworth as a bicycle hub and position utilities for future growth.



#### Partnership & Collaboration

- Partner with Mid-America Regional Council to expand the City's recreational trails and sidewalk system.
- Partner with the Leavenworth School District to improve walkability between residential neighborhoods to schools, filling in gaps with ¼ mile of schools.
- Identify alternate funding sources to fill gaps in sidewalk network.



#### Inventory, Assessment or Survey

- Conduct a citizen satisfaction survey to evaluate transportation needs.
- Take inventory of which roadways area a priority for adding street lights to improve traffic and pedestrian safety.
- Take inventory of dedicated bicycle lanes, bicycle share -the-road 'sharrows' and off-road recreational trails.



#### Facilities or Infrastructure Improvements

- Pedestrian Refuge Islands, Raised Crosswalks, Raised Intersections, On-Street Parking with Curb Extension and Street Trees between the curb and sidewalk are common options for traffic calming.
- Construct a linked network of wide sidewalks between community attractions to advance community magnetism. During these projects, also address any issues with stormwater management, street trees, sight restrictions and pavement failures.
- Connect community spaces and neighborhoods with a recreational trail system parallel to natural streamways.
- Update pedestrian crossings with audible pushbuttons, shorter pedestrian crossings, high visibility retroreflective pavement markings and signs and activated warning lights.

- Implement roadside bioswales to recharge underground waterways, eliminate blight in roadside ditches and reduce contaminant runoff into habitats.
- Improve street vibrancy with walk-up business enhancements, outdoor seating, a cooling shade from trees, and water bottle filling stations. Capitalize on existing localized shopping plazas through installation of innovative outdoor seating, turf play areas, fountains, rest areas, trail connectivity and a new exterior face-lift.
- Express the character of the community through art and other gateway features during Centennial Bridge reconstruction.

## GOAL 2

Improve the transportation system to increase access to employment opportunities, particularly among populations that may not have personal vehicles.

### STRATEGY 1

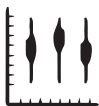
Reduce the number of sidewalk segments where gaps mean a disconnected system for walking. Focus on connecting neighborhoods to schools.

#### LOCAL ACTIONS:



##### Practice Improvements

- Continue applying for local, state, and federal grants to supplement City funding to fill gaps and expand sidewalk segments.



##### Policy & Code Adjustment

- Develop design standards to require developers to build infrastructure to promote walkability, especially pedestrian connections to commercial districts, recreation and community services.



##### Inventory, Assessment or Survey

- Conduct a citizen satisfaction survey to evaluate transportation needs.
- Take inventory of sidewalk gaps and areas of priority.



##### Facilities or Infrastructure Improvements

- Upgrade existing and construct new sidewalks in compliance with the Americans with Disabilities Act (ADA) specification.

## STRATEGY 2

Evolve the transportation system to take advantage of new technologies.

## LOCAL ACTIONS:

**Practice Improvements**

- Consider deployment of traffic signal technology that adapts the green time to maximize coordination.

**Policy & Code Adjustment**

- Create new policy language to adapt best practices for smart work zones, traffic signal connectivity, highway observation cameras, operation centers, data collection systems, Highway Advisory Radio (HAR), emergency signal preemption, incident management response and vehicle-infrastructure intercommunication.
- Steer deployment and integration of an innovative transit service, automated transit systems and fully-autonomous vehicles.
  - Identify an optimal location for a single BRT stop with a detailed plan to reduce delay between other communities and the major activity centers.
  - Track community demand for Bus Rapid Transit (BRT) which will require infrastructure and vehicle investment, bus station improvements, a modern fare collection system, vehicle to vehicle communications and advance congestion avoidance to be successful.
  - As demand for BRT rises, a partnership between the City of Leavenworth, Leavenworth County and existing micro transit services will be needed to promote multimodal connectivity and transit system interoperability.

**Inventory, Assessment or Survey**

- Conduct a citizen satisfaction survey to evaluate transportation needs.
- Take inventory of which locations would benefit from Intelligent Transportation System (ITS) deployment including traffic observations CCTV cameras, Dynamic Message Signs, or Variable Speed Limit Signs.
- Take inventory of locations that would benefit from charging stations for electric vehicles.

**STRATEGY 3**

Ensure that areas with high job density are accessible to employees via one or more travel modes (automobile, transit, bicycling, walking).

**LOCAL ACTIONS:****Practice Improvements**

- Continue applying for local, state, and federal grants to supplement City funding and to accommodate multiple modes of transportation (e.g., sidewalks, bike lanes, roads).

**Inventory, Assessment or Survey**

- Conduct a citizen satisfaction survey to evaluate transportation needs.

**Facilities or Infrastructure Improvements**

- Construct a linked network of wide sidewalks between employment centers and neighborhoods to advance community growth.



# Infrastructure & Utilities

## GOAL

Invest in Leavenworth to promote growth, revitalization and high quality of life for all

- *What are the infrastructure needs?*
- *Are there opportunities to improve or expand City services through new infrastructure technologies?*
- *What should be planned for and implemented to enhance infrastructure performance and sustainability?*
- *What funding sources or mechanisms are needed to enhance the infrastructure system?*
- *How can we reduce pollutants from the stormwater system?*
- *How can we reduce pollutants discharged from the wastewater system?*
- *How do we provide reliable, sustainable wastewater and stormwater systems that protect water quality, public health and property damage?*
- *How do we continue to provide a clean, safe and reliable drinking water system?*

Recommendation: Maintain infrastructure at a sustainable cost that supports growth.

### CONTEXT:

Infrastructure and utilities are fundamental elements of any community. As a community's ability to reconstruct critical infrastructure depends on available funding resources, there is a persistent challenge to invest strategically. Communities managing debt payments for past projects often have to underfund essential services. The end result is that infrastructure and utilities, which are the highest costs for a community, become the lowest priority while also seeing the sharpest rise in cost over time. Constant maintenance is the best strategy to limit the need for complete reconstruction projects and extend the service life of community assets..

### INSIGHT:

The City is working on two major infrastructure projects: Replacement of the Centennial Bridge over the Missouri River which is 65 years old and the Stormwater Management Program which rehabilitates underground systems including some segments that were constructed over 100 years ago. These major City projects are supplemented with ongoing roadway and sidewalk repair/replacement projects, the need to establish a fund for Wastewater Treatment Plant emergencies, improvements to internet service and the desire for renewable energy resources.



**Water**



Separate from the City's Public Works Department, Leavenworth Waterworks is an independent entity. Leavenworth Waterworks operates two facilities as a non-profit with about 35 employees and does not receive tax revenue. Both facilities can supply 6 million gallons per day and the southern plant can be doubled in size should demand rise. With a service area of more than 50,000 people, average demand has remained at about 5 million gallons per day; therefore, improvements at the water treatment plants have been focused on adapting to federal water regulations and waterline replacement rather than plant expansion.

Serving the cities of Leavenworth and Lansing (Lan-Del Water District) and six rural water districts

Leavenworth Waterworks is an independent entity. Leavenworth Waterworks operates two facilities as a non-profit with about 35 employees and does not receive tax revenue. Both facilities can supply 6 million gallons per day and the southern plant can be doubled in size should demand rise. With a service area of more than 50,000 people, average demand has remained at about 5 million gallons per day; therefore, improvements at the water treatment plants have been focused on adapting to federal water regulations and waterline replacement rather than plant expansion.



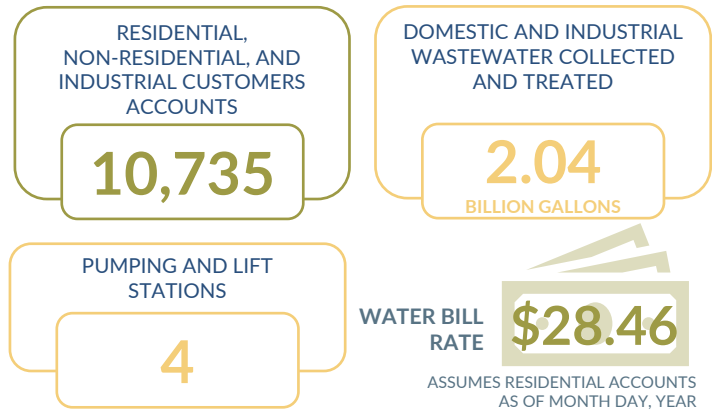
Source: Leavenworth Waterworks, 2020

**Wastewater**

The sanitary sewer system serves 10,735 residential, commercial and industrial customer accounts. The average monthly residential wastewater utility bill is \$28. The wastewater treatment plant has a capacity of 6.88 million gallons per day, treating 1.1 billion gallons per year. The system uses a combination of biological, chemical and mechanical treatment methods to remove an average of over 90 percent of pollutants. With recent upgrades including an odor control system, the plant is situated to meet demand for treatment, however, existing 160 miles of sewer pipes require replacement to increase capacity and reduce stormwater infiltration.



Source: Leavenworth Public Works, 2020



Source: Leavenworth Waterworks, 2020

Wastewater treatment is not applied to stormwater pollutants as the stormwater systems connect directly to streams. Any motor vehicle residuals, trash, illegally disposed liquids or lawn chemical runoff that enters a storm inlet leads to direct damage of the community's stream habitats.

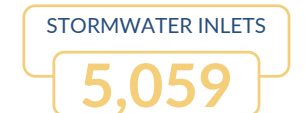
**Stormwater**

The City's stormwater management program has been successfully converting segments of the 100-year-old stormwater pipes and manholes into a modern conveyance system. In 2018, Leavenworth created a Stormwater Utility Fee to fund these upgrades and a prioritization plan that ranks the top 100 stormwater projects in an objective manner. The fee brings in about \$1,250,000 each year. Improvements of \$1,687,055 have been completed within a 16-month period with an additional \$2.6 million under design or ready for construction.

For all cities in Kansas, stormwater programs are required to obtain a permit and meet standards set by the Kansas Department of Health and Environment (KDHE). Recently, KDHE issued a new permit for the City of Leavenworth and requires ongoing reports to document the procedures to provide improvements for water quality, reduce pollutants and follow Best Management Practices (BMPs). Currently the City is in good standing with maintenance, public engagement, illicit discharge



\*These assets are City-owned and maintained by Public Works. Does not include any private, state or county systems.

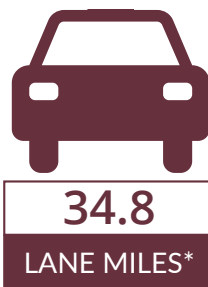


Source: Leavenworth GIS, 2020

detection, construction activity runoff control and pollution prevention.

### Streets

The Public Works Department maintains 34.8 lane miles of road within the City of Leavenworth. Roads outside of the City's jurisdiction, owned and operated privately or by the State of Kansas or Leavenworth County, are not included in the lane mile count. Much of the Downtown District roads are brick overlaid with pavement. The department also maintains 171 miles of sidewalks and shared-use side paths throughout the community. Thirty percent of the 129 miles of sidewalks are in excellent condition. Maintenance of street infrastructure includes the streetlights, traffic signals and safety zone flashers. City crews, Evergy, and other entities coordinate efforts to keep street lights repaired and maintained.



\*Does not include private, state or county roads or highways.

### MILES OF SIDEWALK & SHARED-USE SIDE-PATH

171

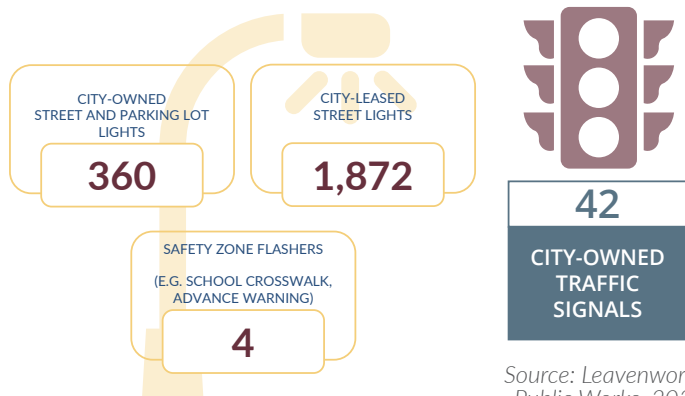


42 Miles of Trails

129 Miles of Sidewalk

- 39 miles (30%) **EXCELLENT** condition
- 28 miles (21%) **GOOD** condition
- 37 miles (29%) **FAIR** condition
- 25 miles (20%) **POOR** condition

Source: Leavenworth GIS, 2020



Source: Leavenworth Public Works, 2020

## TRENDS AND FORESIGHT:

### Design

One of the most efficient and cost-effective strategies of construction is the Design-Build approach where the timeline of construction overlaps the design process. This strategy allows for more project owner participation, single-source responsibility, value engineering, schedule fast-tracking, and improved cost management of the project. Restrictions in the Kansas Constitution prevent the Kansas Department of Transportation to use the Design-Build process. However, smaller projects such as neighborhood street replacement may use this approach providing the City an economic benefit by offering both price control and schedule control early in the process.

### Business District Revitalization

Commercial centers are seeing major reinvestment as part of a combined economic/infrastructure redevelopment structure. The trending transformation of neglected business districts goes beyond a new facade by incorporating urban plaza elements such as fountains, small turf fields, shaded furnishings and other pedestrian-centric interactive experiences. These projects often require roadway and sidewalk improvements, traffic calming, parking lot improvements, new landscaping and signage updates. For detached pockets of commercial properties, this general template of urban renewal elevates the welcoming spirit of favorite neighborhood mainstays and works to preserve the character of existing buildings rather than starting from scratch.

### Green Infrastructure

Protection of natural resources (trees, waterways and other green spaces) are the underlying foundation that sustains life and enables economic development. In substitution for viewing undevelopable land as a net waste for new infrastructure, environmentally sensitive areas can be viewed as sources of green infrastructure systems enabling natural habitats in close proximity with cityscapes. Best management practices (BMPs) have been refined in recent years to create an outline for how these systems capture rainwater for ecological restoration with minimal need for post-construction maintenance. These

BMP deployments also offer a sustainable approach to conservation and showcase areas for STEM activities for students to grow interest in protection of their community's natural streamways and animal stewardship.

### **Renewable Energy**

Petroleum and natural gas remain the primary sources of U.S. energy. However, renewable energy production has tripled in the past 20 years. The U.S. Energy Information Administration reports that biomass, geothermal, hydropower, and solar energy sources account for 11 percent of the country's

power. The market for renewable energy production continues to increase in Kansas. The state is now a leader in wind farming and turbine manufacturing.

### **Pandemic Speculation**

High-quality broadband allows people to work remotely and choose where they live based on the quality of life rather than the location of employment. With more people working from home due the COVID-19 pandemic, it is critical to ensure Leavenworth supports access to the highest quality broadband available.



## STRATEGY 1

Maintain quality Infrastructure and invest in infrastructure that supports growth.

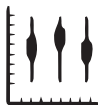
## LOCAL ACTIONS:

**Practice Improvements**

- Obtain funding for replacement of the Centennial Bridge over the Missouri River.
- Comply with federal requirements for Wastewater Treatment Plant emergencies, an advisory board is needed to ensure the City's Wastewater meets the required 90-day reserve.
- Continue to progress through the previously identified priorities for the Stormwater Management Program.
- Utilize technology monitoring systems for utilities that track performance and notify public works of an issue.
- Consider design-build process for small projects such as neighborhood street replacement.

**Plan Development**

- Continue to update the Wastewater Master Plan.
- Continue to update the Stormwater Master Plan.
- Develop a plan for renewable energy resources and conservation best practices on residential and commercial property redevelopment projects.

**Policy & Code Adjustment**


- Consider policies that reduce utility maintenance issues and reduce water and pollution.

**Partnership & Collaboration**

- Partner with agencies, local organizations, and property owners to address operational and aesthetic issues with worn-out infrastructure.
- Partner with Kansas Department of Health and Environment (KDHE) to continue to revise the stormwater permitting process in the future and ensure that the City is in good standing.
- Work with internet service providers to identify new opportunities for system consistency and higher speeds.

**Inventory, Assessment or Survey**

- Conduct a citizen satisfaction survey to evaluate city services, infrastructure and utilities.

  
**Inventory and evaluate:**

- community properties which require new utility connections in combination with other amenity upgrades.
- community buildings which require foundation repair, parking lot repair, exterior lighting and/or on-site stormwater detention.
- retaining walls that have failed and which areas are a concern for slope stability.
- community's issues with trash, recycling, yard waste and/or sanitation.
- which water collection locations, water treatment, water mains and hydrants require improvements to maintain the drinking water system.
- issues with drinking water system capacity, water pressure, water main or service line breaks and contamination issues.
- issues with break-prone or obsolete systems for stormwater conveyance and/or illegal contaminant dumping issues.
- which wastewater pipes, manholes, lift stations, treatment or septic tanks require improvements.
- locations requiring improvements to power poles, metal guy wires for stabilization, pedestal boxes, junction boxes and pull boxes
- locations requiring improvements to tele-communications and internet systems, fiber distribution systems and/or underground duct-bank systems.
- locations requiring improvements to the gas distribution system.

- Conduct regular pavement condition assessments to prioritize maintenance and reconstruction projects.

**Programs or Services**

- Extend the \$1.25 million annual program for stormwater management and obtain additional funding for drinking water, wastewater and stream rehabilitation.

**Facilities or Infrastructure Improvements**

- Upgrade and maintain existing infrastructure and facilities to meet future needs and demands.
  - Evaluate needs to repair and replace brick street infrastructure as necessary to maintain community appearance and safety.
-

## STRATEGY 2

Upgrade city design standards with recent developments in sustainability to protect water quality, reinstall necessary pipes and install green infrastructure.

## LOCAL ACTIONS:



## Education &amp; Outreach

- Promote the concept that stormwater systems connect directly to streams so any motor vehicle residuals, trash, illegally disposed liquids or lawn chemical runoff that enters a storm inlet leads to direct damage of the community's stream habitats.
- Promote proper etiquette for acceptable recyclable materials to decrease contamination which prevents recycling for 25% of items.



## Practice Improvements

- Install low-maintenance Best Management Practices (BMPs) as a sustainable alternative to concrete structures. Following construction, utilize the BMPs as showcase areas for STEM activities for students to grow interest in protection of their community's natural streamways and animal stewardship.
- Along the Missouri River, plan for enhanced marine infrastructure in proximity to the other community facilities along the riverfront.
- Reduce pollutants from the stormwater system and wastewater system by continuing to transition segments of the 100-year-old pipes and manholes.
- Effectively reduce maintenance issues for utilities, reduce waste and install pollution prevention mechanisms for accessible trash pickup.
- Follow updated guidelines for green infrastructure systems which allow for greater capture of rainwater for ecological restoration with minimal need for post-construction maintenance.



## Inventory, Assessment or Survey

- Inventory and evaluate:
  - which lakes, ponds, dams and stormwater detention basins require solutions to address earthen stabilization, weirs, pipes, inlets and/or algae blooms.
  - which roadside ditches or swales, stormwater inlets, stormwater pipes, landscaped rain gardens or bioretention basins require improvements.
  - issues with trash, illegal dumping, streambank stabilization and stormwater pollution prevention for local streamways and wetlands.

**STRATEGY 3**

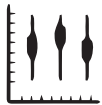
Apply technology to City infrastructure and utility improvement projects to attract technology-based companies and the renewable energy production sector.

**LOCAL ACTIONS:****Practice Improvements**

- Plan for industry growth of the renewable energy sector. Evaluate energy opportunities to expand power supply, ensure stable supply and improve efficiency.
- Explore solar, battery and wind opportunities to diversify the City's power supply mix.

**Plan Development**

- Develop a plan for renewable energy resources and conservation best practices on residential and commercial property redevelopment projects.

**Policy & Code Adjustment**

- Evaluate policy recommendations to increase the availability of high-speed internet service in new developments.
- Evaluate and update residential renewable energy and distributed generation policies as needed.

**Partnership & Collaboration**

- Work with internet providers to increase access, reliability, speed and internet user experience at a reasonable cost.

# Public Facilities

## GOAL 1

Provide natural spaces and facilities for active and cost-effective living.

## GOAL 2

Maintain reliable and sustainable infrastructure and public facilities for future generations.

- *What public facilities are needed to support the community's vision of the future?*
- *How will new building techniques enhance quality, performance and sustainability?*
- *What new funding sources or mechanisms are needed?*
- *Should the recycling center and waste drop off facility be expanded to encourage easier access?*

Recommendation: Provide necessary infrastructure and facilities to connect the community and provide adequate programming.

### CONTEXT:

Public facilities are buildings, property, streets and infrastructure that benefit the public in a variety of ways. They serve the public by housing activities and providing services to all who live and work in a community. Periodically, communities need to construct new facilities to support residential and commercial growth, or to replace existing facilities when they become obsolete. Meeting the growing demand for high-quality community facilities and city services can be challenging at times when, for many cities throughout the U.S., municipal budgets are either flat or declining.

Cities accomplish the effective and efficient provision of public facilities and services in a number of ways. Examples of best practices include coordination between city departments, cooperative

agreements with surrounding local governments and partnerships with non-profits and the private sector. Cities also leverage technology to improve services and the use of existing resources. Cities should also consider residents ability to access facilities based on work schedules, access to transportation and physical ability.

The City of Leavenworth will need to plan for public facilities in order to continue providing high-quality facilities and services to serve the needs of existing and future residents, workforce and businesses. Long range facilities planning can help the City to identify underserved areas within the community and how to serve the community in the most efficient and cost-effective manner. Facilities planning helps streamline facility management and maintenance, identify new funding sources and guide the development of future facilities. Facilities



planning can also help with things like identifying potential partnerships, supporting grant applications and uncovering opportunities to co-locate facilities.

**INSIGHT:**

**City Services**

Leavenworth operates under a commission-manager form of government. This system works to set City policy and adopt the annual operating budget and five-year capital improvement program to provide quality City services to the entire community.

The City of Leavenworth offers a full range of services including:

- ❑ Public safety,
- ❑ Public works,
- ❑ Planning and Community Development,
- ❑ Economic Development,
- ❑ Culture and Recreation, and
- ❑ General government and administration.

The City provide communications through their E-News items, Channel 2 and First City Connection Newsletter, released triennially. The City’s E-service include:

- ❑ a community calendar,
- ❑ City Commission agenda and videos,
- ❑ links to the City’s social media,
- ❑ a staff directory, and
- ❑ links to local and state information.

**Public Facilities**

In Leavenworth, the age and condition of City-owned facilities varies. The Riverfront Community Center, Leavenworth City Hall and the Performing Arts Center are the City’s oldest facilities, built in 1888, 1924 and 1928 respectively. The Riverfront Community Center and Performing Arts Center are listed on the National Register of Historic Places, and City Hall is located within the Leavenworth Downtown Historic District.

Other City owned facilities include the Library, Municipal Service Center, Animal Control Facility,

three (3) fire stations, the Recycling Center, the Brush Site and the wastewater treatment plant. Park facilities are discussed in Chapter 5 Public Health & Well-being.

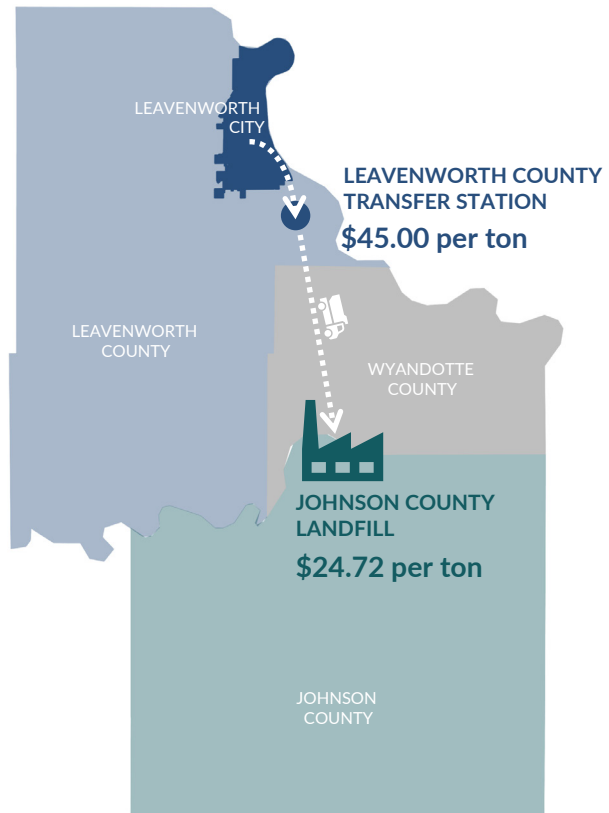
The City funds maintenance and operations of its facilities through its general fund and five-year capital improvement fund. Revenue for both funds is generated through sales and property taxes.

**Facility Maintenance and Management**

The Public Works Department oversees maintenance of City facilities. The management and maintenance of public facilities can be an ongoing challenge for cities, and is closely linked to a city’s long-term planning. Proper maintenance extends the performance life of existing facilities and can avert the need to use limited resources to construct new ones. The City of Leavenworth programs funding for building maintenance through its Capital Improvement Program (CIP).

**Leavenworth Trash Services, Recycling Center and Brush Site**

The City of Leavenworth provides residential trash services to 10,428 customers. Commercial



Source: Leavenworth Public Works, 2020



and multi-family trash services are handled by private haulers. The City of Leavenworth uses the Leavenworth County Transfer station and Johnson County Landfill for disposal.

The City operates a drop off recycling center located just west of the Municipal Service Center. The Recycling Center accepts a variety of materials and is always free. The Recycling Center is not conveniently located and some changes are needed to improve the facility's effectiveness and utility for residents. The Brush Site is open to Leavenworth residents and accepts organic materials from general yard waste. The City charges for this service. On the first Saturday of each month however, the Brush Site is free to Leavenworth residents. The Recycling Center accepts drop offs of large bulky items, trash and tires on Free Saturdays too.



LEAVENWORTH HAS MULTIPLE RECYCLING DROP-OFFS AS WELL AS E-WASTE DROP OFF

\*Leavenworth recycling services are separate than Leavenworth County Transfer Station services

The City of Leavenworth does not currently offer curbside recycling, although some residents have expressed strong support for such a program. The cost of a residential curbside recycling program is prohibitive.

## TRENDS AND FORESIGHT:

### Joint Use Facilities

Cities across the United States are using new, creative methods to stretch lean budgets and meet residents' needs. One such approach is to maximize the use of community buildings and spaces by sharing facilities with other governmental and non-governmental agencies. For example, cities,

school districts and libraries often have buildings and outdoor spaces that are under-utilized. Innovative facilities designed or retrofitted with shared spaces can address the education needs of students while also meeting the community's need for social, recreation and civic areas. Cities are also incorporating community spaces and amenities near municipal buildings, such as fire stations, to increase the public benefit of city-owned facilities.

### Technology

Advances in technology is changing how facilities are managed and maintained. Digitation, wireless communication and sensors make it possible to monitor nearly every component of a facility. Staff expertise must encompass both general facilities management and technology. Combining IT and facilities management personnel into the same department is one way some organizations are harnessing technology to improve public facility management.

COVID-19 increased demand for safety, remote access to City services and facility designs that promote and protect public health. Technology allows cities to transition municipal services from in-person to online access, where appropriate.

### Life-Cycle Costs

Using a life-cycle cost approach, decision makers in both the public and private sector can support investment in designs and systems with improved long-term operations and maintenance costs. Evaluating projects from a whole-life perspective, historically a 50-year life cycle, helps cities anticipate ongoing facility operations, maintenance and decommissioning goods.

### Accessibility

People expect accessible, healthy and safe City facilities. The Americans with Disabilities Act requires accessible public facilities. As our population ages, the need for fully accessible public facilities is critical.

COVID-19 increased demand for safety, remote access to City services and facility designs that promote and protect public health. These demands will remain long after the pandemic. Buildings and infrastructure will incorporate designs that can

adapt to social distancing principles and higher hygiene standards. Trends in office planning and space reconfiguration, use of filtration systems and open-air workspaces. Touchless technologies will replace processes or actions that have traditionally required physical contact. These trends will require future modifications to existing facilities and design standards for future facilities and spaces.

**Recycling**

World recycling markets have changed over the past few years, causing a decrease in revenue from traditional curbside recycling programs by approximately 50 percent. Major recycling commodities such as mixed paper, mixed plastics and corrugated containers are impacted. While curbside recycling programs used to generate a revenue stream for some cities, recovery fees for recycled materials have increased dramatically,

making disposal in landfills more cost effective. Cities are seeking recycling program options that are cost-effective, convenient for residents and collect materials that align with today’s market.

Ripple Glass demonstrates an innovative approach to collecting, processing and creating a market for recycled glass bottles. Boulevard Brewing Company created Ripple Glass in partnership with local business and community organizations to create an easy way for people in the Kansas City region to recycle glass. Ripple’s state of the art processing facility and metro-wide collection system supports glass recycling throughout Kansas City and the KC region. Ripple Glass collects and processes glass bottles and jars into material that businesses throughout the region use to make fiberglass insulation and new glass bottles.

**GOAL 1**

Provide natural spaces and facilities for active living.

**STRATEGY 1**

Increase energy efficiency and reduce building maintenance costs for existing and new public facilities.

**LOCAL ACTIONS:**



**Education & Outreach**

- Educate decision makers about benefits of green construction; that it’s energy and resource-efficient, supports good indoor air quality, reduces pollution and waste, minimizes overall environmental impact and generates cost savings over time.



**Practice Improvements**

- Consider incorporating energy efficient improvements and green building strategies into public facility construction and renovation projects.
- Consider implementing a life-cycle cost model to support investment in designs and systems with improved long-term performance.
- Source local materials, integrate design and construction into projects and solicit input from all users to ensure the final product (new or retrofitted facilities) meet the needs of existing and future users.



**Policy & Code Adjustment**

- Consider amending the recently adopted building code to incorporate LEED standards (not requirement for certification).

**STRATEGY 2**

Provide high quality public facilities and services for existing and future residents, workforce and businesses.

**LOCAL ACTIONS:****Education & Outreach**

- Continue promoting the use of community facilities as “third places” where residents of all ages can connect with programming and services, volunteer opportunities and opportunities for civic engagement.

**Practice Improvements**

- Ensure public facility planning includes coordination between all City Departments.
- Connect City facilities to neighborhoods with sidewalks, trails, bike paths, etc.
- Retrofit existing facilities for ADA compliance.

**Plan Development**

- Create a long-range facility plan for the City of Leavenworth.

**Partnerships & Collaboration**

- Establish partnerships with non-profits and other local government entities to improve service delivery and reduce duplication of services.
- Investigate the feasibility of participating in Ripple Glass recycling program.

**Inventory, Assessment or Survey**

- Conduct a citizen satisfaction survey to evaluate city services and facilities.
- Identify maintenance needs of existing facilities as part of long-range facilities planning.
- Assess potential locations for the recycling center whether expansion of the facility will benefit the community.

**Facilities or Infrastructure Improvements**

- Seek opportunities to co-locate community facilities to improve the provision of services and reduce capital and operating costs.
- Maintain City Hall to ensure the highest level of services.

**STRATEGY 3**

Leverage technology to improve facility management, maintenance and operations.

**LOCAL ACTIONS:****Education & Outreach**

- Ensure employees charged with facility management have adequate training in use of technology.

**Practice Improvements**

- Whenever possible, integrate major systems (e.g. HVAC, security cameras, keycard entry systems) throughout all City owned buildings, making sure they are consistent/compatible with each other when existing facilities are renovated or new facilities are constructed.

**Inventory, Assessment or Survey**

- Consider leveraging a facility managing system like Building Information Modeling (BIM) to help maximize building efficiency and identify maintenance needs.
- Identify gaps in how the City is currently approaching facilities management and assess areas where improvement is needed.

**GOAL 2**

Maintain reliable and sustainable infrastructure and public facilities for future generations.

**STRATEGY 1**

Ensure public facilities and spaces throughout the community are equitably distributed and designed to be safe, served by different transportation modes, and accessible to visitors with mobility impairments.

**LOCAL ACTIONS:****Practice Improvements**

- Ensure public facilities and spaces are served by different transportation modes.

**Inventory, Assessment or Survey**

- Evaluate ADA accessibility of facilities and develop phasing plan for improvements where needed.

**Enforcement and Incentives**

- Enforce existing design standards for public infrastructure in areas of new development to accommodate all ages and abilities.

**Facilities or Infrastructure Improvements**

- Upgrade public facilities and infrastructure to comply with the Americans with Disabilities Act (ADA).
- Consider all ages and abilities when making improvements to public facilities, parks and amenities.
- Develop indoor and/or year-round recreation spaces and facilities when practical.



# Community Appearance

## GOAL

Develop a vibrant community with a welcoming image and attractive physical appearance that celebrates community heritage through quality new development, appropriate redevelopment, and preservation of historic and cultural resources.

- *How do we enhance our community's design and appearance?*
- *How do we enhance the design and appearance of Downtown?*
- *How do we enhance the gateways to the community and Downtown?*

Recommendation: Improve the visual appearance and aesthetics of the Leavenworth community.

## CONTEXT:

Physical and intangible elements shape a community's character and image. Attractive communities tend to have well-designed, maintained and functional streets and pedestrian-scaled spaces.

A Community's image or identity is important because the type of identity a community has or wants to have impacts how residents engage with it. For example, communities with distinctive and dynamic identities are much more likely to retain residents and successfully engage residents. While communities with niche identities can be exclusionary because they can only successfully engage with specific groups.

## INSIGHT:

The primary gateway points into Leavenworth are the northern entry point at 4th Street and Metropolitan Avenue and the southern entry at K-7 Highway and Eisenhower Road.

Each of these gateways has limited way-finding signage, have four lane intersections, including highway retail and limited sidewalk access with large setbacks. Both are auto-centric and lack visual

indicators and signage that make visitors aware they have entered Leavenworth.

The entirety 4th Street Corridor is four-lane and parts include a center turn lane. The corridor is high traffic with speeds varying from 30 mph to 45 mph along the 4.4-mile corridor. 4th Street passes through Leavenworth's Downtown district.

The Downtown district is easily identified with the change to higher density single-family homes and a retail and office district where building setbacks are minimal and typically flush with sidewalks. In addition to having an urban feel, many structures have a historic design pattern. Tree canopies are common among the adjacent streets.

Outside of the Downtown area, land uses in the corridor consist predominately of fast-food and retail. Most of the businesses outside the Downtown area are regional or national chains. Overall, the 4th street corridor has limited landscaping except for grassy setbacks. The area surrounding the University of Saint Mary, the Leavenworth National Cemetery and the Dwight D. Eisenhower VA Medical Center are exceptions that boast an abundance of mature trees that provide a rural-like feel.



The northeast side of Leavenworth, and Fort Leavenworth have an abundance of significant historic sites that draw visitors into the community. Fort Leavenworth is located directly to the north of small-lot residential neighborhoods and Downtown Leavenworth. Fort Leavenworth's proximity to Downtown and several landmark attractions is not an issue as much as the disconnect created by Metropolitan Avenue and the limited streetscape elements.

### TRENDS AND FORESIGHT:

To create a dynamic and engaging community in Leavenworth, where community design meets

resident needs, the city can implement design standards and increase beautification measures. Leavenworth can implement things like entertainment districts and art districts in the Downtown area and north close to Fort Leavenworth to create a bridge between the two areas. Improving the ability to walk and bike along corridors has proven successful in communities looking to enhance connections to achieve increased morale and love for the city. Implementing beautification and design standards while increasing multimodal transportation in places like along the 4th street corridor goes a long way in improving community appearance and inviting people to stay and explore the community.



**STRATEGY 1**

Provide attractive gateways and corridors in the community.

**LOCAL ACTIONS:****Education & Outreach**

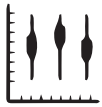
- Develop and implement an education program focused on property maintenance rules and ordinances.
- Develop a brand for the community.

**Practice Improvements**

- Continue to maintain and enhance the Downtown District.
- Continue to encourage paintings of murals on buildings in commercial corridors and the Downtown District to serve as points of interest.

**Plan Development**

- Evaluate and update the 2010 Downtown North Leavenworth Redevelopment Plan.

**Policy & Code Adjustment**

- Strengthen property owner maintenance codes and enforcement, including consideration of periodic proactive code enforcement in targeted areas where City service requests are greatest. Define minimum requirements to ensure Code Official inspections consistently meet City standards.
- Develop design standards for public infrastructure that reflects quality development.
- Consider adopting an open space and land dedication requirement for new development.
- Develop a policy that requires a percent of public projects to be reserved for public art.

**Partnership & Collaboration**

- Develop a volunteer arts committee to discuss how to incorporate public art in high profile areas of the community.
- Work with the Missouri Department of Transportation to improve wayfinding and marketing signage for Leavenworth at State Route 45 & 92.
- Work with the Kansas Department of Transportation and the City of Lansing to improve wayfinding and marketing signage for Leavenworth at K-7 Highway and Eisenhower Road.

**Inventory, Assessment or Survey**

- Conduct a citizen satisfaction survey to evaluate community appearance and perception.
- Evaluate and maintain wayfinding and signage database to address



**Enforcement & Incentives**

- Bring nonconforming signs into compliance with current regulations.
- Provide great proactive property maintenance code enforcement.



**Programs or Services**

- Continue to remain active in the Tree City USA program.



**Facilities or Infrastructure Improvements**

- Increase signage and monumentation along major roadways to welcome people to Leavenworth.
- Improve physical connections throughout the community to strengthen the sense of place.



CHAPTER  
3



HARMONY WITH  
NATURE



# Natural Resources

**GOAL** Reduce greenhouse gas emissions, energy and water usage and increase the use of renewable energy and mitigate impacts of climate change.

- *How can we manage the use of land to minimize environmental impacts on human health and priority waterways?*
- *What are the priority natural resources and how do we preserve and enhance them?*
- *What additional programs and policies are needed to reduce resource consumption and increase waste diversion?*

**Recommendation:** Connect and protect open space to important natural habitats and the riverfront.

## CONTEXT:

The preservation and management of natural resources is closely tied to all aspects of a community's environmental, social, and economic well-being. Natural Resources are materials or substances that have formed naturally with the earth. They can be renewable or non-renewable. Renewable resources include things like water, wind, plant communities, and animals. Non-Renewable Resources usually take thousands of years to form and include materials

like soil, sand, rock, coal, natural gas, and crude oil. Other non-renewable resources include metals and rare minerals. Successful communities are those that incorporate conservation and management of natural resources into land use and development decisions.



Animals



Crude Oil



Forests & Vegetation



Metals, Minerals & Rocks



Water



Land & Soil



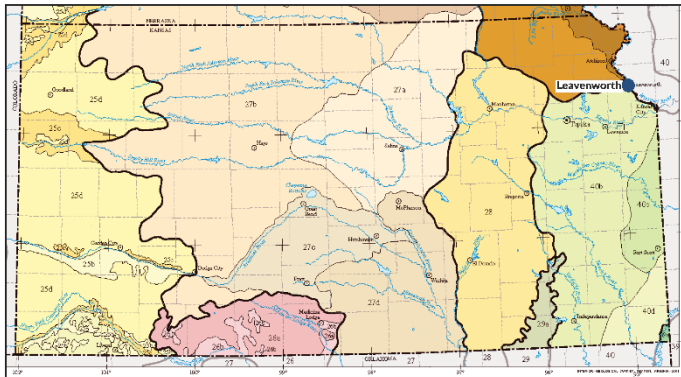
Wind & Solar Energy



Natural Gas

## LEAVENWORTH IS LOCATED IN THE CENTRAL IRREGULAR PLAINS, OSAGE CUETAS ECOREGION

Transitional from tallgrass prairie in the west to a combination of tallgrass prairie and oak hickory woodland in the east. Land use and cover is a mosaic of cropland, woodland, and grassland.



Source: Kansas Native Plant Society

### INSIGHT:

Leavenworth sits in the Central Irregular Plains, Osage Cuetas Ecoregion. The region transitions from tallgrass in the west to a combination of tallgrass prairie and oak hickory woodland in the east. Land use and cover is a mosaic of cropland, woodland and grassland.

The Kansas Department of Health and Environment (KDHE) manages air, water, environmental remediation, waste management, and laboratory testing. KDHE splits the state into six districts. Leavenworth is located in the Northeast district and the district office is in Lawrence.

Kansas City and Leavenworth contain coal fossil fuels, but not oil or natural gas. Leavenworth County has several active industrial minerals like limestone, sand and gravel. There are also several inactive and abandoned coal mines located in the County. Most of these resources, except for sand and gravel are non-renewable resources and need to be cared for and used in a sustainable way. The U.S. Environmental Protection Agency (EPA) is responsible for protecting human health and the environment by ensuring clean air, land, and water by developing and enforcing regulations. The EPA also provides grants and research and is divided into 10 regions. Kansas, Missouri, Nebraska, and Iowa make up Region 7.

### Air Quality

Clean air is affected by the choices of community members and the City. Community members and

City officials who value land uses that include vegetation and greenspace can have positive influences on air quality when these values are acted upon. On the opposite side, land use decisions that favor auto-centric developments, factories, power plants, construction equipment and open burning decrease air quality because of the air pollutants, greenhouse gas emissions and large impervious surfaces associated with these types of uses.

### Lakes, Rivers, and Streams

Streams and riparian corridors are a natural resource asset for the Leavenworth community, providing habitat for wildlife and economic benefits. The Missouri River is a major asset and the backbone for other natural resources in Leavenworth. The streams, lakes and riparian corridors support woodlands, wetlands, and other habitats needed for a variety of plant and animal species to survive and thrive.

Healthy parks and natural areas also provide direct economic benefit to Leavenworth by attracting visitors to the community for hiking, birdwatching, camping, fishing, and other recreational pursuits. These visitors contribute to the local economy by paying park shelter and camping fees, and fishing permit revenue. Leavenworth's 16 shelters generated \$7,490 total revenue in 2019.

### Forest/Woodland Resources

The woodland resources in Leavenworth are found primarily in the suburban tree canopy of residential neighborhoods, parks, and riparian corridors of streams and the Missouri River. Leavenworth is a Tree City USA which is a nationwide movement that provides the framework necessary for communities to manage and expand their public trees. Tree cover is approximately 5,612 acres or 36 percent of city area.

2016 **\$15,405**  
2017 **\$20,440**  
2018 **\$16,898**  
2019 **\$ 0.00**

### 2018 RIVERFRONT CAMPGROUND TOTAL REVENUE

Source: Leavenworth Parks and Recreation Annual Report, 2018

### RESERVATIONS

**289**  
VISITORS  
**33,111**  
REVENUE  
**\$8,625**

### 2018 PARK SHELTER USE AND TOTAL REVENUE (INCLUDES 16 SHELTERS)

Source: Leavenworth Parks and Recreation Annual Report, 2018



Source: i-Tree Canopy, 2020

**KANSAS CITY METRO REGION IS PART OF THE MIDWEST FLYWAY FOR MIGRATORY SONGBIRDS (ORIOLES AND WARBLERS) AND MONARCH BUTTERFLIES**

Source: Wildlife, Parks, & Tourism Kansas



Source: Wildlife, Parks, & Tourism Kansas

**Wildlife Resources**

Biodiversity in plant and animal life is a measure of healthy habitats and ecosystems. The Kansas Department of Wildlife, Parks, and Tourism is a cabinet-level agency with a Secretary appointed by the Governor. A seven-member, bipartisan commission, also appointed by the Governor, advises the Secretary, and approves regulations governing outdoor recreation and fish and wildlife resources in Kansas.

Habitat areas are important since the Kansas City metropolitan region is part of the Midwest flyway for migratory waterfowl, songbirds (e.g., orioles and warblers), and monarch butterflies. The streams, lakes and riparian corridors support woodlands, wetlands and other habitats needed by these species. These natural resources absorb rainfall, clean our air, provide drinking water, and beautify our community. In addition, natural areas contribute to our physical and mental health, improving the

quality of life for residents and visitors.

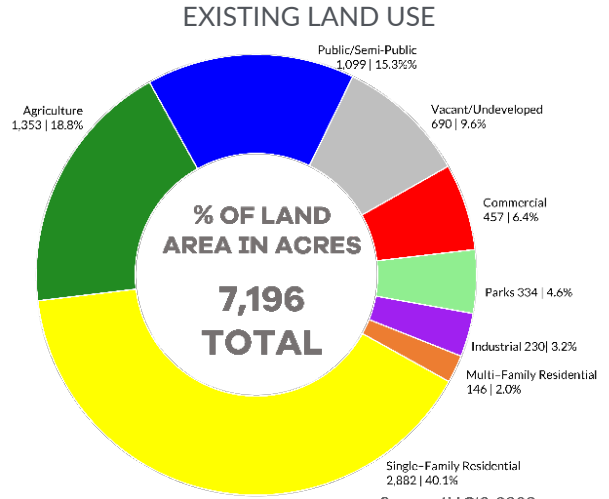
Weston Bend bottomlands along the Missouri River, has one of the best-preserved riparian bottomlands in Kansas. Mature trees and the river provide habitat for more than 100 species of birds including herons and pileated woodpeckers. The area also absorbs river overflows during flood events. Leavenworth State Fishing Lake is abundant with mature trees from many species and the forest-prairie mix supports a multitude of wildlife.

**Farmland Resources**

In Leavenworth, agriculture makes up 18.8 percent of land area in acres.

**Scenic Views**

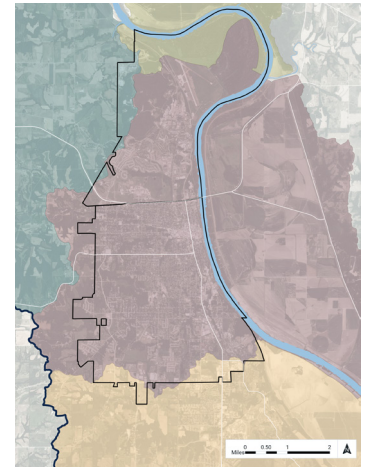
The Glacial Hills Scenic Byway is a beautiful



Source: Leavenworth GIS, 2020

landscape with rolling hills and valleys, and highly fertile soil. The Glacial Hills region includes one of the most famous Pony Express routes as well as Fort Leavenworth. The scenic byway begins at the intersection of K-7 and K-92 in Leavenworth, Kansas, and extends 63 miles north/south through northeast Kansas. Weston Bend bottomlands can be seen from Fort Leavenworth and has one of the best-preserved riparian bottomlands in Kansas. Other scenic views in Leavenworth include the Missouri River, Weston Bend State Park (Missouri), and Leavenworth State Fishing Lake.

**WATER RESOURCES**



Source: Urban Footprint, 2020

**What is negatively affecting our waterways?**

Our waterways are affected by wastewater from cities, failing septic tanks and pollutants found in stormwater runoff from commercial, residential, industrial and agricultural land uses in the community. Waterways are negatively affected by increases in stormwater and agricultural runoff rate and volume resulting in stream bank erosion. Other changes, such as accidental or

**3 PRIMARY WATERSHEDS**

**SALT CREEK**

**SUB-WATERSHEDS**

- BEAR CREEK
- SALT CREEK

**FIVE MILE CREEK**

**SUB-WATERSHEDS**

- THREE MILE CREEK

**BRUSH CREEK**

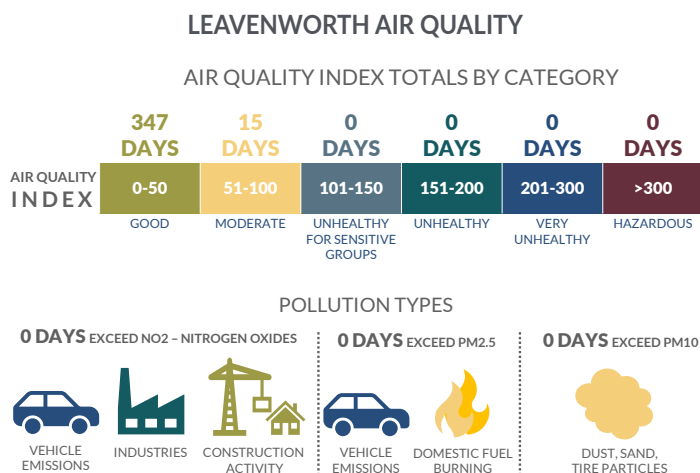
**SUB-WATERSHEDS**

- SEVEN MILE CREEK

intentional removal of trees and vegetation along streams contributes to increasing erosion.

In addition, water pollution can come from buried sources such as leaking underground storage tanks, contaminated soils and pollutants deposited from the air. Watersheds are land areas that channel rainfall and snowmelt to creeks, streams, and rivers and eventually to outflow points like reservoirs, bays, and the ocean. As the water travels through the watershed, it can pick up pollutants and carry them across the land and into our waterways, eventually making their way into our food systems. There are three primary watersheds in Leavenworth: Salt Creek, Five Mile Creek, and Brush Creek. Each of these watersheds also have sub-watersheds which collectively flow together to form larger subbasins and river basins. In 2020, none of the creeks in Leavenworth were included on the Kansas Department of Health and Environment's Section 303(d) List of Impaired Waters.

Air quality and water quality are closely related because many of the same pollutants contaminate both resources. As seen in the air quality graphic, Leavenworth does not experience any days of unhealthy or hazardous air quality. This means fewer contaminants from the air are deposited into surface water.



Source: Environmental Protection Agency (EPA), 2019 AQI - Leavenworth County, KS

Stormwater management systems are owned or controlled by the City. They include pumping stations; enclosed storm sewers; outfall sewers; surface drains; street, curb and alley improvements associated with

stormwater or surface water improvements; pipes; natural and manmade wetlands; channels; ditches and culverts; rivers, streams, and creeks; wet and dry bottom basins; and other flood control facilities. Stormwater management systems work to collect, transport, pump, treat, control, manage, and dispose of stormwater, surface water, and pollutants.

Since the Missouri River borders Leavenworth, there are occasional challenges with flooding. The City Commission has supported stormwater pollution prevention by creating a "Stormwater Utility" funded by a fee on all properties that began in 2019. The fee is used to address longstanding stormwater problems in the community, typically including reduction or elimination of damaged roadways, culverts and streambanks. The Commission supports a staff goal to ensure that all public and private projects include some level of permanent water quality improvement. The City sponsors a "City Wide Clean-up" effort each year, which had 920 participants in 2019, and created a "Three-Mile Creek" monthly clean-up program for citizen groups (KDHE Report on Stormwater, City of Leavenworth, 2019).

### Leavenworth currently encourages new development to incorporate one or more of the following:

1. Opportunities for the integration of green power in the design of buildings or sites. Green power may be derived from solar, wind, geothermal, biomass, or low-impact hydro-electric sources
2. Energy-efficient materials, including recycled materials that meet the requirements of this code
3. A sustainable roof, such as one containing vegetation; and/or
4. Materials and design specifications meeting the U.S. Green Building Council's LEED-NC certification requirements.

Leavenworth's water quality management is regulated through the National Pollutant Discharge Elimination System (NPDES) permit issued by



KDHE. As a requirement of that permit, the City has developed a Stormwater Management Plan that addresses potential water quality concerns in the City as a result of both City operations and private activities. Leavenworth's Department of Public Works is responsible for keeping up with permit requirements. The City's plan includes six minimum control measures it must implement on an ongoing basis as part of its NPDES permit.

## TRENDS AND FORESIGHT:

### Renewable Energy

The use of renewable energy should grow rapidly over the next decade as related technologies become more efficient and cost-competitive with fossil fuel. Costs, climate protection goals, and ideals of energy independence will help them succeed. Environmental and economic sustainability have been growing topics of discussion regionally and nationally and they are intertwined. The environment and economy directly affect one another, especially in terms of resources. As non-renewable resources deplete, their cost will increase, and it will become more economical to use renewable energy sources such as solar and wind to run communities. Climate change will affect water quality and quantity, air quality, temperature and

more. Right now, Leavenworth has the opportunity to tackle climate change on the local level and become a more sustainable community. How can it do that? Leavenworth can encourage the use of natural resources in a sustainable way; monitor air quality and make sure high air quality is maintained; and work to decrease stormwater runoff into surface water resources like lakes and rivers.

The location of wind power facilities should balance the energy-generation potential with any impacts to other natural resources such as wildlife. In particular, local and migrating bird (neotropical songbirds, raptors, and waterfowl) populations may be negatively impacted. The Missouri River flyway is an important resource and can provide economic contributions (hunting and birdwatching).

The renewable energy sector that was primed for new growth when the COVID-19 pandemic started in March 2020 and slowed with shelter-in-place orders, labor constraints, and supply chain disruptions. Although the industry is still adjusting to the full impact of the crisis, the outlook is changing rapidly. The short-term renewable energy pipeline may continue to slow depending on how the pandemic situation unfolds. Long-term trajectory for renewable energy sources at residential, community, and regional scales is anticipated to improve.



**STRATEGY 1**

Provide recreational and education resources that promote healthy lifestyles.

**LOCAL ACTIONS:****Education & Outreach**

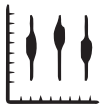
- Educate the community about renewable energy sources.

**Practice Improvements**

- Utilize renewable resources at the local government level.

**Plan Development**

- Create a renewable energy plan.

**Policy & Code Adjustment**

- Adjust policy to allow for residential renewable energy generators like wind and solar.

**Partnership & Collaboration**

- Partner with local energy providers to incentivize the use of solar, wind, geothermal, etc.

**Inventory, Assessment or Survey**

- Take inventory of current renewable energy sources and who is using them.

**Facilities or Infrastructure Improvements**

- Update facilities to utilize energy resources.

# Sustainability

## GOAL

Restore, connect, and protect natural habitats and sensitive lands and waterways.

- *How do we plan for the impacts of climate change?*
- *How do we increase energy efficiency?*
- *What are the air quality issues specific to Leavenworth, Leavenworth County, and the Kansas City region?*
- *How do we reduce greenhouse gas emissions from the following sources: energy, transportation, wastewater system, water system, solid waste, and other community-wide sources?*

Recommendation: Minimize adverse effects from natural and man-made events on the environment and public health.

## CONTEXT:

### Climate Change

Climate change refers to the long-term shift in global or regional climate patterns. Currently, our climate is changing due to human activities such as burning fossil fuels—natural gas, oil, and coal—that are increasing the level of greenhouse gases in the atmosphere. The impacts of climate change are causing an increase in global temperatures, sea levels, glaciers melting, and severe weather. Preparing for climate change is about reducing the risk of climate change impacts to people, places, and resources, and increasing resiliency to these impacts.

Cities plan for climate change by adopting strategies to mitigate greenhouse gas emissions (GHG), adapt to the impacts of climate change and improve resiliency to its negative effects. Mitigation strategies include actions like changing policies, design standards, land use and building codes. Green infrastructure, distributed energy systems,

and public education are also popular strategies. Cities improve resiliency to climate change impacts when they approach planning in a more holistic way, recognizing not only the physical impacts of climate change but social and economic impacts as well.

Currently, the State of Kansas has not developed a state-wide climate change adaptation plan. Within the Kansas City region, a coalition of local and regional leaders have developed the KC Climate Action Playbook (2019) and the KC Metro Climate Action Plan (2020). Both efforts are aimed at reducing GHGs and increasing the resiliency to climate change through a diverse set of strategies.

### Energy Consumption

According to the U.S. Environmental Protection Agency (EPA), using energy more efficiently is one of the fastest, most cost-effective ways to reduce greenhouse gas emissions, a primary cause of climate change. Energy efficiency can help mitigate the impacts of climate change by reducing energy consumption. Local governments can increase energy efficiency directly by implementing “green”

energy in public facilities, reducing impervious areas in the city right of way, and incorporating green infrastructure into public infrastructure improvement projects.

Energy efficiency also saves money, creates jobs, and helps communities meet growing energy demand. According to an EPA white paper, energy efficiency policies, and initiatives are proven to reduce electricity usage while also:

- reducing energy costs for residents and businesses
- decreasing stress on the electricity system
- improving public health and the environment by reducing greenhouse gas emissions and other pollutants, and
- stimulating local economic development and job creation

### Transportation

Transportation efficiency is also essential when dealing with climate change and greenhouse gasses. Our typical vehicles emit nitrogen oxides and volatile organic compounds, which are also known as NOx and VOCs. These two groups of compounds, plus heat and sunlight, form ozone, which is an air pollutant and dangerous greenhouse gas. Ozone reduces air quality, and when it's at ground level, it causes respiratory issues such as asthma. Transportation is a significant source of NOx creation, responsible for nearly 50 percent of the NOx in the atmosphere, while power plants produce 20 percent. The other 30 percent comes from smaller sources, including industrial glass and concrete manufacturing and natural causes like lightning.

### INSIGHT:

A 2019 Weather Channel report ranks the Kansas City metro area fifth in a list of 25 U.S. cities that will face the most significant challenges related to climate change. According to the report, the Kansas City region will experience disruptions in the form of hotter temperatures, extreme drought and increased average rainfall coming in larger, less frequent storms.

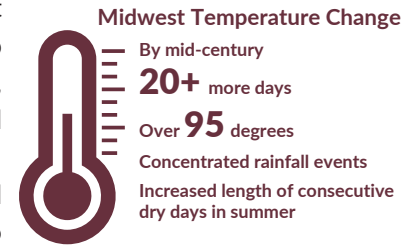
This report finds that the urban heat island effect will cause the Kansas City metro area to be warmer than

the rural Midwest. Heat islands can develop because of buildings, roads, parking lots and other developed hard surfaces, absorb and retain heat. Due to Leavenworth's location in the Kansas City region, Leavenworth can expect to experience similar impacts of changing weather patterns and heat island effects.

Managing air quality

in the Kansas City region is essential to protecting public health, the economy and environment. Federal and state regulatory agencies set acceptable air quality attainment levels based on human health impacts and environmental studies. Air monitors are located in each region to measure the concentration of pollutants in the air. Currently, Leavenworth has few issues with air quality, but this could change as development and hotter temperatures impact air quality throughout the Kansas City region.

Communities can mitigate the heat island effect by decreasing impervious surfaces such as conventional rooftops, parking lots, streets and highways. Conventional development practices pose significant public health threats, increase energy demand, elevate ozone levels, increase greenhouse



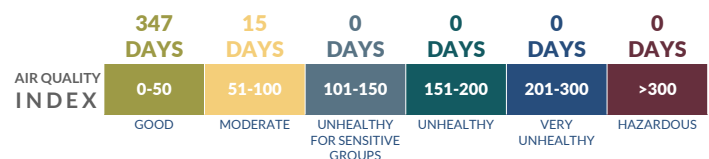
Source: Mid-America Regional Council Climate Outlook

Weather Channel report ranks  
**Kansas City Region 5th** in the  
**Top 25** list of U.S. cities to be most  
impacted by climate change

Source: The Weather Channel Climate Distribution Index

### LEAVENWORTH AIR QUALITY

#### AIR QUALITY INDEX TOTALS BY CATEGORY



#### POLLUTION TYPES



Source: Environmental Protection Agency (EPA), 2019 AQI - Leavenworth County, KS

gas emissions and stormwater runoff. Reducing existing and new impervious areas will become more critical as the need to cool cities increase.

In the Kansas City region, the coalition Climate Action KC was formed, consisting of elected officials and community leaders from the area. This coalition works to decrease greenhouse gasses, improve climate resilience, invigorate the economy, promote public health and improve the quality of life for residents throughout the region.

## TRENDS AND FORESIGHT:

### Renewable Energy

As climate change impacts become more prevalent, working with Climate Action KC or creating a climate action plan for the community is a key strategy for seeking foresight into the future of climate change issues in the area. The Climate Action Playbook

includes suggestions for reducing greenhouse gas emissions and preparing for a changing climate.

Cities are moving toward green or renewable energy to prepare for the future. Those wanting to decrease energy consumption are working on funding for clean energy resource centers, improving training

and enforcement of energy codes, and enacting renewable energy programs. Clean energy resource centers provide education and connections to local organizations working in clean energy and energy efficiency.

Energy resource centers can also provide information about:

- Green energy tax cuts
- Rebates
- Available green technologies
- Bulk-purchasing discounts
- Financing options
- Energy-conscious contractors to perform services

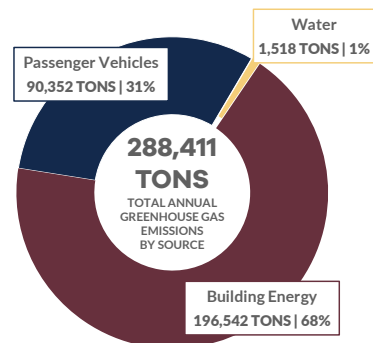
Cities are also adopting renewable energy friendly codes to prepare for and make it easier to install renewable energy sources such as solar panels and electric vehicle charging stations. Many places, including Shawnee, Kansas, have adopted solar-friendly land-use codes and permitting to make it easier, more affordable, and faster to get solar panels and encourage residents to use them. Some communities seek to ensure new homes are built with a sustainable future in mind through Solar Ready Roof ordinances. Other cities and organizations are installing on-site renewable energy generators including solar panels, wind farms, geothermal and storage for the created energy.

Some organizations work to make it easier to purchase and use renewable energy sources. Evergy, a local power company, created a program to allow citizens and businesses to buy into carbon-free energy sources like wind farms. The program enables Evergy to be more carbon neutral and use energy from renewable resources to power homes and businesses.

Lastly, cities are starting to offer bulk purchasing programs so residents can cut costs on solar energy materials and reduce the use of nonrenewable energy sources. Reduced costs for renewable energy equipment make these systems more affordable for the average household and shortens the time to a return on investment.

### Transportation

Increasing the sustainability of transportation for the future involves focusing on walkability, green fuels, clean cars, mass transit, and cycling infrastructure. Communities actively addressing climate change are learning to focus on walkability even if they don't have typical urban centers. Cities are learning to prioritize infill development and avoid or limit



Source: Urban Footprint, 2020

### How cities promote walkability:

- Complete streets planning
- Sidewalk and infrastructure improvements
- Updates to zoning codes (e.g., Allowing accessory dwelling units and reducing minimum parking requirements)

sprawl, which increases transportation systems to require more vehicles.

Climate-conscious cities focus on green fuels and clean cars. Cities advocate that residents and the town itself purchase clean vehicles, like electric cars, or use green fuels like ethanol. Along with this, cities promote codes that prepare their streets for electric vehicles, including allowing charging stations and no-idle zones. Electric vehicles are most efficient when charged with renewable energy sources including solar and wind power. The addition of solar-powered charging stations, such as at parking lots, are also a viable solution. Charging cars with coal and natural gas produced electricity offsets the GHG emission gains—although ethanol is a renewable energy source, the GHG footprint from fossil fuel inputs for growing corn, transportation, and ethanol production negates positive gains.

Mass transit initiatives can also decrease energy use. Cities can work to increase ridership through strategies such as transit commuter incentive programs. The implementation of particular land

use/development policies can also promote mass transit uses that encourage density and the use of transit-oriented development. Lastly, the promotion of bicycling through off-street, dedicated networks and Safe Routes to School programming can help people enjoy cycling safely while lowering their greenhouse gas emissions.

### Other Sustainability Initiatives

For sustainable water systems, implementing a leak detection program is an efficient way to conserve water and reduce energy consumption associated with water replacement.

Sustainable solid and food waste programs also increase energy efficiency. Cities like Lawrence, Kansas, and the Kansas City and Shawnee Mission School Districts have implemented composting programs to decrease landfill waste.

Cities are also updating codes and regulations to incentivize urban agriculture, which transforms yards, roofs, empty lots, and patios into productive green spaces. These repurposed spaces help alleviate the urban heat island effect, absorb rainwater runoff and carbon, and increase food access close to home.

Protecting land with valuable habitat and agriculture properties is a long-term strategy for making communities sustainable.

Increasing carbon storage through vegetation and permeable surfaces can decrease the effects of climate change, air quality and the heat island effect. Practices like erosion control, soil conservation, tree planting, sustainable building practices, and native landscaping can help regulate the regional climate, improve or maintain air quality and provide other public health benefits.

Uncertainty presents a significant challenge to planning for climate change, along with human and financial resources at the state, regional, and local level to ensure implementation of plans and strategies. More cities are focusing on implementing climate change plans and strategies.



**STRATEGY 1**

Stabilize floodplains and creek/riverbanks.

**LOCAL ACTIONS:**



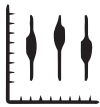
**Education & Outreach**

- Educate the community about the importance of waterways.



**Plan Development**

- Create a waterway protection plan with the community.



**Policy & Code Adjustment**

- Reduce single use plastic straws and shopping bags.



**Partnership & Collaboration**

- Collaborate with local restaurants to reduce their consumption of waterways clogging plastic.



**Inventory, Assessment or Survey**

- Inventory current waterways and their cleanliness.
- Assess the needs of local waterways.



**Enforcement & Incentives**

- Incentivize trash cleanup with local competitions and prizes.



**Programs & Service**

- Start a waterway cleanup organization that includes sustainable living programming.

**STRATEGY 2**

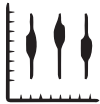
Plan for the impacts of climate change.

**LOCAL ACTIONS:****Education & Outreach**

- Educate the public on the impacts of climate change and how it will affect them.

**Plan Development**

- Create a climate action plan that gives direction on how to plan for the impacts of a changing climate.

**Policy & Code Adjustment**

- Change local policy and code to allow for greener and more resilient building techniques.

**Partnership & Collaboration**

- Partner with a local university to research the local effects of climate change.

**Inventory, Assessment or Survey**

- Assess what the needs of the community would be during a climate emergency and use that information to prepare for a climate emergency.

**Facilities or Infrastructure Improvements**

- Make infrastructure improvements to ensure they can withstand local climate emergencies.





CHAPTER  
**4**



**RESILIENT  
ECONOMY**



# Economic Activity & Workforce

## GOAL

Attract progressive and sound private enterprises by offering affordable living, a high-quality workforce, and business resources to help nurture and support a thriving and sustainable economy.

- *How can we strengthen our education opportunities to grow our population and prosperity?*
- *How do we attract new businesses to Leavenworth, and what business sectors should we focus on recruiting?*
- *How do we take advantage of our regional proximity to attract employers to our region?*
- *How do we strengthen recruitment and retention efforts?*
- *What is our recruitment and retention sector focus?*
- *What is our economic growth and change strategy?*
- *How can we revitalize certain areas of town, such as Downtown or strip centers?*

Recommendation: Ensure Leavenworth's economy is sustainable and resilient.

## CONTEXT:

Leavenworth continues to evolve from a stand-alone city to one among many suburbs. As the metro area expands, Leavenworth has become more of a choice for commuters working outside the city. But it also remains a crucial job center, driven by military needs which, in turn, generate ripple effects that support other businesses and jobs in the city. But Leavenworth seems also to be losing ground to the rest of Leavenworth County as a job center.

Two crucial opportunities for the city emerge. One is to identify where and how the growing job market in the county and metro area can be more successfully captured within city limits. The other is to identify where and how the city can capture more of the region's population growth regardless of where that population is employed.

Moreover, Leavenworth's evolution as a bedroom community leads to the need for effective housing

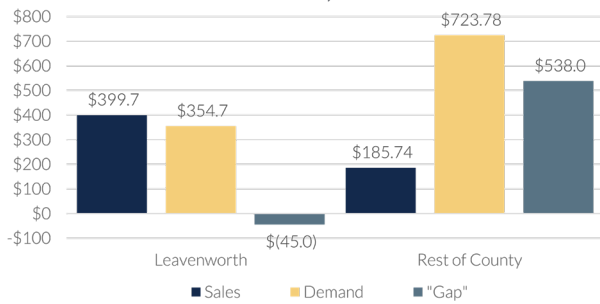
policies and plans, a topic addressed in a separate section of this plan. Thus, it is important to recognize the fundamental overlap of economic development, housing, and quality of life.

But it is not necessarily just housing that needs to be in the future for older structures. With projected robust growth in professional, scientific, and technical services in the metro area, older buildings are very often quite suitable for small business start-ups or incubators that help to promote such growth. The older buildings can have lower rents with an added benefit of being in, or close to, walkable and diverse mini-urban environments.

### Market Analysis - Buying Power

The Environmental Systems Research Institute (Esri) Retail Marketplace Profiles quantify and compare local annual purchasing power for retail goods and for dining out. It also compares local annual sales from merchants in these categories. Economies characterized by an excess in purchasing power

RETAIL & DINING SALES VS. POTENTIAL SALES (\$ MILLIONS) LEAVENWORTH & REMAINDER OF COUNTY, 2020



Source: Esri Business Analyst

(demand) over sales (supply) indicate an opportunity to attract merchants and sales. Equally, when sales exceed demand, markets are presented with little justification to attract more merchants unless to replace existing ones.

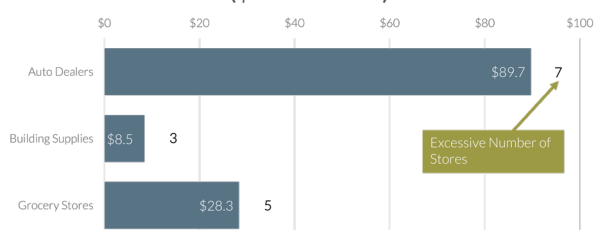
Esri reports that Leavenworth’s population has an annual buying power of \$354.7 million for retail and dining. However, sales in the city exceed this buying power by about \$45 million. Local demand is being broadly satisfied; Leavenworth is virtually in equilibrium – as a city.

The rest of Leavenworth County is out of balance with retail and dining sales outside Leavenworth are sitting at almost \$186 million per year, yet the demand is almost four times that amount (\$723.7M). A large amount of the demand for county residents must be satisfied elsewhere. This indicates a major opportunity for Leavenworth to create more retail stores and restaurants.

**Market Analysis - Retail Sector Demand**

Three of Leavenworth’s retail sectors exhibit annual sales exceeding residents’ buying power. Sales at automobile dealers exceed resident demand by \$89.7 million, suggesting there are seven “too many” auto dealerships. These non-residential sale figures

LEAVENWORTH RETAIL SECTORS WITH SALES EXCEEDING LOCAL RETAIL DEMAND, 2020 (\$ MILLIONS)



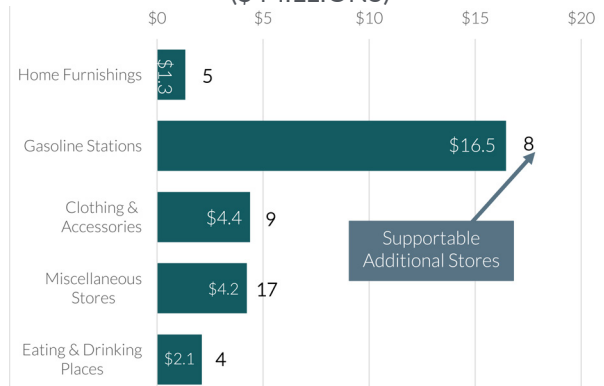
Source: Esri Business Analyst

represent local businesses’ success in attracting sales from passersby traveling nearby. Building supplies and grocery stores’ sales also exceed resident demand. The information does express the capability of local retailers to gain sales from outside the city.

**Market Analysis - Retail Under-Supplied**

Several major retail sectors have notably greater local demand than actual sales in Leavenworth. These represent sectors where more stores, square footage, or sales at existing merchants could be accommodated. The demand for gasoline stations in Leavenworth exceeds the supply for the current population. Even though the market supports an additional eight gasoline stations this is not the recommendation. It is important to understand an approximate \$16.5 million in buying power in Leavenworth is being spent elsewhere. Conversely, home furnishings, clothing and accessories, restaurants and/or drinking establishments and miscellaneous small shops also could be supported in Leavenworth.

LEAVENWORTH RETAIL SECTORS WITH DEMAND EXCEEDING LOCAL SALES, 2020 (\$ MILLIONS)



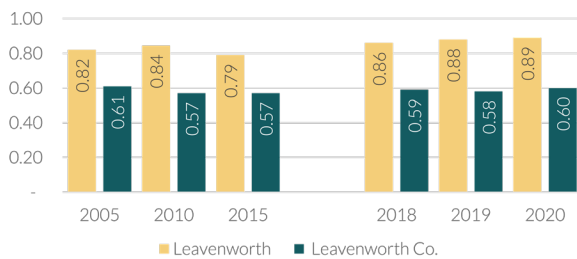
Source: Esri Business Analyst

**Pull Factor**

The Kansas Department of Revenue tracks retail pull factors for various jurisdictions within the state. Pull factors express the difference between local income and actual sales as represented by sales tax collections. A pull factor of 1.0 indicates local sales are equivalent to local buying power. Communities strive to maintain or exceed a pull factor of 1.0 suggesting they capture a portion of the region’s buying power.

Leavenworth city and county residents are spending a disproportionate amount of retail buying power is being spent outside the county – through some of the city’s buying power is likely spent somewhere else in the county. The numbers for the city seem contradictory to the ESRI data shown previously for the market, but Leavenworth’s pull factors have recovered to high historic levels, a sign the city has improved its ability to attract sales closer to buying power equivalency.

RETAIL PULL FACTORS: LEAVENWORTH AND LEAVENWORTH COUNTY 2005-2019



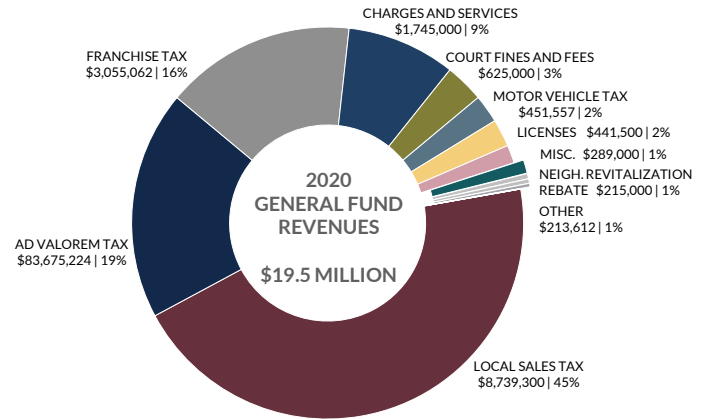
Source: Kansas Department of Revenue

**INSIGHT:**

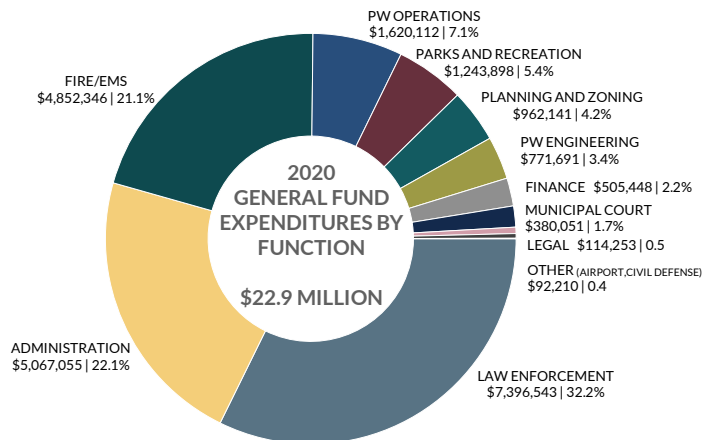
**Finances**

Sales and property taxes constitute 64 percent of the City of Leavenworth’s General Fund revenues. The General Fund provides expenditures for many City services and departments to maintain Leavenworth’s quality of life. Maintaining and even expanding these revenue sources is highly important to ensure the City remains fiscally sustainable. Tax revenue per capita is \$658 per year.

As of the Leavenworth 2020 Budget, the City has a mill rate of 31.7 with a total property valuation that exceeds \$219 million.



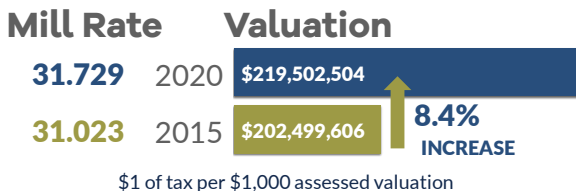
Source: Leavenworth Budget, 2020



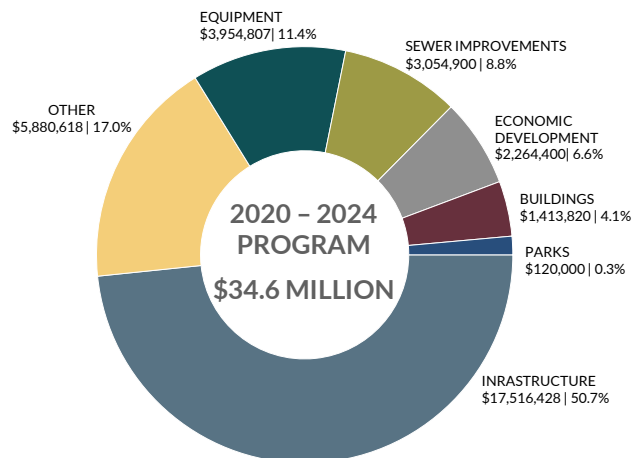
Source: Leavenworth Budget, 2020

SALES TAX	
Leavenworth	2.0%
Leavenworth County	1.0%
Kansas	6.5%
<b>Total</b>	<b>9.5%</b>

Leavenworth’s total sales tax rate is 9.5 percent, of which the City collects 2 percent. The County collects 1 percent, and the remaining 6.5 percent goes to the State of Kansas.



Source: Leavenworth Budget, 2020



Source: Leavenworth CIP, 2020-2024

Capital Improvement Plan (CIP) expenditures decreased by 2 million from fiscal years 2019 – 2023 to the current CIP for fiscal years 2020 – 2025. CIP revenue sources include

- ❑ County wide sales tax,
- ❑ Capital Improvement Plan sales tax revenue, and
- ❑ Tax Increment Financing (TIF) payouts.

CITY'S OVERLAPPING DEBT

**\$24.5**  
**MILLION**

CITY'S DIRECT DEBT

**\$21.2**  
**MILLION**

Source: Leavenworth CAFR, 2020

**\$658**

TAX REVENUE PER CAPITA

**\$589**

DEBT PER CAPITA

Per Capita Calculation Based on 2018 ACS Population Estimate

Source: Leavenworth CAFR, 2020



Without the pandemic, projections anticipated online sales reaching 10.5% of all retail sales nationwide by the end of 2020. As the nation finds a more normal balance in operations and consumers return to brick-and-mortar shops, e-commerce remains important in terms of retail sales.

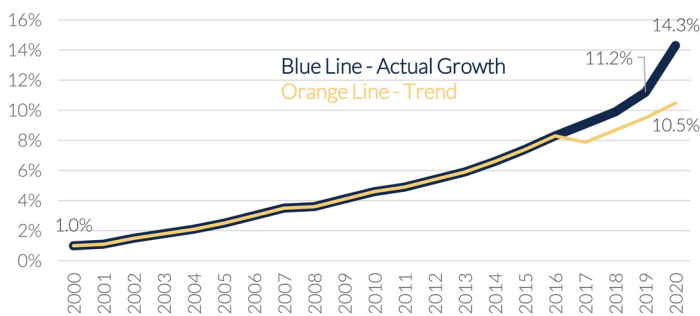
Changes in consumer spending and shopping preferences impact the local, regional and national retail trends. The pandemic impacted how every trend will play out and retailers' strategy for survival and resiliency planning for future potential economic crises.

## TRENDS AND FORESIGHT:

### E-Commerce

The rise in e-commerce, or online shopping has been steadily rising nationally for two decades. Online sales accounted for only one percent of retail sales in 2000. The peak for online sales hit 16.1 percent of all retail sales in April 2020. This spike reflects the response to stay-at-home mandates accompanying the COVID-19 pandemic. The pandemic certainly accelerated e-commerce sales above the trend line.

E-COMMERCE SALES AS PERCENT OF ALL RETAIL SALES USA-MID-YEAR 200-2020



Source: <https://fred.stlouisfed.org>

### Technology

The use of technology enables retailers to bring the convenience of online shopping to brick-and-mortar shops. The use of allowing customers to order and pay in-store and have goods delivered directly to your door. On the other side e-commerce merchants such as Amazon is beginning to establish cashier-less brick-and-mortar locations. The "Just Walk Out" retail concept utilizes the combination of cameras and sensors to allow customers to pick up items and just walk out - this concept does not require customers to download an app or wait in line to pay.

Virtual Reality (VR) technology is increasing in use by online retailers to provide experiential shopping. Some retailers have already instituted VR tools during the pandemic to allow customers to virtually try out clothing and makeup, reducing the amount of contact between shoppers and in-store employees and merchandise.

**STRATEGY 1**

Pursue, promote, and secure economic growth opportunities, while promoting and supporting existing businesses.

**LOCAL ACTIONS:****Education & Outreach**

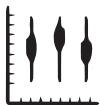
- Continue to promote Leavenworth's restaurants, retailers and lodging to the County and region through the Leavenworth Visitors Convention Bureau.

**Practice Improvements**

- Promote and support local businesses that serve the needs of the community and are aligned with the community's vision.

**Plan Development**

- Maintain Downtown Leavenworth as a vibrant and thriving retail.
- Promote continuing development of the Business and Technology Park for future employers.

**Policy & Code Adjustment**

- Maintain and enhance the Downtown Districts.

**Partnership & Collaboration**

- Continue partnership with Leavenworth Main Street program to promote and entice future small businesses in the Downtown District.

**Inventory, Assessment or Survey**

- Identify viable local businesses that match regional workforce skillsets.

**Programs or Services**

- Increase investment in and revitalization of Downtown, commercial strip areas, neighborhoods and other place-based community resources.

**Facilities or Infrastructure Improvements**

- Encourage technology opportunities that enhance the business community.

# Jobs & Workforce

## GOAL 1

Ensure the employability of the entire workforce.

## GOAL 2

Maintain a diverse and valuable tax base.

- *How do we attract employers with good-paying jobs?*
- *What are the opportunities by sector?*
- *What are our local market and regional market opportunities?*

Recommendation: Plan for influx of new employment sectors in the region and diversify the economic base.

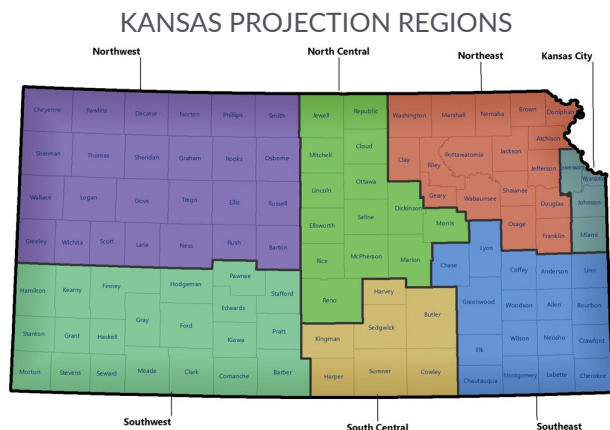
### CONTEXT:

#### Market Analysis - Employment Growth

The U.S. Department of Labor projects the nation's economy will add jobs at the rate of 0.4 percent per year between 2019 and 2029. The Kansas Department of Labor projects a slightly slower rate (0.3% per year) between 2018 to 2028.

Available employment projections for the Kansas City "region" of Kansas (as depicted encompasses the counties of Leavenworth, Wyandotte, Johnson, and Miami) are expected to add jobs at the rate of 0.9 percent per year between 2016 and 2026.

The state's economy is projected to grow more slowly than the national economy while the regional economy is projected to grow more rapidly than the state or nation.



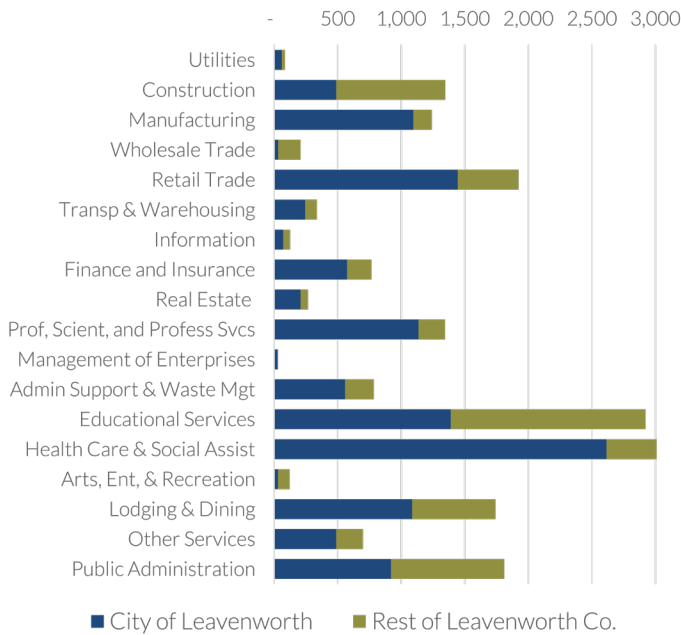
Source: Kansas Department of Labor, Labor Market Information Services

#### Market Analysis - Sector Growth

Leavenworth saw a net of 12,470 jobs in 2018 according to the U.S. Census Bureau "On-The-Map". This was 1,135 more than in 2005 for a 13-year growth rate of 10 percent. The largest single job sector in 2018 was health care and social assistance with 2,615 jobs within the City of Leavenworth. The retail trade and educational services followed closely behind. However, the public administration number is not fully reflective of all jobs in Leavenworth as



**JOBS BY SECTOR IN LEAVENWORTH AND REST OF LEAVENWORTH COUNTY, 2018**



Source: U.S. Census Bureau LEHD

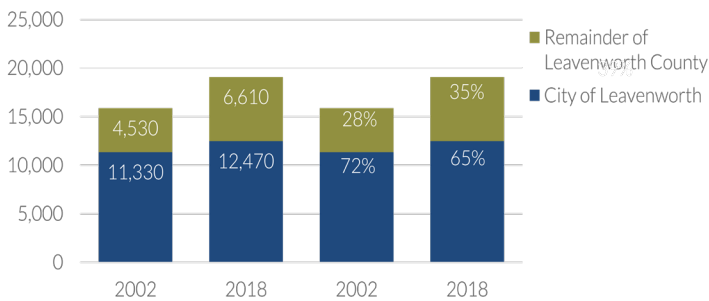
the On-The-Map Series database does not track military jobs.

In terms of military and public administration sectors, County-level data identifies the largest sector of employment in Leavenworth County in 2018 was -not surprisingly - the federal civilian sector with 4,388 jobs, almost 13 percent of all jobs in the county. Followed by military (10%), local government (10%) and retail trade (9%).

**Market Analysis - County Growth**

Leavenworth County outside of the City of Leavenworth is increasing employment more quickly than the city itself. As a result, the city's share of the county's total employment dropped from 72 percent to 65 percent between 2002 and 2018. Even though the data chart shows the city added

**DISTRIBUTION OF JOBS IN LEAVENWORTH AND LEAVENWORTH COUNTY 2002 AND 2018**



Source: U.S. Census Bureau LEHD

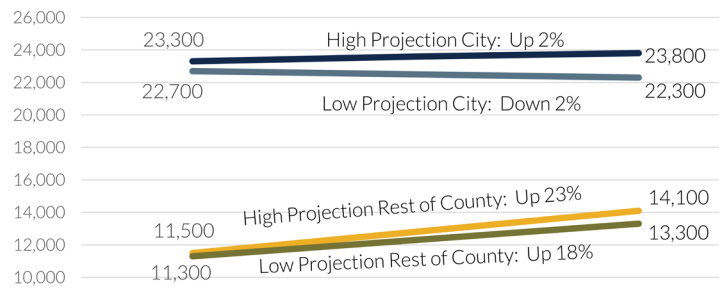
over 1,110 jobs in 16 years the city lost ground the rest of the county's rapid growth.

**Market Analysis - Employment Projections**

Employment projections for the City of Leavenworth and Leavenworth County suggest possible scenarios for Leavenworth that are not supportive of significant growth in the next ten years. A high projection scenario for the next decade (2020 - 2030), Leavenworth would add 500 jobs (2%). The low projection scenario the city would lose two percent of its 2020 job counts.

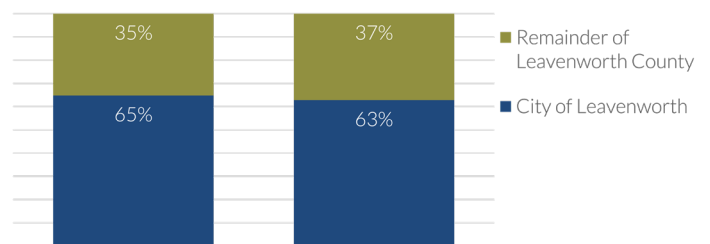
Meanwhile, jobs outside the city would increase much more rapidly, though still not reaching totals within the city itself. The high growth projection in the rest of Leavenworth County would add about 2,600 jobs while the low growth projection would add 2,000 in the next decade. As a result of these difference in job growth rates, Leavenworth's share of the county's jobs would decline from 65 percent in 2018, as shown earlier to 63 percent in 2030.

**EMPLOYMENT PROJECTIONS 2020 TO 2030 LEAVENWORTH CITY AND COUNTY**



Source: Saint Louis University

**DISTRIBUTION OF JOBS IN LEAVENWORTH AND LEAVENWORTH COUNTY 2030**



Source: Saint Louis University

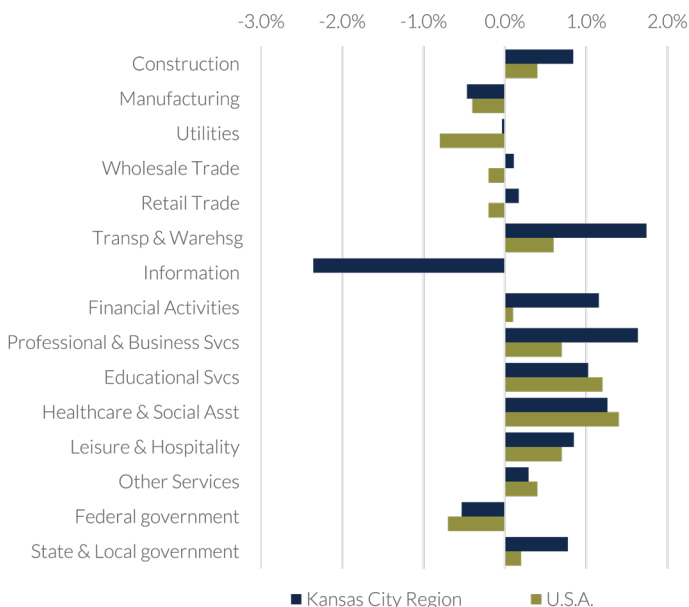
Projections show growth in the nation's health care and social assistance sector at 17 percent more jobs in the next decade. Educational services expect to see job growth of 13 percent. Closely following behind and rapidly expanding job sector is the professional, scientific, and technical services

(12%). The Kansas City, KS region expects to see employment sector growth and decline over the next ten years as follows:

- Transportation and warehousing – 1.7% growth
- Professional and business services – 1.6% growth
- Healthcare and social assistance – 1.3% growth
- Information – 2.4% decline
- Manufacturing – 0.5% decline
- Government – 0.5% decline

Meanwhile the fastest growing sector in the Kansas City metro area, however, would be professional, scientific, and technical services at 26 percent over ten years. This suggests a need for more office-kinds of buildings including research labs. Health care and social assistance jobs are expected to grow by 12 percent, somewhat slower than the national rate, but this would also be only the fourth fastest growing sector in greater Kansas City. The arts and construction sectors would be second and third.

COMPARISON OF PROJECTED ANNUAL JOB GROWTH RATES KANSAS CITY (KS) REGION AND U.S.A.



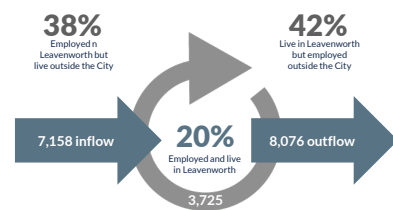
Source: Kansas Dept. of Labor and U.S. Dept. of Labor

**INSIGHT:**

**Workforce**

Leavenworth’s workforce totals over 16,000 residents and includes 13,859 civilian employed residents 16 years and older. Over 60 percent of residents 16 years of age and older participate in the workforce. Leavenworth residents account for 1.4 percent of the Kansas City, Kansas and Missouri Metropolitan Area workforce.

The U.S. Census Bureau’s OnTheMap series tracks employment inflow and outflow. According to their data, Leavenworth experiences a workforce outflow of 42 percent, meaning almost half of Leavenworth’s employed population works outside the community. People who live outside of Leavenworth and commute into town account for 38 percent. Twenty percent of Leavenworth’s employed residents also live within the community.



**Income Levels**

Leavenworth residents earn good wages with a median household income of \$57,982 averaging higher than households in the state of Kansas. While Leavenworth County ranks higher than both the state and city with an average of \$71,184.

Commuters into Leavenworth in 2017 generally earned more than those living in Leavenworth. Of workers living elsewhere and commuting into Leavenworth, 44 percent earned more than \$40,000 per year. In contrast, only 31 percent of those living in Leavenworth and working elsewhere earned more than \$40,000 while only 28% of those living and working in Leavenworth earned more than \$40,00 per year. The thousands of people commuting into Leavenworth are taking home more income than residents of Leavenworth are bringing back home.

**16,264 PEOPLE IN LEAVENWORTH WORKFORCE**

61.5% OF RESIDENTS OVER THE AGE OF 16 PARTICIPATE IN THE WORKFORCE

1.4% OF THE KANSAS CITY METRO (MSA) WORKFORCE ARE LEAVENWORTH RESIDENTS

UNEMPLOYMENT RATE		PER CAPITA INCOME		MEDIAN HOUSEHOLD INCOME		MEDIAN FAMILY INCOME	
LEAVENWORTH	<b>4.1%</b>	LEAVENWORTH	<b>\$28,655</b>	LEAVENWORTH	<b>\$57,982</b>	LEAVENWORTH	<b>\$71,053</b>
LEAVENWORTH COUNTY	<b>3.6%</b>	LEAVENWORTH COUNTY	<b>\$31,639</b>	LEAVENWORTH COUNTY	<b>\$71,184</b>	LEAVENWORTH COUNTY	<b>\$88,273</b>
KANSAS	<b>3.1%</b>	KANSAS	<b>\$30,757</b>	KANSAS	<b>\$57,422</b>	KANSAS	<b>\$73,222</b>

Source: U.S. Bureau of Labor Statistics, 2020

Source: 2018 ACS

Source: 2018 ACS

Source: 2018 ACS

Leavenworth residents may earn a comfortable income, but 14.7 percent of the community experiences poverty. This figure compares to the poverty level for Leavenworth County of 8.9 percent and 12.4 percent for the State of Kansas. The federal government defines the current poverty level for a family of four as an annual income of \$26,500. An increase in poverty may suggest local employment opportunities are not sufficient to support residents.

LEAVENWORTH	LEAVENWORTH COUNTY	KANSAS
<b>14.7%</b>	<b>8.90%</b>	<b>12.4%</b>
Under 18 <b>20.4%</b>	Under 18 <b>12.4%</b>	Under 18 <b>15.6%</b>
18 - 64 years <b>13.8%</b>	18 - 64 years <b>8.3%</b>	18 - 64 years <b>12.3%</b>
65+ years <b>6.7%</b>	65+ years <b>5.4%</b>	65+ years <b>7.6%</b>

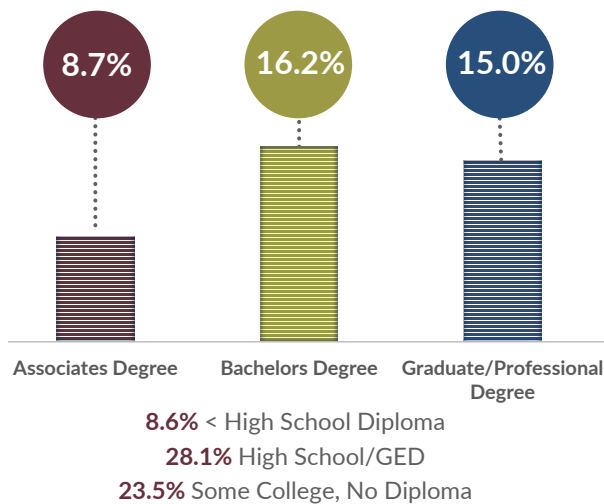
Source: 2018 ACS

Workforce destination and income data sets suggest possibilities for growth. The out-commuting residents represent a sizeable labor force that might be retained in the city if appropriate jobs are attracted to the city. The in-commuters suggest a market for attracting them to become residents of the city – a place with which they are familiar and they bring relatively high earnings for housing development and retail sales.

diploma,” and 28 percent received a high school diploma or GED. Just over 8 percent did not receive a high school diploma. These figures total over half of Leavenworth’s adult population. Increased access to education and workforce development training improves workforce skills and employment opportunities.

### Education Attainment

Twenty-three percent of Leavenworth adults achieved an education level of “some college, no 2018 EDUCATION ATTAINMENT



Source: 2018 ACS

## TRENDS AND FORESIGHT:

### Regional Growth

The federal government’s presence in Leavenworth for close to two centuries has been critical and supportive concerning economic activity and multiplier effects for other sectors. But a diversified economic growth strategy is a necessity as the metropolitan economy expands and Leavenworth continues to evolve not a stand-alone “first city” but a significant part of the region. Leavenworth should strive for a more balanced distribution of jobs and economic activity that includes sectors dominated by the private market. Thus, Leavenworth’s current efforts to promote and develop its business and technology park are to be commended and reinforced.

Economic growth projections for metropolitan Kansas City (2016 -2026) favor, for the time being, businesses in the following sectors:

- Professional and technical services (11,800 more jobs and 26% job growth),

- Specialty trade contractors (3,000 more jobs, 17% growth), and
- Ambulatory health care services (3,200 more jobs, 15% growth)

Virtually all of the sectors that traditionally would occupy an “industrial park” are projected to lose employment by 2026, so it is wise that Leavenworth is touting its new growth as a “business and technology park” where businesses in the strongest growth sector will be welcome. A focus of the park can be businesses that serve the military and health care sectors, in particular because the two sectors make up the bulk of the “export industries” of Leavenworth. (Export industries bring more money into a city or region than the local market, alone, would support. Recirculation of those “outside dollars” through local purchases and employees creates substantial multiplier effects.)

### Potential Workforce Enhancements

1. Growth of the new business and technology park to accommodate regional growth in, especially, the professional and technical services (research, consultants, laboratories, etc.). In light of changing workplace norms due to the Covid-19 pandemic, however, there will likely be substantial changes and expectations in floor plans, HVAC systems, and public safety protocols.
2. Training and educational upgrades for the Leavenworth workforce to qualify for jobs in this and related sectors. Training for existing workers can take place at existing institutions of higher learning, but also might result from attracting private firms to, say, Downtown buildings that are easily accessible to the surrounding population and could promote more Downtown commerce.
3. Attracting headquarters kinds of facilities (regional, divisional, etc.) would put Leavenworth more squarely in the top employment sector of the metropolitan area: management of enterprises. Such offices also require higher-educated and trained personnel, contributing to the city’s ability to weather future economic storms.
4. Housing policies and neighborhood improvements attract more of the workforce that commutes to Leavenworth from elsewhere to become residents of Leavenworth. This might provide a base of investment to upgrade declining neighborhoods and a source of buying power to support Downtown revitalization.

### Skilled Workforce Rise in Industrial Sectors

Higher skills and education apply even in manufacturing and related industrial sectors where automation and robotics perform a wide range of routine functions. The design, programming, and management of machines and artificial intelligence require high-level skills and problem-solving. Most of the remaining jobs require greater skills and education. In the realm and many other sectors, there has also evolved a need for a great many more well-educated and trained scientific and technical workers.

Meanwhile, a great many formerly “middle-skill” jobs have disappeared from the American economy as artificial intelligence and robotics have moved into almost every sector. This has forced many under-skilled or under-educated workers (in today’s terms) to seek jobs in other sectors. Without higher-level training or education, however, such workers cannot “move up” in the economic order, but can “move down” to lower-skilled positions. This is true even in the military where high technology has replaced a great many jobs previously performed by, especially, enlisted personnel. With more labor available for lower-skilled jobs, of course, wages become depressed.

Helping “middle workers” to upgrade their education credentials and skills, therefore, is vital for the entire economy and for Leavenworth itself. Resources to support the completion of college educations, certificate programs, and even apprenticeships will add to the economic growth capacity of Leavenworth’s labor force along with enhancing each individual’s ability to earn more income and adapt to inevitable future changes in the American economy.

**GOAL 1**

Ensure the employability of the entire workforce.

**STRATEGY 1**

Develop and expand workforce development programs in technical education and retraining. Focus should be on helping the broad category of workers upgrade their skills, education and credentials.

**LOCAL ACTIONS:****Education & Outreach**

- Create an “internal marketing plan” to inform local leaders about these assets so that they become ambassadors for the economic advantages of Leavenworth.
- Create an “external marketing plan” to inform the rest of the metropolitan area and the nation about these assets so that they become a basis for economic development attraction and expansion.
- Encourage emphasis also on the Arts (STEAM), including humanities, to assure well-rounded education for K-12 students.

**Practice Improvements**

- Increase and support attraction and retention of military veterans who have obtained substantial occupational skills training and education to jobs in Leavenworth businesses.
- Cultivate job creation through improved linkages between educational institutions and full-time employment opportunities with Leavenworth companies.
- Expand apprenticeship, mentorship, and job-shadowing programs that encourage youth to consider rewarding careers.

**Plan Development**

- Prepare a strategic plan encompassing those opportunities where Leavenworth can play a lead role for its own destiny.

**Partnership & Collaboration**

- Convene business, government, and philanthropic leaders from throughout the greater Leavenworth area to discuss opportunities for growth and collaboration. Identify local-to-global trends and forces in technology, business practices, construction, infrastructure, and human behavior.
- Expand technical, post-secondary education at regional community colleges, universities, and specialty schools. Collaborate with community colleges, workforce development centers, and employers to increase workforce “soft” skills.
- Evaluate and adapt local educational and training institutions and educators to better collaborate with Fort Leavenworth for its training needs.

**Inventory, Assessment or Survey**

- Identify, inventory, and map the city’s business, educational, and infrastructure assets upon which future economic development can be built.



### Programs or Services

- Develop comprehensive STEM (science, technology, engineering, and mathematics) programs and early education resources and curricula to create a prosperous and high adaptable future workforce.
- Create talent attraction and retention programs for highly educated and skilled individuals by partnering with Fort Leavenworth to identify career and former military personnel who could be interested in Leavenworth for post-military services.
- Development comprehensive programs to strengthen STEM curricula throughout Leavenworth's K-12 schools.



### Facilities or Infrastructure Improvements

- Ensure that employed parents, particularly those in need of upgraded training and education, have access to high-quality child care at affordable prices.

## GOAL 2

Maintain a diverse and valuable tax base.

## STRATEGY 2

Encourage the Professional, Scientific, Technological labor sector as the region attracts more of these jobs with these highly skilled jobs.

### LOCAL ACTIONS:



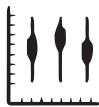
#### Education & Outreach

- Market Leavenworth, and its high quality of life, to regional, national and international audiences to attract a larger STEM workforce.



#### Practice Improvements

- Create an office of innovation within city government or attached to related associations.
- Attract more private sector economic development that contributes to real estate property taxes for use throughout Leavenworth.



#### Policy & Code Adjustment

- Incorporate housing and neighborhood improvement goals in all economic development strategies and plans, while incorporating economic and workforce development goals in all housing and neighborhood strategies and plans.



#### Partnership & Collaboration

- Work with housing and neighborhood leaders to assure that Leavenworth's housing stock and neighborhood settings are attractive, safe, clean, and well-functioning.



### Inventory, Assessment or Survey

- Evaluate the city's use of retail sales taxes in light of ever-changing retail sales practices that may enable taxpayers to avoid local taxes.
- Evaluate the city's use of retail sales taxes in light of ever-changing retail sales practices that may enable taxpayers to avoid local taxes.



### Programs or Services

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### Facilities or Infrastructure Improvements

- Renovate and redevelop real estate of all kinds using sustainability practices that assure use of renewable energy resources, minimize water and waste, and utilize locally sources materials.

# CHAPTER 5



# HEALTHY COMMUNITY





# Public Health & Well-Being

## GOAL

Support a healthy community by promoting healthy development, healthy behaviors and wellbeing for all people and stages of life.

- *How can we support community health?*
- *How do we improve access to physical and mental healthcare services?*
- *How do we improve opportunities for making healthy lifestyle choices?*
- *What opportunities and challenges are associated with the elimination of services at Cushing Memorial Hospital?*

Recommendation: Provide recreational and healthy lifestyle connections, programming and funding for all - aging, mental and physical health needs.

## CONTEXT:

In the U.S., distance to healthcare facilities, quality of care, and lack of insurance or financial capability to pay for services are common barriers to accessing healthcare services. People who do not have access to medical facilities are less likely to obtain preventive health care. Routine medical visits can reduce the risks of developing severe health issues and chronic illnesses.

Good mental health is essential for the overall well-being of an individual. Communities whose residents and workforce are mentally and physically healthy are more resilient and sustainable. Globally, 1 in 4 people will experience mental health difficulties. The World Health Organization projects that a failure to treat depression and anxiety costs the world \$1 trillion per year. Mental health services are beyond capacity in Leavenworth and do not meet community needs. Unaddressed mental health issues lead to increases in ER visits that limit access for others, more police calls, and other social concerns such as homelessness and unemployment.

The U.S. Department of Housing and Urban Development estimates that 26 percent of homeless adults in shelters live with serious mental illness—nearly 46 percent live with severe mental illness and/or substance use disorders. Unsheltered individuals in Leavenworth likely also suffer from mental illness.

Obesity affects almost 1 in 5 children and 1 in 3 adults, putting people at risk for developing chronic diseases like diabetes, heart disease, stroke, and cancer. Childhood obesity has more than tripled in the past 30 years. Obesity currently costs the U.S. healthcare system \$147 Billion per year. That figure will rise without significant, comprehensive intervention.

People who use parks and open spaces are three times more likely to achieve recommended physical activity levels than non-users. Obesity and other adverse health outcomes correlate to the amount of time spent traveling in vehicles and sedentary lifestyles. Increased walking and other physical activity are shown to improve health outcomes, and the most significant health benefits occur when the least active people become even slightly more active.

Combating unhealthy behaviors such as physical inactivity and obesity, which often lead to chronic disease, is a widespread challenge. Local government is in a unique position to reduce the negative outcomes of chronic illnesses by planning infrastructure, development projects, and recreation programming to support healthy lifestyles. Studies demonstrate that access to nature—parks, open space or even just street trees—positively impacts community health. The ability to walk or bike to parks, gyms and neighborhood retail and service businesses increases physical activity. Farmers’ markets provide access to healthy food—another option that promotes mental wellness by increasing the potential for social interaction with friends and neighbors and strengthening a sense of community.

influence health. In the CHR&R 2020 assessment, Leavenworth County ranked 18th for health outcomes and 71st in health factors out of the 104 Kansas counties included in the assessment. According to the County Health Rankings model outcomes are based on length and quality of life, and a number of health factors. The model measures each of the categories found in the image to the right, to calculate a rank for counties. Leavenworth County fairs well in comparison to the State of Kansas in most categories, while ranking higher than the U.S. Top performing cities.

**INSIGHT:**

**Overall Health & Wellness of Leavenworth Residents**

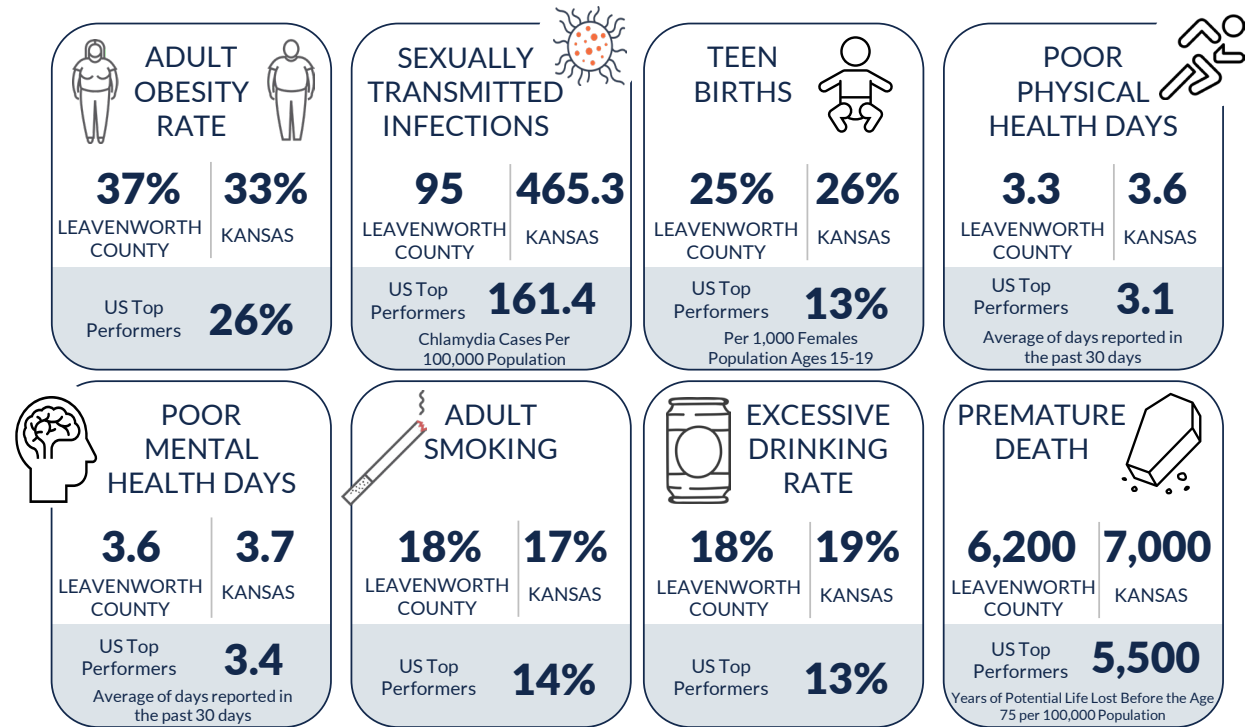
The County Health Rankings & Roadmaps (CHR&R) program is a collaboration between the Robert Wood Johnson Foundation and the University of Wisconsin Population Health Institute. The program assesses the community health of most counties in all 50 states and focuses on multiple factors that

**Access to Care: Health Facilities in Leavenworth and Surrounding Area**

Nearly 95 percent of Leavenworth residents have health insurance. In July 2020, St. Luke’s Health Systems announced the closure of Cushing Memorial Hospital, one of Leavenworth’s two public hospitals. Cushing had 52 beds and provided cardiac rehabilitation, emergency services, diagnostic imaging and radiology, and lab services. Although the hospital services ceased, the primary care offices remain open.

St. John Hospital remains in service as an acute-care hospital with 80 licensed beds and a 150-year

**OVERALL LEAVENWORTH COUNTY HEALTH**



Source: Countyhealthrankings.org

**HEALTH CARE COVERAGE**

	Population With Health Insurance	Population With No Health Insurance	Population < 19 Years of Age Without Health Insurance
Leavenworth	94.7%	5.30%	1.90%
Kansas	91.0%	9.00%	5.20%

Source: ACS, 2018

history of serving the community. It specializes in compassionate care, ambulatory services, surgery, senior behavioral health, oncology, emergency services and rehabilitation. Originally owned by the Sisters of Charity of Leavenworth Health Systems Inc., both St. John Hospital and Providence Medical Center, located in Kansas City, Kansas, were acquired by Prime Healthcare. After a combined operating loss of \$78 million over the past decade, St. John Hospital and Providence Medical Center were on an unsustainable path. These two hospitals work in a shared network and the larger, 400-bed Providence Medical Center fills service gaps for St. John Hospital including with a senior behavioral health unit. To transition previous St. Luke's patients, Humana Health insurance is now accepted at St. John Hospital and Providence Medical Center.

**St. John Hospital Priorities:**

- ❑ Filling overall service gaps
- ❑ Outpatient urgent care
- ❑ Improved Emergency Department
- ❑ Maintaining staff levels during the COVID-19 pandemic and beyond



**Medical services for Active Duty and Retired Military**

The Dwight D. Eisenhower Veterans Affairs Medical Center serves veterans in Eastern Kansas, including nearly 12 percent of Leavenworth County's veterans. The Eisenhower VA Medical Center serves more than 100,000 outpatient visits each year at the 38-bed hospital, which includes a 40-bed nursing home and a 150-bed domiciliary care program. VA Outpatient Services include:

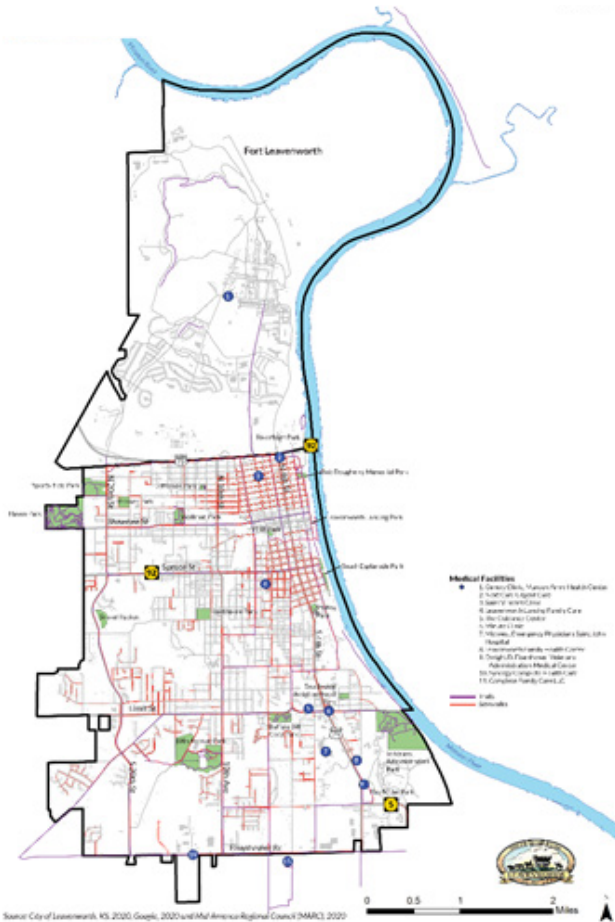
- ❑ Cardiology
- ❑ Dental
- ❑ Dermatology
- ❑ Gastroenterology
- ❑ Hematology
- ❑ Hepatitis C
- ❑ Neurology
- ❑ Oncology
- ❑ Pulmonary
- ❑ Renal
- ❑ Rheumatology
- ❑ Wound Care

The Fort Leavenworth Munson Hospital provides primary care services for active-duty military personnel. The Munson Army Health Center specializes in Family Medicine, Internal Medicine, Hematology/Oncology, Medical Oncology, Psychiatry, Family Medicine with a nurse practitioner and four physicians.



The Guidance Center (TGC) is Leavenworth's community mental health center, which provides outpatient and inpatient behavioral health services, including individual, family and group counseling, psychiatric care, addiction treatment, community support services for those with severe and persistent mental illness, and emergency services. In 2018, TGC provided services to 2,825

In 2019, a Leavenworth County Task Force convened to examine the "the nature and scope of the crisis



facing the mentally ill in Leavenworth County.” Key findings include:

- ❑ 775 emergency room visits for suicidal/homicidal ideation or depression (2018)
- ❑ Leavenworth County reports the highest rate of hospital discharges for mental health visits for people ages 15-24 in the KC Metro Area
- ❑ From 2012–18 the Leavenworth Police Department averaged 195 suicide calls per year
- ❑ Juveniles with diagnosed mental illness received insufficient treatment at the Leavenworth County Community Corrections Program
- ❑ An increase in risk factors for youth experiencing depression and suicidal thoughts, substance abuse, and problem behaviors (2019 Kansas Communities That Care Student Survey)

The following table shows how Leavenworth County spending compares to that of other Kansas counties. The statewide average for mental health funding is \$11.62 per capita.

The Interfaith Community of Hope is a nonprofit organization serving the needs of the homeless in Leavenworth. Its data shows the number of unsheltered people as increasing. Still, chronic homelessness (those repeatedly without shelter) is growing at an even faster rate.

### Access to Care

#### County Mental Health Funding Comparison

County	2019 Funding	Population	Funding Per Capita
<b>LEAVENWORTH</b>	<b>\$197,906</b>	<b>79,315</b>	<b>\$2.50/PERSON</b>
JEFFERSON	\$62,775	18,930	\$3.32/PERSON
WYANDOTTE	\$677,170	163,369	\$4.15/PERSON
ATCHISON	\$73,000	16,398	\$4.45/PERSON
DOUGLAS	\$2,682,096	118,053	\$22.72/PERSON
JOHNSON	\$16,800,249	580,159	\$28.96/PERSON

Source: Leavenworth County Mental Health Task Force Report, 2019

In July 2020, the AARP Livability Index rated Leavenworth’s “access to care” in the top third compared to communities across the US. The closing of Cushing Memorial Hospital will dramatically decrease the types and availability of services provided in the City. Although there are other hospitals within a 15-minute drive of Leavenworth, the distance may be a barrier to access.

### Healthy Lifestyle Choices

Leavenworth provides abundant parks and open space, with nearly 12 acres of parkland for every 1,000 residents. Nearly 47 percent of Leavenworth residents live within a 10-minute walk to a park. A variety of recreation opportunities are available through the Riverfront Community Center, Wollman Aquatic Center and the City of Leavenworth Parks and Recreation Department.

**2019 FITNESS FACILITY VISITS**

**25,036**

14,701 PASSES USED

Source: Leavenworth Parks and Recreation Annual Report, 2019

LEAVENWORTH	LEAVENWORTH COUNTY	NATIONAL AVERAGE
11.8	21.9	9.35
ACRES OF PARKLAND PER 1,000 RESIDENTS	ACRES OF PARKLAND PER 1,000 RESIDENTS	ACRES OF PARKLAND PER 1,000 RESIDENTS

Leavenworth Parkland Based on 2018 Population Estimate

The Leavenworth Farmer's Market is open from May through early October, offering fresh produce and locally made products. The Farmer's Market participates in the Double Up Food Bucks program, a SNAP matching opportunity, making healthy food options more accessible to SNAP participants.

## TRENDS AND FORESIGHT:

### Access to Care

#### *Consumer Demand & Technology*

Consumers are now demanding more choice and participation in their health care. In response, providers are changing business models to increase convenience and access, decrease costs, and engage consumers. At the same time, providers are implementing cost control measures to maintain or increase revenues. Consumers and providers must adapt to ever-changing public and private health insurance programs.

The Prime Healthcare acquisition of local St. John Hospital and Providence Medical Center is an example of the rise in institutional healthcare mergers across the country. The Healthcare Financial Management Association reported several reasons to explain the trend of independent hospitals merging with other hospitals or larger national entities. The shift is primarily due to increased pressure to reduce the cost of care, improve the coordination of care delivery, and assume financial risk for the health outcomes of patient populations. Organizations seek partners with the resources to help add new capabilities, achieve economies of scale, enrich clinical outcomes data, or widen access to services.

### Mental Health First Response

A November 2016 study published in the American Journal of Preventative Medicine estimated that 20–50 percent of fatal encounters with law enforcement involved an individual with mental illness. To address this trend, an increasing number of cities are adopting a mental health co-responder program, where a therapist, mental health counselor, social worker, or treatment professional works alongside law enforcement in the community. The behavioral health specialist's role is to assist an individual in distress, de-escalate situations, and

put individuals in contact with support services or treatment programs.

Other communities implement community-based public safety strategies based around behavioral health experts responding to non-violent crises instead of the police. Eugene, Oregon, uses a model program, Crisis Assistance Helping Out On The Streets (CAHOOTS), that mobilizes two-person teams consisting of a medic and a mental health worker. In 2017, the teams answered 17 percent of the Eugene Police Department's calls. Last year, only 150 of the 24,000 team responses required police backup. CAHOOTS focuses on non-violent resolutions and responders do not carry weapons. The teams handle non-emergency medical issues to avoid costly ambulance transport and emergency room treatment.

CAHOOTS services include, but are not limited to:

- Crisis counseling
- Suicide prevention, assessment, and intervention
- Conflict resolution and mediation
- Grief and loss
- Substance abuse
- Housing crisis
- First aid and non-emergency medical care
- Resource connections and referrals
- Transportation to services

### Impact of COVID-19

The novel COVID-19 virus exposed inequalities in the economy and healthcare system worldwide. The virus is an unprecedented threat to vulnerable populations who often have the least access to information, resources, healthcare, and insurance. Older adults are often at a higher risk of contracting COVID-19—a major concern for Leavenworth as nearly 12 percent of its population is 65 years or older. Nationwide data indicates black populations and other minorities die at a higher rate from COVID-19 than white Americans. Nearly 25 percent of Leavenworth's population identifies as a minority. Unequal access to healthcare and pre-existing health conditions such as asthma (often related to living environments) partially explains these disparities. Rural hospitals are maxed out on hospital beds and

sending COVID-19 patients to larger facilities, and Leavenworth's St. John Hospital is experiencing the challenges of an overwhelmed staff.

### Encouraging Healthy Lifestyles

A healthy lifestyle is defined as embracing more holistic behaviors, emphasizing physical fitness, healthy eating, and mental well-being. The global rise in mental health disorders has prompted many cities to develop proactive mental wellness approaches. Traditionally, the provision of mental health treatment is introduced after symptoms occur. New methods focus on prevention, with one such campaign involving local government, hospitals, communities, and school staff collaboratively

identifying effective prevention methods. Such efforts emphasize that mental health is as vital as physical health for community health.

Communities support the physical and mental health of their residents when they provide healthy lifestyle options and amenities. Parks, open space and recreation opportunities are examples of amenities that help to create a healthy community. Farmers' markets serve a similar function by providing access to healthy food options that are often more affordable than brick and mortar grocery store products.



**STRATEGY 1**

Provide recreational and education resources that promote healthy lifestyles.

**LOCAL ACTIONS:****Education & Outreach**

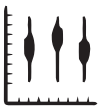
- Create a marketing plan to increase awareness of parks and recreation programs.

**Practice Improvements**

- Create a marketing plan to increase awareness of parks and recreation programs.

**Plan Development**

- Develop a parks and recreation master plan.

**Policy & Code Adjustment**

- Implement a Health in All Policies (HiAP) approach to policy review and adoption. HiAP is a collaborative approach to improving the health of all people by incorporating health considerations (social, physical and economic) into decision-making.

**Partnership & Collaboration**

- Partner with school district, the health care providers and non-profits to create an integrated approach to healthy community lifestyles.
- Collaborate with local grocers or farmers market vendors to create mobile or pop-up markets in underserved areas of the community.

**Enforcement & Incentives**

- Consider regulations to limit or ban smoking and vaping in public outdoor spaces.

**Programs or Services**

- Expand healthy lifestyle programming for all ages and abilities at City parks and facilities.
- Establish a community garden.

**Facilities or Infrastructure Improvements**

- Continue building and filling in gaps in sidewalks, bike lanes and trails.
- Add more fitness and exercise equipment, suitable for a broad range of ages and abilities, in parks and public spaces.

## STRATEGY 2

## Remove barriers to physical and mental health care

## LOCAL ACTIONS:

**Education & Outreach**

- Develop educational programming and marketing about health care services and resources.

**Practice Improvements**

- Increase low or no-cost transportation options to health care facilities.

**Plan Development**

- Develop a parks and recreation master plan.

**Partnership & Collaboration**

- Encourage partnerships between providers and school districts to provide mental and physical health services in school facilities.
- Collaborate with Leavenworth County, health care providers and community agencies to increase the accessibility and availability of mental health services.

**Programs or Services**

- Create a mental health co-responder program.
- Create opportunities for pop-up, neighborhood-based service providers (e.g., mobile health care in parks) to increase health care accessibility.



# Public Safety

**GOAL** Create an environment which people and visitors of Leavenworth feel safe and have access to outstanding and effective fire, police and other emergency services.

- How do we improve public safety?
- How do we build a stronger relationship between public safety services and the community?

Recommendation: Provide outstanding public safety services and grow community relationships.

## CONTEXT:

Public safety is an essential component of a community’s overall quality of life. Public safety services in Leavenworth include police and fire protection, animal control, and parking enforcement.

### Police Department

The Leavenworth Police Department has five districts and is staffed by 61 full-time sworn police officers. The Department operates within the Justice Center it shares with the Leavenworth County Sheriff’s Office. The Department has memorandums of understanding with Fort Leavenworth, the United States Federal Penitentiary Leavenworth, the CoreCivic Detention Facility and the Leavenworth School District to provide a variety of public safety services. The Department operates an 8,800-square-foot Animal Control Facility with a

variety of equipment necessary for dealing with domestic and wild animals. The Police Department currently uses the Lansing Correctional Facility’s gun range for training and practice.

The crime rate in Leavenworth has declined in recent years, but it remains higher than the State of Kansas and national rates. During the past several years, assault and theft are Leavenworth’s most-reported crimes.

There were 21,448 criminal offenses reported in Leavenworth during the past five years and 25,133 calls for service in 2019. Department goals stated in the City’s FY2020 budget include addressing a recent upward trend in domestic violence cases and providing officers training related to technological advancements in crime analysis and mapping.

Police departments around the country are leveraging technology to help them reduce crime and improve public safety.

The Leavenworth Police Department actively seeks ways to improve its relationship with the community. Initiatives include supporting social services, community policing and engaging the community in a



Source: Leavenworth Police, 2019

LEAVENWORTH		KANSAS		NATIONAL	
VIOLENT CRIME	PROPERTY CRIME	VIOLENT CRIME	PROPERTY CRIME	VIOLENT CRIME	PROPERTY CRIME
9.8	32.3	4.2	27.2	3.7	21.9
RATE/1,000	RATE/1,000	RATE/1,000	RATE/1,000	RATE/1,000	RATE/1,000

Source: Kansas Bureau of Investigation and FBI.gov

**Property Crime:** includes the offenses of burglary larceny-theft, motor vehicle theft, and arson. Property crime are offenses where money or property are take, but there is no force or threat of force against the victims.

**Violent Crime:** are offenses against people where the force or the threat of force is used against crimes.

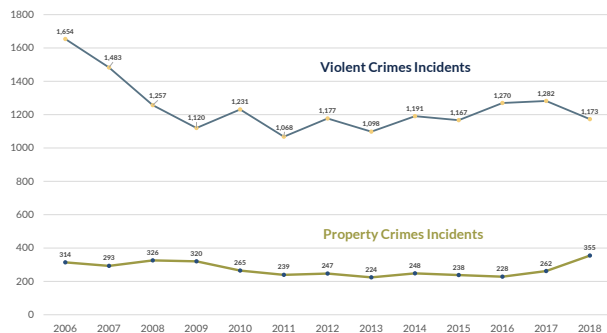
variety of ways. Continuing to focus on community engagement is a department goal stated in the FY2020 budget. The Police Department developed a robust community engagement program that includes a Summer Camp, Trust Talk, and Coffee with a Cop. All program activities were created to cultivate positive interactions between police and the community.

Department responded to 2,750 alarm, 49 fire and 1,702 EMS calls. The Department's five pumper trucks and two aerial trucks meet the National Fire Protection Association (NFPA) 1901 Standard for Automotive Fire Apparatus.

The Fire Department supports efforts to improve community safety in a variety of ways:



Source: Kansas Bureau of Investigation



Source: Kansas Bureau of Investigation

### Fire Department

The Leavenworth Fire Department has 53 full-time firefighters/EMTs, deploying from three fire stations with less than two miles of overlapping response districts. The Department provides mutual aid to Lansing and Fort Leavenworth. The Fire Department provides services that include fire prevention training, fire suppression, protection, search and rescue operations, medical services, inspections, and response to environmental emergencies.

- Adoption of the 2018 International Fire Code; previously they worked from the 2006 International Code.
- Amendment of the City's open burning regulations to prohibit barrel burning. Open fires are now only allowed by permit twice each year, per property. In addition to reducing the risk of fire to residential structures, the new regulations will help improve air quality.
- Offering public education programs, including a smoke detector installation program and CPR classes. It provides smoke detectors to homeowners free of charge as part of a grant-funded initiative. Firefighters distribute and also install the smoke detectors.

The Fire Department's ability to earn an ISO 2 rating demonstrates the Department's efforts to improve public safety. A good ISO rating is an indicator of how safe a community is and impacts the community's insurance rates. It's determined by the NFPA based on a number of factors, including response times and fire flow from a community's water system.

The Fire Department conducts approximately 700 building fire inspections annually. In 2019 the

3 FIRE STATIONS    2,750 ALARM CALLS

38% MEDICAL TRANSPORTS AS % OF TOTAL CALLS

4,501 TOTAL CALLS

ISO Rating FIRE 2

49 SUPPRESSION STAFF

5 Pumper Trucks

2 Aerial Trucks

Approximately 700 annual building fire inspections

PROGRAMS AND SERVICES

- PUBLIC EDUCATION**
- SMOKE DETECTOR INSTALL PROGRAM**
- HANDS ONLY CPR CLASSES**
- PREVENTION TRAINING**
- SEARCH AND RESCUE OPERATIONS**
- MEDICAL SERVICES**
- INSPECTIONS**
- ENVIRONMENTAL EMERGENCY RESPONSE**
- SWAT TEAM**
- INVESTIGATIVE UNIT (SMALL EVIDENCE PROCESSING LAB)**
- ANIMAL CONTROL FACILITY (8,800 SQ.FT)**

*Source: Leavenworth Fire Administration, 2019*

**SWAT TEAM**

**INVESTIGATIVE UNIT (SMALL EVIDENCE PROCESSING LAB)**

**ANIMAL CONTROL FACILITY (8,800 SQ.FT)**

*Source: Leavenworth Police, 2019*

Recruitment and retention of firefighters is a challenge, as Leavenworth competes with other departments for fire service candidates. Another challenge is the age of Fire Station #3. However, a new station is programmed in the City's 5-year Capital Improvement Plan (CIP) for replacement in the next few years.

**Region L Hazard Mitigation Plan**

An increased frequency of extreme weather presents a risk to property, infrastructure, and human safety, and can result in biodiversity loss, water supply issues, population migration, and economic loss. Leavenworth participates in the Region L Hazard Mitigation Plan, which ensures the City remains eligible for federal assistance through the Federal Emergency Management Agency (FEMA).

**INSIGHT:**

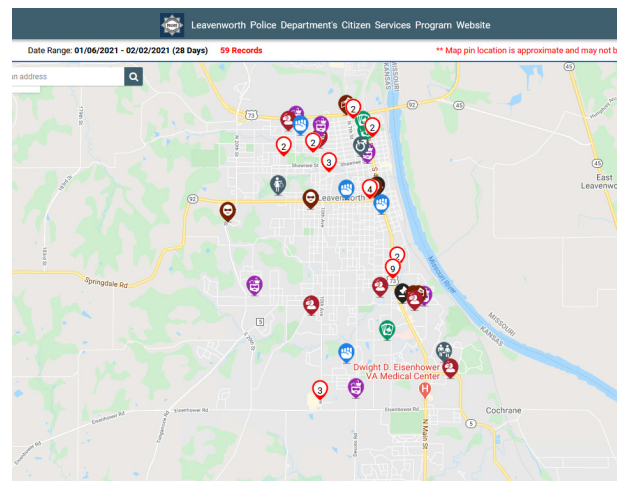
Both the Leavenworth Police and Fire Departments face challenges when filling job vacancies, especially during the COVID-19 pandemic. The Fire Department revised its application process to make it more flexible and open to a wider range of potential candidates. Updating the hiring and testing processes is consistent with best practices employed by police and fire departments across the country to address recruitment and retention concerns.

The same factors that contribute to any community's ability to attract talented healthcare, technical and other skilled workers apply to public safety personnel. Quality workforce housing, recreation and entertainment amenities, strong schools and competitive salaries are all factors that help strengthen the City's attraction and retention efforts.

The police department leverages technology to target crime and improve community relations in a variety of ways. The Department initiated an Interactive Crime Mapping program that allows citizens to monitor the City's high-risk areas and report criminal activity.

Technology aids the Department in its efforts to engage the community. Two public forums scheduled this summer on the use of police force are available for livestreaming so those who cannot attend can still have virtual access to the forum. Electronic police reporting will free up a considerable amount of time for police officers, who will have more time to focus on community engagement and more serious or high priority crimes.

The Department is also working to make police reports completely electronic and is awaiting State approval to implement this program. Coordination with the State is needed to ensure consistent data collection, and the City will be required to meet the State's stringent data security requirements. Once approved, police reports for incidents and minor crimes can be submitted by residents online from home or via kiosks located in the Justice Center.



Safe cities attract new development and give businesses confidence to invest in the community. The Fire Department's ability to achieve an ISO 2 rating, for example, benefits the community because it translates to lower insurance rates. This strengthens the City's ability to recruit new businesses. The Police Department's efforts to engage with residents and businesses in a positive way impacts the community's overall perception of safety, which is closely related to a community's health and overall quality of life. Residents who feel safe in their community are more likely to be active, engage in healthy activities like walking and biking, and feel less isolated.

## TRENDS AND FORESIGHT:

### Community Policing

In its 2015 report on police-community relations in America's cities, the United States Conference of Mayors' first recommendation for communities looking to build trust with law enforcement was to implement community policing initiatives. Dr. Robert Friedmann of Georgia State University and the founding director of the Georgia International Law Enforcement Exchange was one of the first to define community policing in 1992:

*Community Policing is a policy and a strategy aimed at achieving more effective and efficient crime control, reduced fear of crime, improved quality of life, improved police services and police legitimacy, through a proactive reliance on community resources that seeks to change crime causing conditions. This assumes a need for greater accountability of police, greater public share in decision making, and greater concern for civil rights and liberties*

### Specialized Responses to Mental Health Incidents

In its 2019 Annual Report, the Leavenworth Police Department noted that responding to mental health related calls can be the most difficult and dangerous for officers. Nationally estimates show that between 7–10 percent of police-citizen encounters involve someone with a mental health condition. The crisis intervention team model was created to help

police departments more effectively and safely respond to calls for service involving individuals in mental health crisis. In Colorado, a pilot program that places behavioral health clinicians alongside police officers during 9-1-1 responses and routine patrols has proven successful and is expanding from three police department to 12. Funding in the amount of \$16 million is available from the Colorado Department of Human Services to support similar efforts undertaken by other police departments and sheriff's offices.

### Attraction and Retention of Public Safety Personnel

Fire departments across the country are finding it more difficult to attract high quality recruits. A 2017 study published in the Journal of the NPS Center for Homeland Security and Defense cites generational differences as contributing to this perceived issue. Specifically, fire departments have not been successful at recruiting millennial talent. According to the study, outdated marketing, hiring and testing practices are partially to blame.

Communities across the country are looking for creative ways to attract and retain talented public safety personnel. The City of Dayton, Ohio, developed the Homegrown Heroes Program, an initiative that seeks to recruit, engage and mentor current city employees who are eligible to take promotional examinations for police and fire department positions. The program represents a significant change in the city's civil service hiring process. They also collaborated with Dayton Public Schools to launch a Fire/EMS career tech program.

### Cybersecurity

The number of cyberattacks against city governments has grown in recent years. This trend should lead to more cities cracking down on how they protect their network infrastructure and data. According to Smartcitiesdive.com, cities have increasingly become targets for attacks due to their lack of substantial cybersecurity networks. <https://computer.howstuffworks.com/how-wireless-mesh-networks-work.htm>

## STRATEGY 1

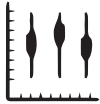
Continue to reduce the City's crime rate which is trending down.

## LOCAL ACTIONS:



#### Practice Improvements

- Continue to grow and expand the Police Department's crime analysis and mapping initiative through technological enhancements.
- Continue the Department's efforts to reduce drug crimes in high-risk areas through targeted initiatives.
- Seek grant funding for equipment and training when grant programs are available.



#### Policy & Code Adjustment

- Ensure development regulations support site and building design to improve public safety and employ prevention through design (PtD) principles.
- Ensure outdoor lighting requirements for public spaces, parking lots and commercial developments are sufficient to promote safety without negatively impacting adjacent residential property.
- Ensure adequate funding for the ongoing training and professional development of all police and fire personnel.



#### Inventory, Assessment or Survey

- Reduce domestic violence incidents through assessment of their cause and seek additional staff training on responding to domestic and family violence incidents.
- Track mental health related incidents to identify need for additional support.
- Develop a statistically significant community survey to assess the community's overall perception of public safety in Leavenworth.



#### Programs or Services

- Improve the City's ability to address mental health and addiction directly through staff training and/or through partnerships with local agencies.
- Continue advocating with state and federal officials for making funding for mental health facilities a top priority.



#### Facilities or Infrastructure Improvements

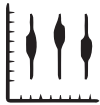
- Install kiosks in the Justice Center to ensure the electronic police reporting system is accessible to more people in the community.
- Enhance external public safety features on all City facilities, such as lighting, security cameras.

**STRATEGY 2**

Improve the City's ability to recruit and retain quality public safety personnel.

**LOCAL ACTIONS:****Practice Improvements**

- Update Fire Department and Police Department hiring process to be more efficient and attractive to the current generation of candidates entering the workforce (Millennias, Gen Z).

**Policy & Code Adjustment**

- Adopt pay plan for the City's public safety personnel that is competitive with departments in surrounding communities.

**Partnership & Collaboration**

- Develop partnership with local schools to develop career/tech programs to expose students to police and fire careers.

**Enforcement & Incentives**

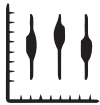
- Support the development of quality workforce housing, recreation, culture and entertainment amenities and other quality of life factors that help attract and retain quality workforce, including public safety personnel and their families.

**STRATEGY 3**

Continue to build better relationships between the City's police officers and the community they serve.

**LOCAL ACTIONS:****Practice Improvements**

- Continue cultivating trust between the community and the police department through community engagement efforts and transparency.
- Leverage technology to increase outreach efforts for people who cannot participate in engagement activities in person.

**Policy & Code Adjustment**

- Ensure adequate funding to support the Police Department's Community Policing efforts.

**Inventory, Assessment or Survey**

- Develop a statistically significant community survey to assess the community's satisfaction with the City's police and fire services.
- Conduct annual resident satisfaction survey to better understand residents' level of satisfaction or dissatisfaction with city services as well as their priorities for improvement.

**Programs or Services**

- Utilize results from community survey to develop new programs or services that improve the relationship between police and the community.
- Conduct regular City Commission and Emergency Responder listening sessions with residents.

**STRATEGY 4**

Continue providing high quality fire protection and emergency medical services.

**LOCAL ACTIONS:****Practice Improvements**

- Seek grant funding for equipment and training when grant programs are available.

**Plan Development**

- Develop a strategic plan for the Fire Department.

**Policy & Code Adjustment**

- Develop and implement department policies consistent with ISO 2 training requirements.
- Ensure the Department is prepared to maintain its ISO 2 rating.

**Inventory, Assessment or Survey**

- Continue to assess factors impacting response times to increase efficiency and bring Fire Department response times closer to the NFPA standard for accredited agencies.

**Enforcement & Incentives**

- Update the International Fire Code each three-year cycle.

**Facilities or Infrastructure Improvements**

- Replace Fire Station No. 3.





# Recreation & Leisure

## GOAL

Create a community that celebrates, welcomes and supports recreational activities and amenities.

- How do we create a community that celebrates, welcomes and supports recreational amenities?
- What are our current recreational events and amenities?
- Which recreational events should we offer or expand?
- What recreational amenities, spaces and facilities are needed?

Recommendation: Continue to maintain and increase options for recreation and leisure.

## CONTEXT:

Parks have been a part of the American landscape since 1634, when Boston created the country’s first park, Boston Common. In the beginning, the rise of planned green space centered around major cities such as New York City. Today, cities build parks of all sizes and shapes for a variety of purposes and uses. These variations achieve three essential values: health and environmental benefits, economic value, and social importance. Millions of acres of land in the United States are dedicated to local, state and national parks. These spaces are vital to communities.

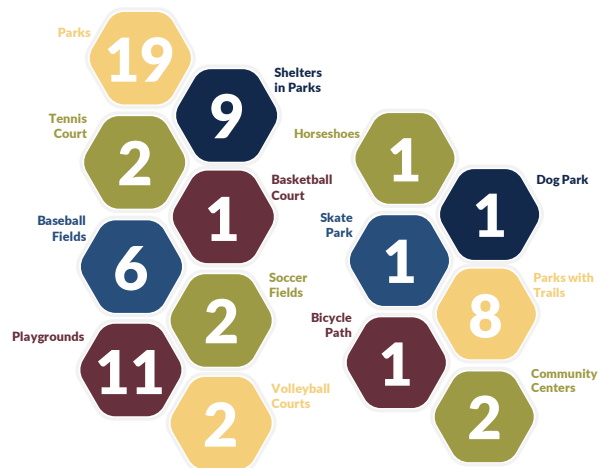
### Parks...

- encourage active lifestyles and reduce health costs
- strengthen local economies and create job opportunities and investment
- make cities more resilient through flood mitigation and cost-sharing
- increase community engagement and reduce crime

- help clean the air and improve public health
- are a tool for cities to achieve equity goals and connect people through green space

### Havens Park

The Leavenworth Parks and Recreation Department is responsible for more than 25 parks, an aquatic center, and the Riverfront Community Center. Parks Maintenance staff manages more than 40 properties ranging from 98–424 acres. The first dog park in the City was funded by private donations and opened



Source: Leavenworth Parks and Recreation Department

in 2010 near the VA Medical Center. Leavenworth's proximity to Kansas City provides professional sports experiences such as baseball, football, soccer, hockey, and racing.

## INSIGHT:

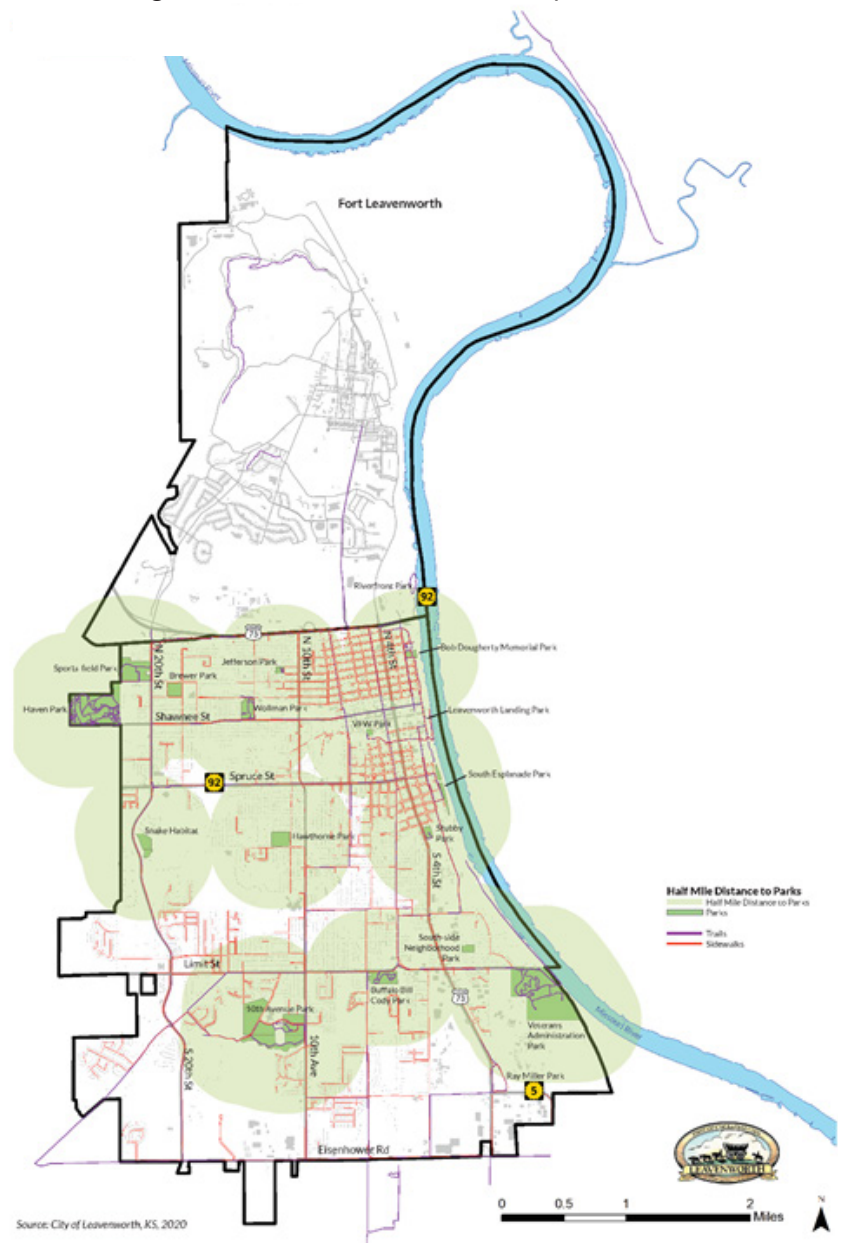
Unless required by cities, green space is often left out of new developments. An open-space and recreation ordinance or parkland dedication are ways to make sure park land is included in development plans. Leavenworth does not currently have such an ordinance, but at one point it did. Cities enact this regulation for several reasons, including the preservation of open space, maintaining community character, providing non-commercial recreational opportunities, protecting natural resource areas, or maintaining agricultural use. In most cases, the ordinance requires that all residential developments provide a fully equipped public park or make a payment-in-lieu of the required park. These regulations vary by city.

### Benefits of this ordinance include:

- **Energy Conservation:** Recreational areas provided through Parkland Dedication and Fee-In-Lieu Ordinances inherently conserve energy by encouraging efficient land use, reducing the reliance on vehicles to access recreational areas, and by creating opportunities for walkable activities based on Smart Growth principles (i.e., mix of land uses, compact building design, range of housing, walkable neighborhoods, preservation of open space, strengthen development, transportation options, strategic development, and stakeholder collaboration).
- **Recreational Opportunities:** The design stage creates recreational areas and opportunities for subdivisions and land developments. Design flexibility is potentially most significant.
- **Reduced Reliance on Public Expenditures:** Reduction of public expenditures for recreational facilities.

- **Additional Funding Potential:** Fee-In-Lieu ordinances can generate funds to match other grant sources.
- **Flexibility:** Fee-In-Lieu can be used to meet recreational needs in areas where dedicated land may not be practical.

Leavenworth currently has one trail south of Downtown that is approximately 1.4 miles long. Nearly 2,320 households and 5,370 people live within a half mile of this trail. Other trails exist in Haven Memorial park to the west and Veterans Administrative Park to the south. The Mid-America Regional Council (MARC) proposed a network of 1,440 miles of interconnected trails throughout the region to connect communities and provide health,



transportation and economic benefits. MARC proposed two trails to improve connections to Leavenworth’s existing trail system. One would be a rail-to-trail conversion from the City’s southeast corner to its northwest corner.

**Programming and Facilities**

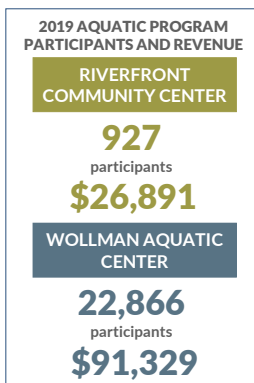
The City of Leavenworth works closely with the Leavenworth Unified School District 453 and shares facilities for some programming. Its recommended that members of the public register and make reservations if they want to use ball fields.

**Other programs and venues:**

- ❑ Legacy Tree Program
- ❑ Recreation Activity Scholarship Program
- ❑ Haymarket Square
- ❑ Historic Performing Arts Center
- ❑ Riverfront Community Center
- ❑ Adopt-a-Park

The STAR Community Rating System builds a framework for cities to set goals, measure progress, and improve local communities. Working within this framework, the public parkland objectives measure four different outcomes. The fourth outcome states that 90% of households should be located within three miles of off-road trail access. Reference the graphic below to learn where Leavenworth stands related to the rest of the measurable outcomes for parkland.

**STAR Community Rating System: Public Parkland Measurable Outcomes**



Source: Leavenworth Parks and Recreation Annual Report, 2019

Source: Leavenworth Parks and Recreation Annual Report, 2019



**Outcome 1: Acreage— Provide ample parkland based on population density as follows:**

- ❑ High: 6.8 acres per 1,000 residents
- ❑ Intermediate-High: 7.3 acres per 1,000 residents
- ❑ Intermediate-Low: 13.5 acres per 1,000 residents > Leavenworth has 11.8 acres per 1,000 residents.
- ❑ Low: 20.3 acres per 1,000 residents

**Outcome 2: Proximity— Demonstrate that housing units are located within a 1/2-mile walking distance of public parkland based on population density as follows:**

- ❑ High or Intermediate-High: 85% or greater
- ❑ Intermediate-Low or Low: 70% or greater
- ❑ Leavenworth has 47% of housing within a 1/2-mile walking distance.

**Outcome 3: Connectivity**

- ❑ Demonstrate that 90% of households are located within three miles of off-road trail access

**Outcome 4: Use and Satisfaction**

- ❑ Option A: Demonstrate that 66% or more of surveyed residents visit a park at least once each year
- ❑ Option B: Demonstrate that 66% or more of surveyed residents respond favorably to the quality of the community’s public park system

## TRENDS AND FORESIGHT:

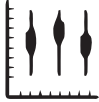
COVID-19 has tested the resiliency of not only our country, but the entire world. The situation has shed light on existing inequities, such as access to high-quality parks. Open space and parks improve mental health, provide physical fitness opportunities, and facilitate social cohesion and spiritual wellness. Research shows that looking at trees and green spaces provides positive psychological benefits. Integrating green elements into traditional grey infrastructure can reduce stress, decrease respiratory and cardiovascular disease, and improve concentration. Incorporating nature in urban design contributes to the mental and physical well-being in a community. Utrecht, Netherlands, has applied this principle for more than 10 years with noticeable benefits. The city increased its green space per household by 24 percent between 2009–14, and Utrecht’s additional trees improve the aesthetic and appeal of streets, while making hot days more comfortable for pedestrians.

The National Recreation and Park Association (NRPA) identified these top trends for 2019:

1. **Recycling**
  - a. The profitability of recycling is over, which may have unknown effects of Parks and Rec programming and messaging.
2. **Opioid Abuse in Parks**
  - a. For a third year in the row, opioid abuse ranks as a growing trend in parks. This epidemic is leading to design, programming, maintenance and public safety changes.
3. **Technology**
  - a. Beacon Counters – Bluetooth-enabled devices detect a person’s presence through a cellphone signal as a means to count park usage.
  - b. Georeferencing – uses RFID or GPS to locate people in more extensive areas.
  - c. Drones – recreational drones monitor park visitors, survey fire-prone landscapes and chart the spread of invasive species
4. **eSports**
  - a. Parks and rec agencies will host eSports tournaments combined with physical activities to draw more young people.
5. **Funding**
  - a. Rising investments in state and local infrastructure indicate parks and rec agencies may receive increased funding (this could change due to COVID-19).
6. **Animal Yoga**
  - a. Yoga with a variety of animals such as dogs, cats, goats, and now pigs are hitting parks and rec agencies.
7. **Dog Parks**
  - a. Fastest growing type of park in the country.
8. **Multifunctional Parks & Facilities**
  - a. Existing parks and parks facilities incorporate consolidated governmental functions and services such as libraries, health services, social services, intergenerational programs, cemeteries and afterschool programs.
9. **Gender Neutral Identification**
  - a. Local governments are altering signage on enrollment forms and bathroom facilities to be more inclusive of members of the LGBTQ+ community.
10. **Outdoors to Indoors**
  - a. Indoor commercial recreation such as trampoline centers, climbing facilities, and multi-sports bubbles with turf-play areas for baseball, lacrosse, football, soccer, and other field sports are growing.

**STRATEGY 1**

Increase green and open space.

**LOCAL ACTIONS:****Policy & Code Adjustment**

- Develop open-space and recreation ordinance.
- Require dedicated green space and trail connections in new subdivisions and land for the cost of their long-term maintenance.

**Facilities or Infrastructure Improvements**

- Develop parks throughout the community to be within a 10-minute walk of existing and new neighborhoods.

**STRATEGY 2**

Increase resident and visitor participation in recreational activities and. community events.

**LOCAL ACTIONS:****Education & Outreach**

- Encourage volunteerism among kids to develop organizational and leadership skills.
- Emphasize kid's involvement in extracurriculars to reduce negative and illegal behaviors.

**Practice Improvements**

- Create a marketing plan to increase awareness of parks and recreation programs.
- Streamline registration, reservation, and payment process for Parks and Recreation.

**STRATEGY 3**

Increase resident and visitor use of parks and recreational amenities.

**LOCAL ACTIONS:****Education & Outreach**

- Encourage volunteerism among kids to develop organizational and leadership skills.
- Emphasize kid's involvement in extracurriculars to reduce negative and illegal behaviors.

**Practice Improvements**

- Create a marketing plan to increase awareness of parks and recreation programs.
- Streamline registration, reservation, and payment process for Parks and Recreation.

**STRATEGY 4**

Increase equitable access and proximity to parks and recreation amenities.

**LOCAL ACTIONS:****Education & Outreach**

- Explore youth arts, culture and recreation after-school opportunities.

**Practice Improvements**

- Seek out grant program opportunities to provide funding for future programs.

**Plan Development**

- Develop a Parks and Recreation Master Plan.

**Partnership & Collaboration**

- Support partnerships to continue increased use of Havens Park.
- Partner with St. Mary's University to explore opportunities to share arts, cultural and recreational facilities.
- Enhance the partnerships with Leavenworth School District 453 to improve recreation opportunities for all youth.

**Programs or Services**

- Update and improve amenities at less used parks to spur growth and use.

**Facilities or Infrastructure Improvements**

- Continue to maintain all existing park and recreation facilities to continue to provide quality service to Leavenworth residents.



CHAPTER

6



# LAND USE & COMMUNITY DESIGN





**GOAL**

Promote growth and development that is sustainable, responsible, and meets the needs of future generations.

- *How do we develop and plan for purposeful growth?*
- *How do we plan for redevelopment and revitalization of our existing community to meet the needs of the future?*
- *How do we enhance our community's design and appearance?*

Recommendation: Manage responsible and sustainable growth and development of Leavenworth.

**CONTEXT:****Land Use**

Land use refers to the activity and function of a parcel of land. Activities and functions range from residential to commercial to industrial to parks and open space. Land use designation takes into consideration physical environment analysis that encompasses both natural and human-made features.

**Land Use Integration**

Land use designation considers integration to the existing land use pattern to ensure complementary surrounding uses in scale, traffic impacts, and operations. Issues arise when non-complementary land uses are adjacent to one another. Non-complementary uses deviate significantly in density, scale, intensity, form, or activity.

**Sustainable and Responsible Growth**

Growth is essential to a community's economic and environmental sustainability. Developments should consider infrastructure cost burdens to the community, equitable and accessible facilities and services, and preservation of natural spaces. When

planning for expansion beyond City boundaries it is essential to plan for the maintenance of existing and future facilities and infrastructure.

**Future Land Use**

Per the State of Kansas statutes, the Future Land Use Map guides future growth and development. The Future Land Use incorporates modifications to the existing Future Land Use map, adopted in 2011. Modifications are intended to achieve the goals and objectives outlined within the Comprehensive Plan.

**INSIGHT:**

The City of Leavenworth encompasses approximately 13.7 square miles within its current boundary. Of that land, 90.4% is developed with 692 acres currently undeveloped. The majority of the undeveloped land is located in the southwest area of the City and primed for residential development.

Between 2018 and 2019, the City of Leavenworth saw a decrease in residential permits for single-family and multi-family development. While demolition permits increased by 53 percent from 2018 to 2019, with the anticipation for future development opportunities.

**90.4%**  
of Leavenworth  
is **DEVELOPED**

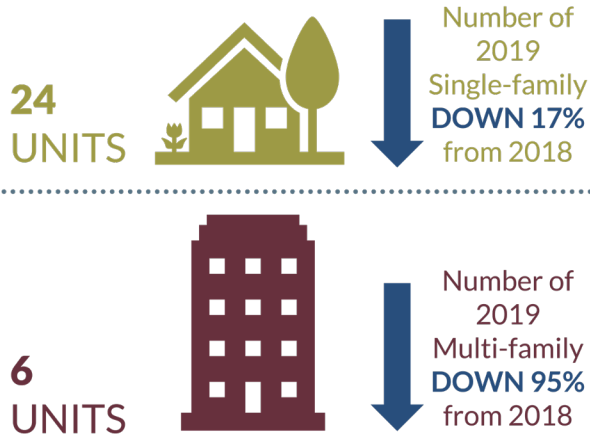
**692** ACRES REMAIN  
**UNDEVELOPED**

Source: Leavenworth GIS, 2020

### Annexation

Leavenworth is bounded on the north, east and south, leaving the land to the west as the only reasonable area for growth. Potential annexation of the Salt Creek Valley lying west of Fort Leavenworth

#### RESIDENTIAL PERMITS



Source: Leavenworth Community Development, 2020

and the Western Ridge, to the west Leavenworth remain an opportunity as identified in the 2011 Comprehensive Plan.

As the opportunity to grow to the northwest into the Salt Creek Valley area, considerations for establishing infrastructure and services continue to be an obstacle. Where annexation to the west is feasible the needs for annexation should be considered when there are no other opportunities for development within the current City boundaries. Future growth to the west should be realized when:

- The growth area promotes the continued growth and prosperity of Leavenworth.
- All infill or developable areas within City boundaries have been developed and redeveloped.
- Surrounding areas provide land for public service facility planning to ensure water and sewer systems, transportation infrastructure and parks maintain service levels.
- The growth area is subject to protective and/or health sanitary regulations and receives city services.



**STRATEGY 1**

Increase infill residential development appropriate to the character of the neighborhood.

**LOCAL ACTIONS:****Practice Improvements**

- Promote infill development, where appropriate, to support more compact urban form and avoid needless and costly sprawl.
- Continue to review and develop new street design and stormwater management standards.
- Strive to create and redevelop building which complement the size and style of the surrounding buildings.
- Encourage reinvestment in our existing neighborhoods.

**Partnership & Collaboration**

- Collaborate with the economic development department and local agencies (e.g., Main Street Program, Leavenworth County EDC) to identify potential development sites to anticipate adequate infrastructure and resolution of regulatory issues.

**Enforcement & Incentives**

- Provide a robust incentives package, such as fee waivers and tax abatement, for quality infill for all zoning districts (Comprehensive Plan, 2011).
-

## STRATEGY 2

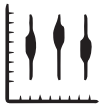
Annex additional land outside the city limits when the development fully funds city funding invested to provide infrastructure.

### LOCAL ACTIONS:



#### Practice Improvements

- Plan and anticipate for development in unincorporated land to the west of the existing City limits.



#### Policy & Code Adjustment

- Develop an annexation policy to responsibly guide development outside the City's limits.



#### Enforcement & Incentives

- Perform a detailed annexation area infrastructure cost analysis for the potential annexation of areas west of 20th Street (Comprehensive Plan, 2011).



#### Facilities or Infrastructure Improvements

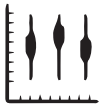
- New development should not adversely affect the response time of emergency services. Plan for new facilities as part of development proposals.

**STRATEGY 3**

Ensure a balanced land-use mix of created and preserved areas unique in character.

**LOCAL ACTIONS:****Practice Improvements**

- Strive to create and redevelop building which complement the size and style of the surrounding buildings.

**Policy & Code Adjustment**

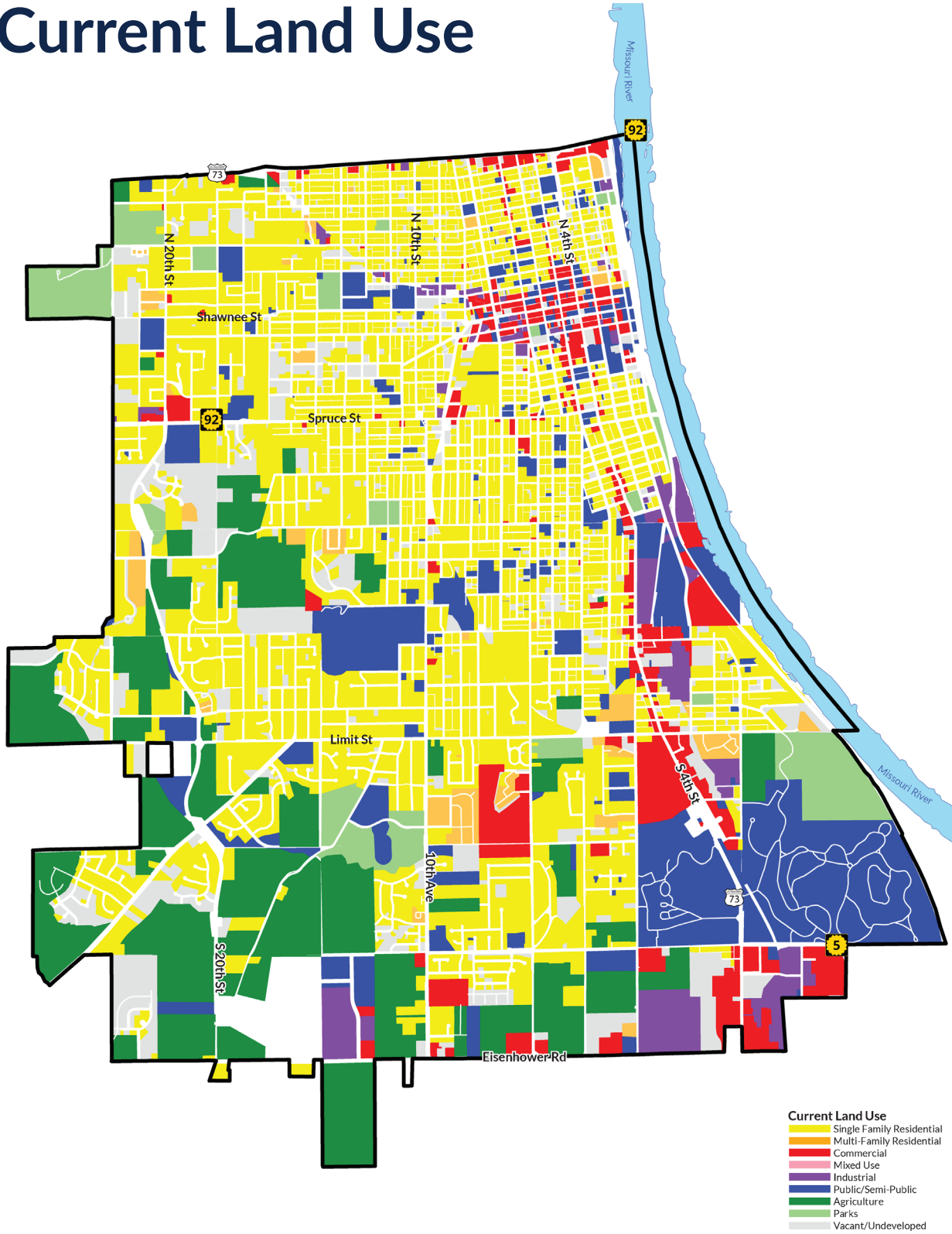
- Support enhancement of the aesthetics of new and existing development – design, landscaping, parking, signage – with special sensitivity to the historic character and building materials found in the community.
- Limit the location of locally unwanted land uses, such as scrap reprocessing, salvage yards, high-intensity industrial uses such as quarries (rock and concrete).

**Partnership & Collaboration**

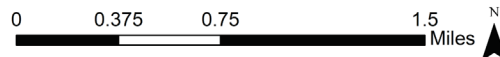
- Collaborate with the economic development department and local agencies (e.g., Main Street Program, Leavenworth County EDC) to identify potential development sites to anticipate adequate infrastructure and resolution of regulatory issues.



# Current Land Use

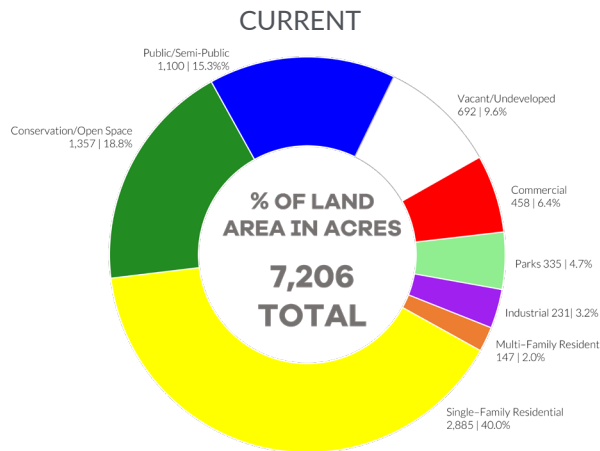


Source: City of Leavenworth, Kansas, 2020



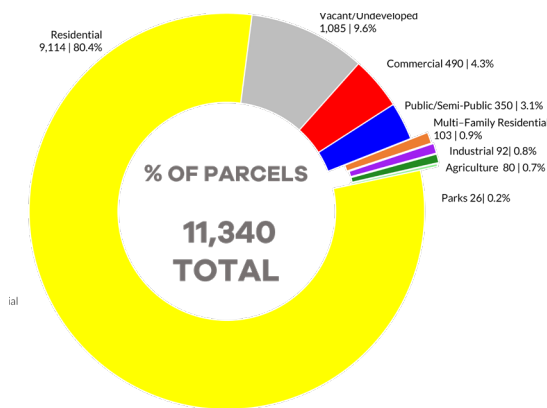
### Changes in Land Use

Future land use in 2030 projects more single-family residential, mixed-use, and industrial development which aligns with the community’s vision and goals.

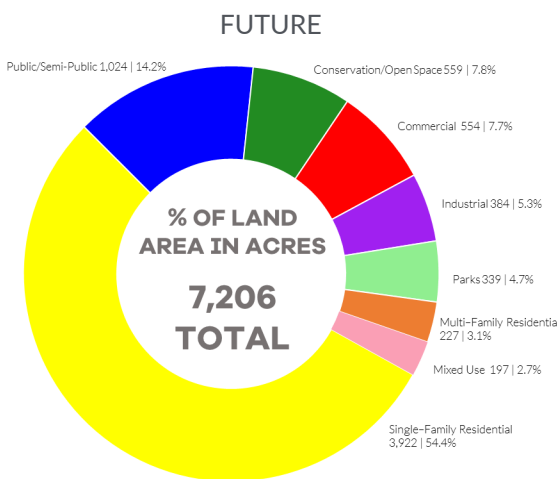


\*8,770 acres total in city boundary, includes utilities, right-of-way and water bodies.

Source: Leavenworth GIS, 2020



Source: Leavenworth GIS, 2020



Source: Leavenworth GIS, 2020

### Land Use Categories

The future land use plan provides a blueprint for sustainable growth and development while maintaining the existing community character. The Land Use Plan identifies the character of distinct areas in Leavenworth with the intent to foster accessible, marketable, and unique future developments.

#### Residential

The Comprehensive Plan simplifies low-density residential uses into one land use category. This simplification allows for consideration of varying residential types throughout the community to meet future market demands. Zoning ordinances further regulate residential uses. Residential uses include conventional single-family, two-family dwelling units. This category also includes existing manufactured housing and allows for potential accessory dwelling units (ADUs) in existing and new neighborhoods, small lot residential developments, and tiny homes, where appropriate.

#### Multi-Family

Multi-Family uses incorporate housing styles and types with densities between five and ten units per acre. Uses are encouraged to incorporate a mix of lot sizes, housing sizes, and styles. Developments should be well connected with the inclusion of parks, public spaces, and bicycle and pedestrian connections.

#### Commercial

Commercial land uses include retail, office, and service-related businesses for the everyday needs of people residing or working in the community. The predominant concentration of commercial activity locates along 4th Street, Metropolitan, and Eisenhower Road.

#### Mixed-Use

The Mixed-Use land use category is intended to accommodate a mix of medium and high-density housing and complementary office, commercial and institutional uses that have, or will have sufficient public utilities. The Mixed-Use category can be arranged in different patterns including a) vertical mixed-use buildings; b) horizontal mixed-use blocks;

and c) mixed-use walkable neighborhoods. The pattern will depend on the existing and historical development pattern of the area.

### **Industrial**

The industrial land use category includes manufacturing, limited office, research, retail, and services activities. Research, warehousing, and other light industrial uses are also appropriate in industrial areas. These areas should be limited in scale and complementary to the surrounding area.

### **Public/Semi-Public**

Public, and semi-public land use includes City, County, or State-owned and operated facilities, education facilities, and faith-based institutions. Governmental uses include offices, public safety uses, public service agencies, surface parking or parking structures, and other uses that are government-owned and relate to the operation of the City, County, and local area.

### **Conservation/Open Space**

Conservation areas balance the protection of sensitive environmental features with the development rights of property owners. Areas of conservation are appropriate in areas containing steep slopes, woodlands, drainage corridors, or other valued natural features.

### **Parks**

Parks are designated areas protected from development and maintained by the Parks and Recreation Department or another entity. Uses include neighborhood and community parks, golf courses, and recreational facilities.

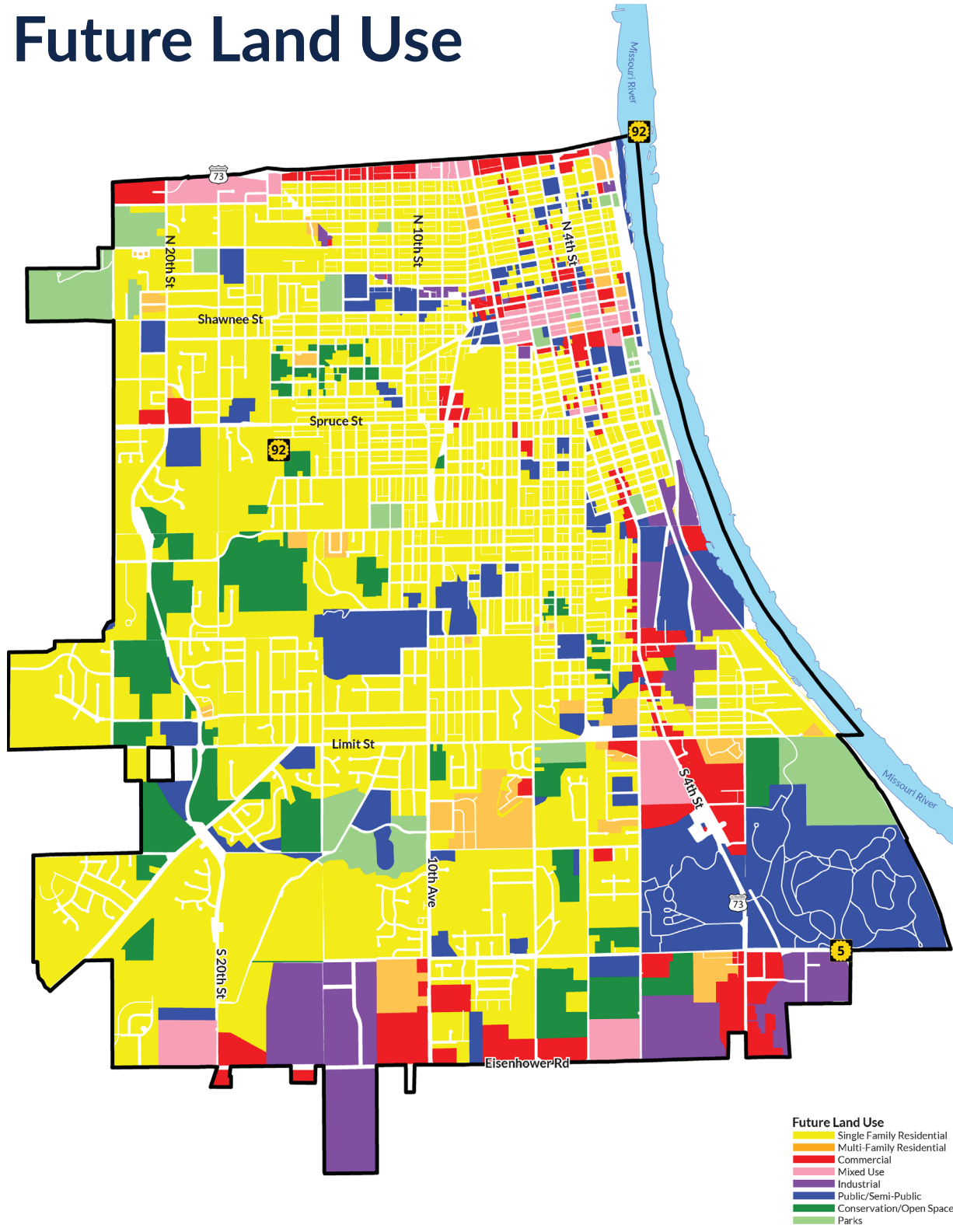
### **Undeveloped/Vacant**

Undeveloped and vacant land are only designated in the Current Land use and portray existing opportunities for immediate or near-future development.

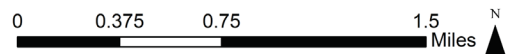




# Future Land Use



Source: City of Leavenworth, Kansas, 2020



## Land Use Policies and Code Adjustment Local Actions

### Historic and Cultural Resources

- Consider adopting a policy aimed at the restoration and preservation of districts and structures that have local historic significance.
- Implement smart building codes and land use policies that facilitate the preservation treatment of historic structures and other cultural resources.

### Sense of Community

- Implement practices that ensure local boards, commissions, and civic organizations have leadership that is representative of local demographics and work with these groups to create a welcoming culture.

### Unique Attractions

- Adjust local policy to make it easier for people to host diverse events and attract people to the city.

### Neighborhoods & Housing

- Allow for alternative housing types (e.g., patio homes, tiny homes, co-housing, and multi-generational housing) to serve a variety of needs.
- Encourage development of infill sites that fit with the area's character by providing incentives to home builders
- Capitalize on Leavenworth's military importance by creating housing opportunities specifically for veterans who could choose Leavenworth for post-service residency. Special attention should be given to the needs of struggling veterans who are homeless (e.g., tiny home villages) or are needing other assistance in affording good quality housing in a nurturing environment.

- Explore code modifications to encourage Universal Design for new residential development.
- Encourage additional residential units/mixed-use development in Downtown.
- Strengthen property owner maintenance codes and enforcement, including consideration of periodic proactive code enforcement in targeted areas where City service requests are greatest. Define minimum requirements to ensure Code Official inspections consistently meet City standards.
- Provide incentives and information about available assistance programs to encourage property owners to rehabilitate homes.
- Provide incentives and information about available assistance programs to encourage property owners to rehabilitate homes.

### Mobility

- Ensure that parking in commercial areas provides a high level of service but does not detract from the community's appearance or impede promoting other transportation modes.
- Develop design standards to require developers to build infrastructure to promote walkability, especially pedestrian connections to commercial districts, recreation and community services.
- Create new policy language to adapt best practices for smart work zones, traffic signal connectivity, highway observation cameras, operation centers, data collection systems, Highway Advisory Radio (HAR), emergency signal preemption, incident management response, and vehicle-infrastructure intercommunication.
- Steer deployment and integration of an innovative transit service, automated transit systems and fully-autonomous vehicles.

## Land Use Policies and Code Adjustment Local Actions

- Identify an optimal location for a single BRT stop with a detailed plan to reduce delay between other communities and the major activity centers.
- Track community demand for Bus Rapid Transit (BRT) which will require infrastructure and vehicle investment, bus station improvements, a modern fare collection system, vehicle to vehicle communications, and advance congestion avoidance to be successful.
- As demand for BRT rises, a partnership between the City of Leavenworth, Leavenworth County, and existing micro-transit services will be needed to promote multimodal connectivity and transit system interoperability.

### Infrastructure & Utilities

- Consider policies that reduce utility maintenance issues and reduce water and pollution.
- Evaluate policy recommendations to increase the availability of high-speed internet service in new developments.
- Evaluate and update residential renewable energy and distributed generation policies as needed.

### Public Facilities

- Consider amending the recently adopted building code to incorporate LEED standards (not requirement for certification).

### Community Appearance

- Strengthen property owner maintenance codes and enforcement, including consideration of periodic proactive code enforcement in targeted areas where City service requests are greatest. Define minimum requirements to ensure Code

Official inspections consistently meet City standards.

- Develop design standards for public infrastructure that reflects quality development.
- Consider adopting an open space and land dedication requirement for new development.
- Develop a policy that requires a percent of public projects to be reserved for public art.

### Natural Resources

- Adjust policy to allow for residential renewable energy generators like wind and solar.

### Sustainability

- Outlaw single-use plastic straws and shopping bags
- Change local policy and code to allow for greener and more resilient building techniques.

### Economic Activity and Workforce

- Maintain and enhance the Downtown District

### Jobs & Workforce

- Incorporate housing and neighborhood improvement goals in all economic development strategies and plans, while incorporating economic and workforce development goals in all housing and neighborhood strategies and plans.

## Land Use Policies and Code Adjustment Local Actions

### Public Health & Well-Being

- Implement a Health in All Policies (HiAP) approach to policy review and adoption. HiAP is a collaborative approach to improving the health of all people by incorporating health considerations (social, physical, and economic) into decision-making.

### Public Safety

- Ensure development regulations support site and building design to improve public safety and employ prevention through design (PtD) principles.
- Ensure outdoor lighting requirements for public spaces, parking lots and commercial developments are sufficient to promote safety without negatively impacting adjacent residential property.
- Ensure adequate funding for the ongoing training and professional development of all police and fire personnel.

- Adopt pay plan for the City's public safety personnel that is competitive with departments in surrounding communities.
- Ensure adequate funding to support the Police Department's Community Policing efforts.
- Develop and implement department policies consistent with ISO 2 training requirements.
- Ensure the Department is prepared to maintain its ISO 2 rating.

### Recreation & Leisure

- Develop open-space and recreation ordinance.
- Require dedicated green space and trail connections in new subdivisions and land for the cost of their long-term maintenance.



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