

Brush Creek Corridor Land Use & Development Plan

Kansas City, Missouri



December 1, 1998

AURI

APPLIED URBAN RESEARCH INSTITUTE

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Executive Summary

Introduction

Current environment

Plan inventory

Development potential

Plan recommendations &
redevelopment framework

Prototype development projects

How can development in the Brush Creek Corridor be directed to obtain maximum benefits for the Brush Creek neighbors and the city at large?

INTRODUCTION

The above question is answered by the *Brush Creek Corridor Land Use & Development Plan*. The Brush Creek Corridor, a four square mile area bounded by Oak Street, 43rd Street, Elmwood Avenue and 55th Street in midtown Kansas City, Missouri, is a district defined by arts and cultural activities and a predominance of parkland. It is the beneficiary of substantial public investment in a flood control and beautification project, as well as significant transportation improvements.

Additionally, most institutions surrounding the Corridor are investing in their property with new or expanded facilities. This plan takes a comprehensive look at public and private development and recommends policy actions that can guide desired land use outcomes befitting the regional destination status of the Corridor.

Participants

This plan was produced with the involvement of the following:

- **Brush Creek Partners:**
a coalition of institutions, neighborhoods and community organizations
- **City of Kansas City, Missouri:**
including the departments of City Planning and Development; Public Works; Parks, Recreation and Boulevards; and Economic Development Corporation
- **Applied Urban Research Institute:**
a nonprofit planning and research organization
- **Community residents:**
from 14 neighborhood associations represented in the Corridor

Community residents, institutions, city agencies and others helped to craft this document into a guide that presents necessary public action and private development response.

Plan principles

This plan is compatible with Kansas City's recently adopted comprehensive plan, FOCUS. It affirms the significance of this Corridor to the city and stresses the role of community anchors, particularly the major institutions and other nonprofit organizations found there.

CURRENT ENVIRONMENT

The dominant characteristics of the Corridor are:

- Brush Creek—an urban waterway undergoing flood control and beautification will add an amenity to Kansas City's midtown area.
- Parkland—in addition to the parkway that surrounds the creek, there are more than a dozen parks designed for both passive and active uses.
- Community anchors—from schools and churches to the academic, health and cultural institutions that draw visitors from around the region and country, the Brush Creek Corridor is well endowed with community-focused institutions that can and do play a role in the physical, economic and social health of the area.

In addition, the Corridor is home to approximately 50,000 residents, roughly eleven percent of Kansas City's overall population. In general, Corridor residents are less affluent and somewhat younger than those of the City. Additionally, the Corridor saw a larger percentage population loss (1980 to 1990) than did the City.

PLAN INVENTORY

The *Brush Creek Corridor Land Use & Development Plan* process includes an inventory of public and private plans. Citywide plans, such as those for housing and community development, capital improvements, major streets, parks, and the recently-adopted comprehensive plan, are all applicable to this area. Additionally, four area plans and eleven project plans produced for or adopted by the City have been assessed for impact.

Private plans in the area include commercial development proposals, housing rehabilitation and development plans, and institutional facility and master plans. Institutions such as the Boys and Girls Club of Greater Kansas City/Genesis School, Kansas City Public Library, Kauffman Foundation, Midwest Research Institute, Nelson-Atkins Museum of Art, Rockhurst College, St. Luke's Hospital, Stowers Institute for Medical Research, Swope Parkway Health Center, and University of Missouri-Kansas City, all have projects in the planning stages, with many under construction.

These plans describe a great deal of investment concentrated at the western and eastern ends of the Corridor, but little development attention directed towards the central area between The Paseo and Cleveland Avenue.

This investment by major institutions and private developers expresses a commitment to this area and represents an unprecedented amount of near-term development potential to enhance some of Kansas City's most notable attractions.

DEVELOPMENT POTENTIAL

The process for this plan involved a series of community roundtables and interviews with institutional representatives, public agency staff and neighborhood leaders. A number of key issues emerged for elaboration:

- How established policies and projects underway by institutions and public entities can be coordinated to encourage further development
- How regional and community market forces can be incorporated to foster institutional, housing and retail development

These issues led the community to discuss thirteen potential projects throughout the Corridor. The chief themes expressed in these projects are:

- More intense land uses adjacent to the Creek
- Neighborhood redevelopment throughout the Corridor
- Parkland facility enhancement for community and regional use

These projects were discussed first in three thematic task forces: Cultural District, Parkland Development and Neighborhood Development. Eventually the task forces took on a geographic focus. Each of four potential prototype projects contained key conditions for development action: existing public investment and the potential for catalytic institutional involvement.

PLAN RECOMMENDATIONS & REDEVELOPMENT FRAMEWORK

The *Brush Creek Corridor Land Use & Development Plan* public policy recommendations will facilitate development action by private sector interests. These recommendations include:

- Modifying the City's adopted land use plan at four locations to reflect the following land uses: low-medium density residential (Troostwood neighborhood), open space (The Paseo intersection), retail commercial (along Swope Parkway), and mixed uses (at Prospect Avenue and Swope Parkway).
- Examining zoning designations along Swope Parkway and at Prospect Avenue to alter development parameters.
- Investing in public infrastructure projects and traffic analysis to enhance development sites and assess impacts at 47th Street and Troost Avenue, 45th Street and Rockhill Road, and at The Paseo intersection.
- Applying the various development tools made available by city, state and federal sources to targeted sites.

Design guidelines

This plan incorporates the Brush Creek Design Guidelines prepared by the Parks Department in 1995 to make them a formal part of development review in the Corridor. To ensure the impact of these design guidelines as they relate to site and structure characteristics, Brush Creek Partners will conduct an informal review process for developments proposed within the Corridor to comment on both *functional* and *aesthetic* features. These design guidelines can help assure site-specific features that enhance value in the Corridor. In addition to reviewing site characteristics, Brush Creek Partners will provide technical assistance to institutions and other developers seeing appropriate community participation in their planning processes.

PROTOTYPE DEVELOPMENT PROJECTS

Four prototype projects encompassing housing, commercial and recreational development are described below.

Cultural District

Interpretive trail

Location. From 45th Street south to Brush Creek, and from J.C. Nichols Parkway east to Troost Avenue.

Institutional catalyst. The three main arts institutions—Nelson-Atkins Museum of Art, Kansas City Art Institute and Kemper Museum of Contemporary Art.

Public investment. Kansas City Sculpture Park and Theis Mall improvements.

Kansas City's cultural district, within the Brush Creek Corridor, contains the city's greatest collection of art museums and formal landscape settings, including the Nelson-Atkins Museum of Art, the Kemper Museum of Contemporary Art, and the Kansas City Sculpture Park. A pedestrian trail connecting the existing cultural settings and institutions is proposed.

The trail consists of an inlaid brick edge to existing sidewalks that mimics the design of the paths within the Kansas City Sculpture Park. Informational markers at key points along the trail will orient visitors and expand knowledge of the history and significance of the area. Points of interest that will be connected include:

- Brush Creek
- Discovery Center
- Kansas City Art Institute
- Kansas City Sculpture Park
- Kauffman Legacy Park
- Kemper Museum of Contemporary Art

- Mill Creek Park/J.C. Nichols Fountain
- Muriel McBrien Kauffman Memorial Garden
- Nelson-Atkins Museum of Art
- Southmoreland Park
- Theis Mall/Amphitheater

The lack of a cohesive visual identity for the cultural district discourages visitors from considering the area as a district. A walking trail that links the largest cluster of these activities (and that can later be expanded to include other attractions and historic neighborhoods) will enhance the utility of the area for visitors and residents alike.

Troostwood Neighborhood

Housing conservation and development

Location. From Volker Boulevard south to Rockhurst Road, and from Troost Avenue east to The Paseo.

Institutional catalyst. Rockhurst College, working with Neighborhood Housing Services.

Public investment. Rehabilitation of Forest Avenue/49th Terrace homes by Kansas City's Housing & Economic Development Financial Corporation.

The Troostwood neighborhood is located south of the Creek, surrounded by the Stowers Institute for Medical Research, Rockhurst College and University of Missouri–Kansas City. Its historic fabric and unique features, such as the pedestrian walkways that connect the irregularly-sized blocks, make this neighborhood a valuable housing resource for employees of adjacent institutions.

Several residential development projects are proposed for the neighborhood, including:

- Single family housing
- Multifamily (senior) housing

The City's *Consolidated Housing & Community Development Plan* suggests new housing construction for moderate-income households for the Strategy Area which includes Troostwood. Infill housing in this neighborhood will support the predominantly single family character.

Elderly residents of neighborhoods like Troostwood may wish to remain in the community after they have decided they do not want the burden of homeownership. The proposed senior housing projects would provide those residents with an option in a community with which they are already familiar. This neighborhood is a good location for senior housing, given its proximity to shopping (Plaza East development; Troost Avenue; Country Club Plaza) and medical facilities (Saint Luke's Hospital; Swope Parkway Health Center), and its public transit access.

Swope Parkway

Mixed used development

Location. On the south side of Brush Creek, between the Creek and Swope Parkway, from Woodland Avenue to Benton Boulevard.

Institutional catalyst. Parks, Recreation and Boulevards Department; area churches; community development corporations; private developers.

Public investment. Bruce R. Watkins Drive and Blue Parkway improvements; removal of Woodland Avenue bridge.

Land along Swope Parkway, from Woodland Avenue to Benton Boulevard, represents the last opportunity for large scale redevelopment immediately adjacent to the Creek. Highway access resulting from the completion of Bruce R. Watkins Drive and improvements to Blue Parkway and The Paseo intersection will enhance the locational desirability of these parcels.

Proposed development projects include:

- An extended-stay suite hotel for the spillover Plaza market and nearby institutions
- Office space
- Locations for specialized retail, focusing on extracurricular activities such as sports, art, music and religion
- Convenience store and gas station
- Ice skating facility in Martin Luther King Park

The Corridor benefits from elevating the land uses at this development node. Transportation access will be greatly improved once Bruce R. Watkins Drive and the Blue Parkway realignment are complete. That access will bring thousands of cars past this site every day.

A recent Parks Department study shows the economic feasibility of a hotel at the Woodland Avenue and Swope Parkway location. In addition, the department's 1993 park plan describes an ice skating rink shortage in the community service areas on the east side of the city.

The type of retail being targeted with this development scheme will bring a specialty niche to an area that currently experiences leakage beyond the urban core for craft materials, sporting goods, and religious articles.

Cleveland Corridor

Housing, institutional and recreation-based neighborhood revitalization

Location. Along Cleveland Avenue, from 43rd Street south to 54th Street.

Institutional catalyst. Boys & Girls Club/Genesis School; Swope Parkway Health Center.

Public investment. Brush Creek Community Center; Blue Parkway; Bruce R. Watkins Cultural Heritage Center; Brush Creek Amphitheater; Lake Elmwood.

The Cleveland Corridor, on the east side of the Brush Creek Corridor, has the benefit of two institutions acting to stabilize and enhance this community setting.

The institutional, housing and retail development project at Swope Parkway Health Center acts as the southern anchor to the Corridor with the proposed Boys and Girls Club/Genesis School redevelopment as the northern anchor.

The proposed development involves rehabilitation and construction of single-family residences in areas adjacent to sites of institutional expansion and investment. In addition, creation of a recreational trail, and renovation of baseball and ancillary facilities at Satchel Paige Stadium expand the sports options for neighborhood residents. Streetscape improvements will also be implemented.

Significant public investment in the Creek, Amphitheater, and Lake Elmwood have enhanced the appearance of the natural setting; Bruce R. Watkins Cultural Heritage Center and the Brush Creek Community Center draw users to the varied programming offered by those two Parks Department-run entities.

Swope Parkway Health Center has completed the bulk of its health campus with its clinic and Imani House; KCMC Child Development Corporation has occupied the Thomas-Rocque Child and Family Development Center; and Community Builders of Kansas City has the 90-unit Mount Cleveland Cooperative Village under construction. Also planned as part of the Mount Cleveland Initiative is the Blue Parkway Town Center, a retail location for a grocery store, specialty shops and service-oriented businesses.

All of this investment and scheduled activity, when planned for comprehensively, can have great collective impact.

SECTION 1

Introduction

Purpose

Participants

Project boundaries

Process

Community involvement

Kansas City's plan hierarchy

This document, the Brush Creek Corridor Land Use & Development Plan, represents over 10 months of dialogue among institutions, residents and City agencies with an interest in the future of Kansas City's Brush Creek Corridor.

PURPOSE

The purpose of this plan is to build upon existing public investment in an area that contains a concentration of cultural, research, educational, recreational and health-related facilities unique to the Kansas City region. The plan answers the following question: How can development in the Brush Creek Corridor be directed to obtain the maximum benefits for the Brush Creek neighbors and the community at large?

The Brush Creek Corridor is a planning district defined by land uses adjacent and related to Brush Creek and its attendant parkland. The area examined for this study is reinforced by the following characteristics:

- **Open space/parkland.** Brush Creek is a public waterway that attracts recreational users and enhances the value of adjacent property. The Creek is undergoing a flood control and beautification project that will add protective features, expand the utility and improve the appearance of this parkland centerpiece.
- **Land use concentration.** In addition to the parkland that is so prevalent in the area, the Brush Creek Corridor concentrates unique land uses—predominantly institutional—not found to the same degree in other locations around the city. The academic, research and cultural facilities found there define a unique level of uses, mix of users and purposes that compliment each other and make this area a destination.
- **Design.** The Corridor, with its profusion of parks, boulevards, and fountains, represents the design legacy of George Kessler, William Rockhill Nelson, August Meyer, and other forefathers of Kansas City's 100-year-old parks and boulevards system.
- **History.** Dating to before the Civil War, Brush Creek has been a local landmark, a reference, a focal point—and ultimately—a destination. The Corridor has received a great deal of civic attention over the years, beginning as early as 1906, when landscape architect George Kessler and the Board of Park Commissioners recommended a parkway along Brush Creek. Improvements west of The Paseo began as early as 1911 and east of The Paseo in 1920. Private investment followed the public improvements as J.C. Nichols announced the plan for his Country Club Plaza shopping district in 1922.
- **Economy.** The Brush Creek Corridor has an influence on the Kansas City economy as an employment and visitor's center. In

addition, because of the unique concentration of activities found there, the area is a purchaser of particular goods and services not consumed at similar levels elsewhere. In this plan, the Brush Creek area is the subject of study for its potential as a regional growth corridor.

PARTICIPANTS

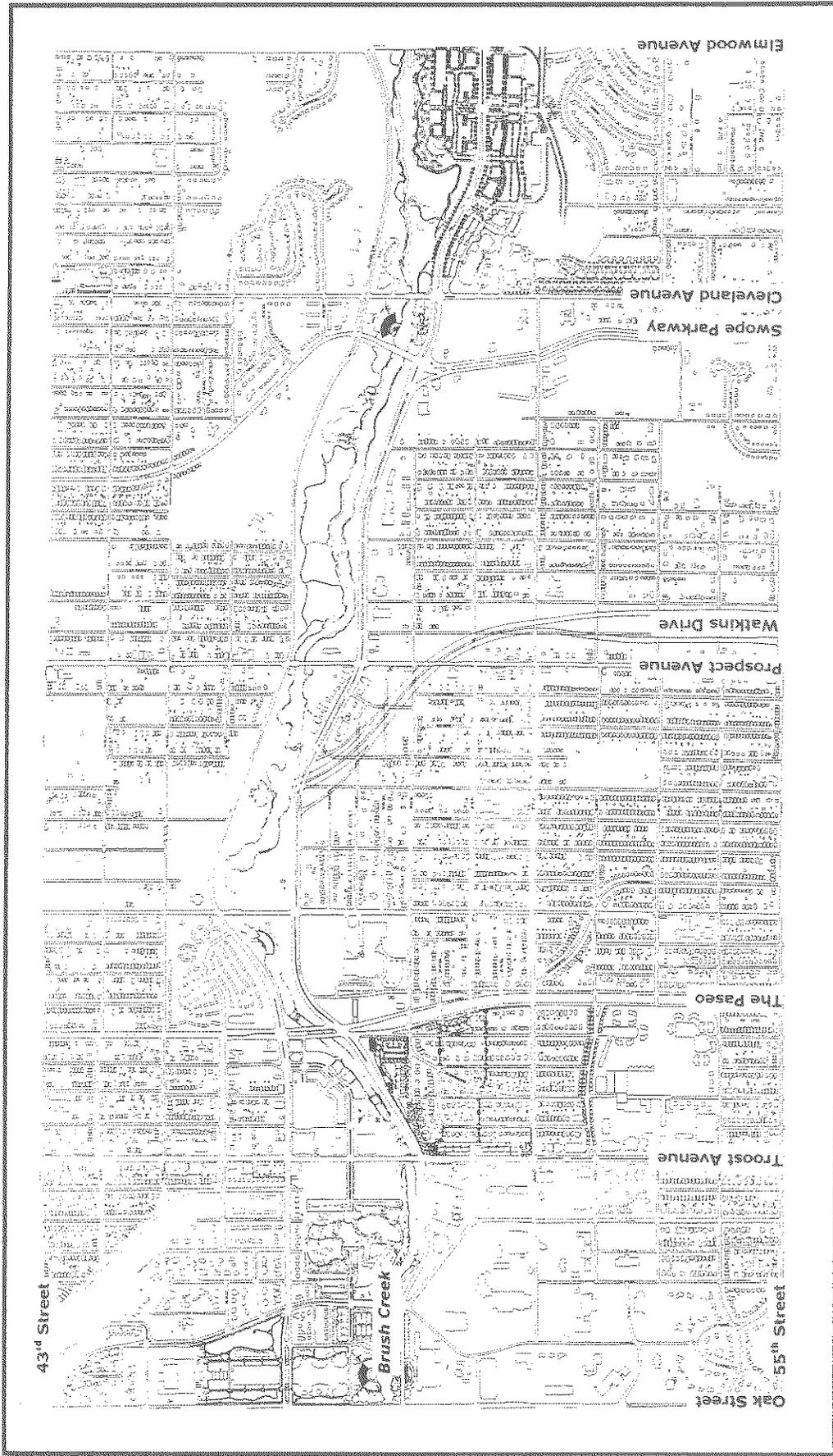
The *Brush Creek Corridor Land Use & Development Plan* results from the continued involvement of these participants:

- **Brush Creek Partners** is an organization of institutions, neighborhoods and community organizations whose mission is to develop strong neighborhood and institutional partnerships that lead to a healthy, inclusive community. Brush Creek Partners' vision is of a world-class cultural and research district surrounded by healthy neighborhoods throughout the Corridor. Brush Creek Partners' support for the funding and implementation of this plan is one strategy for achieving those goals.
- The **City of Kansas City, Missouri** also provided funding for this plan, as well as ongoing involvement and guidance as the plan evolved. The City departments and agencies participating in the process included:
 - City Planning & Development
 - Public Works
 - Parks, Recreation and Boulevards
 - Economic Development Corporation
- The **Applied Urban Research Institute** is a nonprofit organization that counts neighborhood planning, development planning and applied research among its charges. Its role was to prepare this land use and development plan for Brush Creek Partners and the City.
- **Community residents** participated in the creation of this plan through issue development and plan refinement in a series of Community Roundtables held as a part of each plan component.

PROJECT BOUNDARIES

The area of study established by the City and Brush Creek Partners for this plan falls within the following boundaries:

- 43rd Street on the north
- 55th Street on the south
- Oak Street on the west
- Elmwood Avenue on the east



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STUDY AREA

Brush Creek Partners

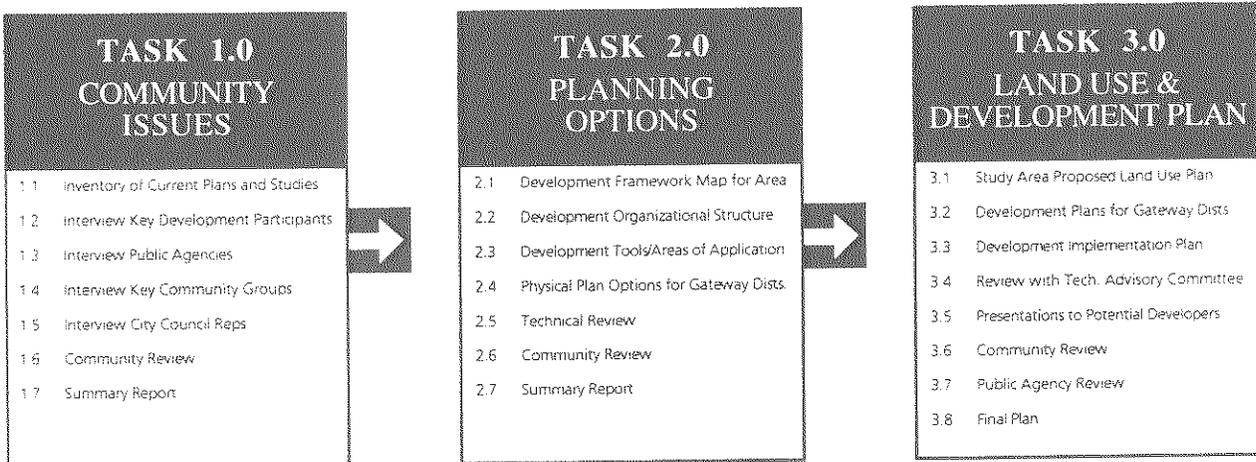
Brush Creek Corridor Land Use & Development Plan

PROCESS

The *Brush Creek Corridor Land Use & Development Plan* process was comprised of three tasks:

- **Task 1: Community issues inventory.** This task included an inventory of current development efforts and planning exercises. Direct discussion with development agents, public agencies and community groups, based upon the framework of current and planned activities, spurred the generation of an inventory of issues of common concern to all participants.
- **Task 2: Planning options framework.** A development framework was produced illustrating the issues cited in Task 1. Ways to implement prototype development projects were offered, both through a description of available development tools, and a range of roles an organization like Brush Creek Partners could play.
- **Task 3: Land use and development plan.** The final task, which results in this document, offers a description of the Brush Creek Corridor through its current conditions, plans in effect, and development opportunities. It addresses future land use through illustrative prototype development projects accompanied by recommended public policy changes and schedules for implementation.

The plan process is illustrated as follows:



Summary reports from the first two tasks serve as resource documents supporting the findings of this plan.

COMMUNITY INVOLVEMENT

The Brush Creek Corridor encompasses over a dozen neighborhood groups. The associations that represent neighborhoods in the Corridor are:

- Blue Hills
- East Area Community
- 49/63
- Hyde Park
- Ivanhoe
- Manheim Park
- Mt. Cleveland
- Oak Park
- Rockhill Homes
- Sheraton Estates
- Southmoreland
- Swope Parkway-Elmwood
- Town Fork Creek
- Vineyard

Each of the three plan process tasks was accompanied by Community Roundtables, at which representatives of the Corridor neighborhoods offered input and reviewed plan progress with members of adjacent institutions and public agencies.

Summary report findings for each task were reviewed during these roundtables, and the reports were revised accordingly.

KANSAS CITY'S PLAN HIERARCHY

The City of Kansas City, Missouri has a hierarchy of plan documents. These include citywide plans, such as Kansas City's comprehensive plan, its major streets plan and park system plan. The hierarchy also includes area plans and project plans.

The Brush Creek Corridor Land Use & Development Plan is a project plan that fits within the City's overall plan framework. It takes the principles of *FOCUS Kansas City*, Kansas City's comprehensive plan adopted in 1997, and moves them to implementation steps. Its relevance to the themes discussed in the City's comprehensive plan follows.

Principles embodied in the plan

The *Brush Creek Corridor Land Use & Development Plan* emphasizes connections of people to places, and the past to the future. The reason for the Brush Creek Flood Control & Beautification Project was tragedy—the flood of 1977—which public investment is turning into positive outcomes. The purpose of this plan is to coordinate that public improvement project with other policy actions to enhance the utility of the Brush Creek Corridor for the next generation.

The recommendations in this plan reinforce a well designed city framework by using transportation and infrastructure improvements of Brush Creek, Bruce R. Watkins Roadway, Blue Parkway

and the Paseo Intersection Complex to lead private investment in the city. The plan helps to target financial investments strategically to build the City's tax base and use appropriate local incentives through a set of prototype redevelopment projects found in Section 6. The plan suggests that a way to build a competitive economy is by stressing the advantages of the area and expanding its unique concentration of activities.

This plan reaffirms the significance and value of the urban core of Kansas City, stressing the historical evolution of institutional concentration in the Brush Creek Corridor and advantages offered by that location. By emphasizing the mutually beneficial roles of major institutions and the communities in which they are located, it strengthens the neighborhoods within the Corridor. The plan provides a way for those community anchors to act as stewards for their surroundings through the prototype development projects. As well, this plan emphasizes the connectedness and identity of neighborhoods by linking them to each other via the physical element of the Creek.

The plan advances education, culture and the arts by multiplying the strengths of the key concentration of these activities in the city. The plan stresses neighborhood livability and quality places to live and work through the connections among institutions, schools, parks and neighborhoods.

This plan, which builds upon an east-west feature of Kansas City's urban structure, seeks to strengthen city life by recommending improvements to an area of great allure to residents and visitors alike. The great public amenity provided by that waterway and adjacent parkland is celebrated by this plan.

Finally, this plan's underlying theme is Brush Creek as a connecting corridor. Brush Creek's role as an east-west connector helps people to move about the city and to think about the city along a different orientation.

Next, a description of the current environment offers an inventory of dominant features and socioeconomic characteristics of the Brush Creek Corridor.

SECTION 2

Current Environment

Dominant characteristics

Demographics



The current environment can best be described with an inventory of dominant characteristics. Physical features are first described, followed by a brief demographic description of the Corridor's residents.

DOMINANT CHARACTERISTICS

The Brush Creek Corridor area is characterized by several features that make it a unique regional destination. It is defined by an urban waterway, Brush Creek, that connects the City along an east-west axis.

Brush Creek

The Creek itself is the beneficiary of great public investment as a result of the Brush Creek Flood Control and Beautification Project undertaken by the City and the U.S. Army Corps of Engineers. This project is the public sector response to a devastating flood in 1977 that caused many deaths and extensive property damage. While the project's main focus is to increase the stability of the area in case of heavy rains, the City is adding amenities along the Creek to expand its use as an aesthetic and recreational asset for Kansas City. This leading public infrastructure project can encourage private development along the Corridor.

Parkland

Parkland plays a particularly significant role in the Corridor. The green space of the Brush Creek Parkway surrounds the length of the Creek itself. The original boundaries for Brush Creek Parkway were proposed in 1906 by landscape architect George Kessler, who recognized the importance of the natural stream valley to Kansas City's 1893 parks and boulevard system plan. In 1916 the initial 40 acres of the parkway were acquired. Today a dozen parks provide a variety of passive and active settings within the Corridor.

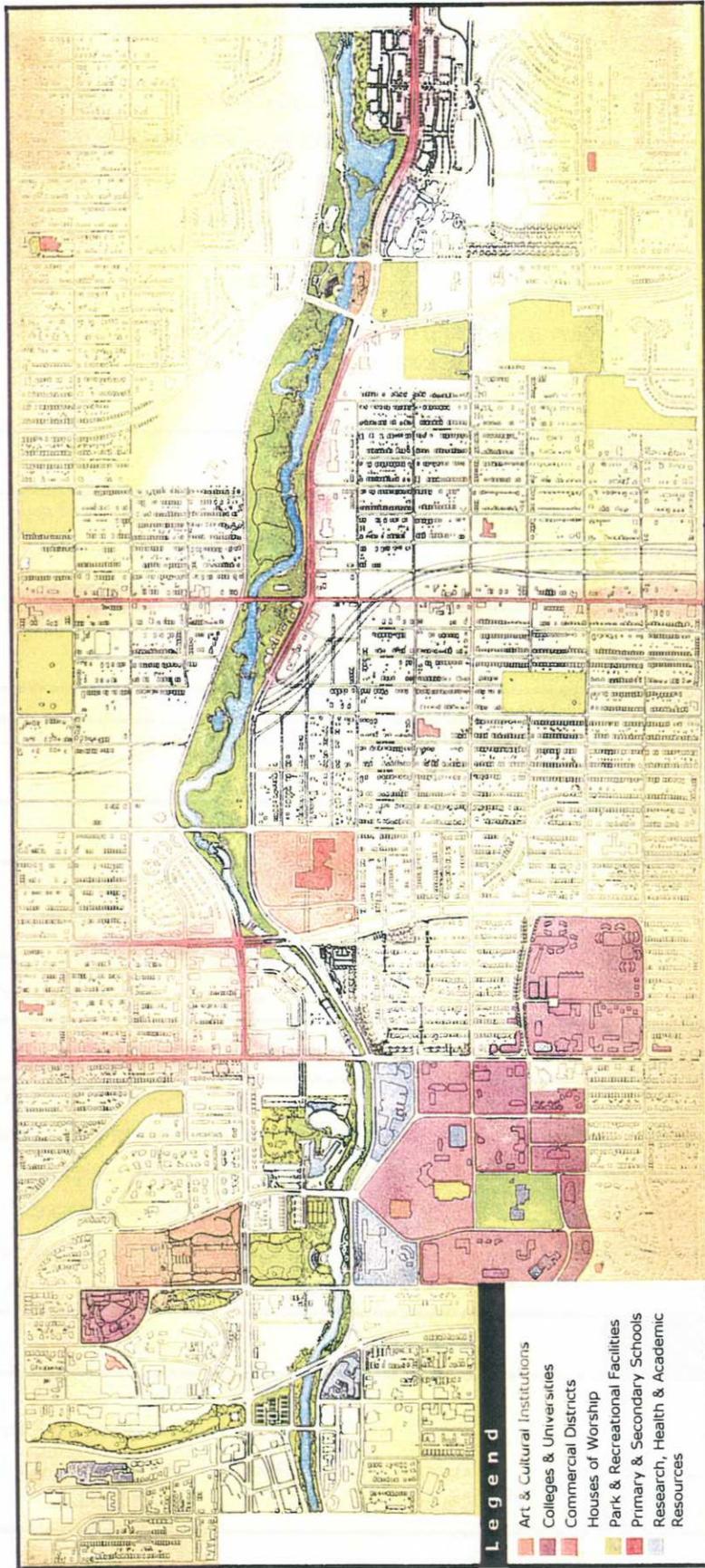
Community Anchors

The Brush Creek Corridor also concentrates a collection of Kansas City's venerable institutions, including the Nelson–Atkins Museum of Art, Saint Luke's Hospital, Rockhurst College, University of Missouri–Kansas City, Kemper Museum of Contemporary Art, and Kansas City Art Institute. This concentration makes the Brush Creek Corridor the central cultural district of the Kansas City region. These institutions, along with other recreation, educational, cultural, spiritual and commercial facilities, fall into the following general categories:

- Art and cultural institutions
- Colleges and universities
- Primary and secondary schools
- Research, health, and academic resources
- Commercial districts
- Park and recreational facilities
- Houses of worship

An inventory of study area community anchors by type follows, and is accompanied by a map on Page 12.

Art and cultural institutions	
<ul style="list-style-type: none"> • Bruce R. Watkins Cultural Heritage Center • Heart of America Shakespeare Festival • Kansas City Sculpture Park • Kemper Museum of Contemporary Art • Missouri Repertory Theater 	<ul style="list-style-type: none"> • Nelson-Atkins Museum of Art • Paseo Academy of the Arts • Toy and Miniature Museum • UMKC Conservatory of Music
Colleges and universities	
<ul style="list-style-type: none"> • Kansas City Art Institute • Rockhurst College 	<ul style="list-style-type: none"> • University of Missouri–Kansas City
Primary and secondary schools	
<ul style="list-style-type: none"> • Bancroft Elementary • Chick Elementary • Elementary II Montessori • Genesis School 	<ul style="list-style-type: none"> • Graceland Elementary • Holliday Montessori Magnet • Kansas City Middle School of the Arts • Paseo Academy of Visual & Performing Arts
Research, health and academic resources	
<ul style="list-style-type: none"> • Bloch Law Library • Ewing Marion Kauffman Foundation • Greenlease Library • Miller Nichols Library • Missouri Department of Conservation • Spencer Art Library 	<ul style="list-style-type: none"> • Kansas City Public Library Plaza Branch • Linda Hall Library of Science, Engin. & Technology • Midwest Research Institute • Saint Luke's Hospital of Kansas City • Stowers Institute for Medical Research • Swope Parkway Health Center
Commercial districts	
<ul style="list-style-type: none"> • Blue Parkway • Country Club Plaza • 47th Street, Troost to the Paseo • The Paseo, north of the Creek 	<ul style="list-style-type: none"> • Prospect Avenue • Swope Parkway, along the Creek • Troost Avenue



Legend

- Art & Cultural Institutions
- Colleges & Universities
- Commercial Districts
- Houses of Worship
- Park & Recreational Facilities
- Primary & Secondary Schools
- Research, Health & Academic Resources

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COMMUNITY ANCHORS

Brush Creek Partners

Brush Creek Corridor Land Use & Development Plan

Parks and recreational facilities

- Blue Hills Park
- Boys & Girls Clubs of Greater Kansas City
- Brooklyn Park
- Brush Creek Community Center
- Brush Creek Parkway & Trail
- Discovery Center
- Gillham Park
- Linda Hall Arboretum
- Kauffman Legacy Park
- Martin Luther King Park
- Mill Creek Park
- Muriel McBrien Kauffman Park
- Oak Park
- Plaza Tennis Center
- Satchel Paige Stadium
- Southmoreland Park
- Swinney Recreation Center
- Theis Park
- Town Fork Creek Greenway
- Volker Park

Houses of worship

- All Souls Unitarian Church
- Berean Bible Church
- Blue Hills Church of the Nazarene
- Burning Bush Evangelistic Outreach Center
- Central United Methodist Church
- Christian Fellowship Baptist Church
- Church of the Lord Jesus Christ of the Apostolic Faith
- Community Christian Church
- Community Mission Baptist Church
- Covenant Memorial Baptist Church
- Ebenezer AME Church
- Faith Mission Church of God in Christ
- Forest Avenue Baptist Church
- Good Hope Baptist Mission of Jesus Christ Church
- Good Samaritan Baptist Church
- Gospel Tithing Baptist Church
- Greater Mt. Zion Baptist Church
- Kansas City Beacon Light
- Love Fellowship Church
- Masjid Omar
- Metropolitan Lutheran Ministry
- Mount Nebo Baptist Church
- Mt. Calvary Baptist Church
- New Life Christian Church of the Apostolic Faith
- New Zion Missionary Baptist Church
- Penn Valley Meeting of Friends
- Rising Star Missionary Baptist Church
- Southside First Baptist Church
- St. Andrew United Methodist Church
- St. Francis Xavier Church
- Sunlight Missionary Baptist Church
- The Transfiguration of Christ Church
- Westminster Baptist Church
- Willis Chapel AME
- Zion Grove Missionary Baptist Church

The area is a destination for the employees and visitors to the many institutions throughout the Corridor. It is a place of work, recreation, study and commerce, as well as home to thousands of Kansas Citians.

DEMOGRAPHICS

This plan was produced in concert with a socioeconomic study of the Corridor undertaken by Midwest Research Institute called *A Socioeconomic Profile of the Brush Creek Corridor and its Relative Importance to Kansas City, Missouri* (1997). Although the study

those used in this plan, the 1990 U.S. Census findings are general trends applicable to this plan. The boundaries of that study include 39th Street on the north and 63rd on the south.

Chiefly, the area is home to about 50,000 people, and 20,000 households. It contains roughly eleven percent of Kansas City's overall population. However, the population of the area decreased at a faster rate (-14.6%) than that of the City as a whole (-2.8%) between 1980 and 1990.

In terms of racial composition, the 1990 Census documents a disparity between the Corridor and the City. The Corridor had 34 percent white and 64 percent black population, while Kansas City overall had 67 percent white and 30 percent black residents.

The Census also showed income disparity: the income of households in the Corridor was below that of the City as a whole. In 1990, average household income was 88 percent of Kansas City's average. In addition, the Corridor had a larger share of households falling within the lowest income range (below \$15,000 annually)—31 percent compared to 23 percent for the City as a whole.

The age distribution in the Corridor is almost identical to the age distribution for Kansas City, Missouri. The major exception is the percentage of the population from 18 to 29 years of age, which is slightly greater in the Corridor.

Population	1980	1990	% change	Year 2000
Brush Creek	57,530	49,157	-14.6%	47,492
Kansas City	447,515	435,146	-2.8%	446,510
Brush Creek/Kansas City (%)	12.9%	11.3%		10.6%
Households	1980	1990	% change	Year 2000
Brush Creek	22,587	20,073	-11.1%	20,140
Kansas City	174,988	177,157	-1.2%	189,202
Brush Creek/Kansas City (%)	12.9%	11.3%		10.6%
Race (% of total population)	1980	1990	% change	Year 2000
Brush Creek	39.7%	33.9%	-5.8%	28.0%
Kansas City	70.0%	66.8%	-3.2%	61.6%
Median household income	1989	1995 est.		Year 2000
Brush Creek	\$23,189	\$28,495		42,387
Kansas City	\$26,766	\$34,303		44,765
Brush Creek/Kansas City (%)	86.6%	83.1%		94.7%
% Households by income range (1995)	<\$15,000	\$15-35,000	\$35-50,000	>\$50,000
Brush Creek	31%	31%	14%	24%
Kansas City	23%	31%	16%	30%
% Population by age range (1990)	0-17	18-29	30-59	60+
Brush Creek	24.9%	22.1%	36.9%	16.1%
Kansas City	24.8%	19.9%	38.0%	17.3%

The Brush Creek Corridor can be further described by an inventory of public and private plans in effect. This inventory, along with an assessment of the plans' impact on future land use, follows in the next section.

SECTION 3

Plan Inventory

Public plans

Private plans

Impact on future land use

A plan inventory is a comprehensive approach to assessing development influences by both public and private entities. Plans produced by the City of Kansas City and affiliated public agencies, along with commercial, residential and institutional plans, are briefly reviewed here.

PUBLIC PLANS

As previously described in Section 1, Kansas City has a hierarchy of public policy plans. Those relevant to the study area include the citywide, area and project plans listed below.

Citywide plans

A City Plan for Urban Design. Although never adopted by the City, *A City Plan for Urban Design* (1992) suggests action steps for City Planning staff and others to support and encourage quality design on public and private projects, and makes recommendations useful to this exercise. Further urban design recommendations are made in Section 5.

Consolidated Housing & Community Development Plan. The City's *Consolidated Housing and Community Development Plan* (1997) documents how the City can best target its housing and community development resources to identified needs among low, very low and moderate income households. A general policy of the City expressed in this plan is the application of housing assistance programs to areas within Kansas City's urban core. Specific recommendations will be reflected in the prototype redevelopment projects in Section 6.

Five Year Capital Improvements Plan. Kansas City's *Five Year Capital Improvements Plan* (1997) is the City's infrastructure plan through the year 2001. The following projects are described in that plan; staff from the Public Works Department provided additional information supporting the actions of the department.

- The Brush Creek Flood Control and Beautification Project is the main infrastructure project propelling development in the Corridor. It involves removal and replacement of bridges, as well as the creation of a recreational trail along the Creek. The final bridge impeding flood control is at Woodland Avenue, through Martin Luther King Park. The bridge and Woodland Avenue will be removed from Swope Parkway to Brush Creek Boulevard.
- Bruce R. Watkins Drive is open from Swope Parkway to the south as State Highway 71. This road introduces a major new gateway to the Brush Creek district. Construction of the northern extension is underway. The Watkins Drive bridge over the Creek will be complete within two construction seasons.

Brush Creek Boulevard, as well as at 55th Street and 43rd Street. The entire roadway, extending to downtown and connecting to Interstate 70, will be finished in 2002.

- The Paseo Intersection Complex, under construction between 47th Street and Volker Boulevard, incorporates bridge improvements to redirect traffic along Volker Boulevard and Swope Parkway. These improvements, scheduled for completion in 1998, realign traffic heading west from Swope Parkway along Volker Boulevard rather than 47th Street/Brush Creek Boulevard.
- Blue Parkway is under construction at the Corridor's east end. This road is being raised and realigned to improve traffic flow and avoid flooding.
- The bridge east of Elmwood Avenue on Blue Parkway will be replaced. It is narrow, in need of rehabilitation, and does not meet federal bridge standards for lane and shoulder width.

FOCUS Kansas City. Kansas City's comprehensive plan, *FOCUS Kansas City*, was adopted in October 1997. It has seven components, six of which—*Governance, Human Investment, Urban Core, Preservation, Neighborhood* and *Citywide*—are relevant to this plan. The comprehensive plan lays out long term strategies for transforming Kansas City into the community envisioned by thousands of citizens in the planning process.

The Brush Creek Corridor is cited as a development corridor in the Urban Core Plan, with a defining emphasis on the activities of the institutions found there.

Many of the themes emphasized in the *FOCUS* plans are stressed in Section 1, under *Principles Embodied in the Plan*; explicit applications are made in Section 6, *Prototype Development Projects*.

Major Street Plan. The City's *Major Street Plan* (1991) provides a basis for securing land for future street rights-of-ways in Kansas City. It describes the general alignment and functional classification of streets, highways and parkways in an ultimate arterial network. It outlines the role of freeways, expressways, primary arterials, secondary arterials, collectors, local streets and parkways/boulevards.

A Plan for Parks, Recreation, Boulevards, and Greenways. *A Plan for Parks, Recreation, Boulevards, and Greenways* (1993) describes the parkland inventory of the city and unmet needs for regional, neighborhood and community parks. Specific recommendations will be reflected in the prototype redevelopment projects in Section 6.

Zoning. The City's current zoning ordinance prescribes land uses by type, density, height, and other characteristics. The zoning designations in the study area are shown in the map on Page 18.

Area plans

Of the 19 City-determined consolidated planning areas, several address the Brush Creek Corridor: Downtown/Midtown, Heart of the City, Country Club/Brookside/Waldo, and Swope. The corresponding area plans are listed below.

- *Town Fork Creek Area Plan* (1987, amended 1989, 1992, 1994)
- *South Central Area Plan* (1980, amended 1989, 1997)
- *Oak Park South Area Plan* (1977, amended 1989, 1992, 1994, 1997)
- *Westport Planning Area Plan* (1972, amended 1984, 1985, 1986, 1989, 1990, 1993, 1994, 1995, 1996, 1997, 1998)

These plans, all adopted by City Council and later amended by subsequent project plans, establish the land use policy of the City.

Project plans

Project plans, including neighborhood plans, corridor plans and redevelopment plans, must be in compliance with the area plans when they make land use recommendations and are adopted by City Council, or must be accompanied by land use plan recommendations, or must be declared the plan of record. Adopted policy plans are noted with an asterisk (*). In the Brush Creek Corridor, the project plans include:

- *South Hyde Park Neighborhood Plan* (1997, under City review)
- *Blue Hills Neighborhood Plan* (1997, under City review)
- *Troostwood Neighborhood Plan* (1997, under City review)
- *Mount Cleveland Neighborhood Plan** (1996)
- *The Vision Plan: Brush Creek Cultural Corridor* (1995)
- *Watkins Drive Corridor Plan* (1992)
- *Blue Parkway Land Use and Development Plan** (1991, amended 1994)
- *Plaza Urban Design and Development Plan** (1989, amended 1997)
- *Southtown 2000 Policy Plan** (1989)
- *Joint Development Analysis: Design Plan for Commercial Revitalization–South Midtown Roadway Corridor* (1983)
- *Brush Creek Valley Plan** (1978, amended 1989)

Deviations from recommended land use expressed in these plans are described and justified in Section 5.

Other public plans and studies

City departments and other public agencies have undertaken plans and studies to evaluate policy options and opportunities for development in areas within the Brush Creek Corridor.

Brush Creek Corridor Market Reconnaissance and Development Plan (1996), prepared for the Parks, Recreation and Boulevards Department, evaluates opportunities for relationships with concessionaires and developers on parkland adjacent to the Creek. Among other recommendations, it suggests a hotel location within the Corridor.

Two studies for the Kansas City Area Transportation Authority, the *Light Rail Transit Development Corridors Analysis* (1995) and *Southtown Corridor Transit Study* (1995), outline the proposed location of light rail in the Brush Creek Corridor. The studies propose an east-west light rail line, the second leg of the City's system, to run along the Creek, connecting the Country Club Plaza to Bruce R. Watkins Drive. Enhanced transit services—both bus and light rail—are also explored in the transit study.

The City's *Brush Creek Design Guidelines* (1995), adopted by the Board of Parks and Recreation Commissioners, seek to enhance Brush Creek amenities by establishing standards for quality development of areas adjacent to the Creek. These design guidelines, included in this plan's Appendix, are incorporated into this plan as a part of the development review process and described further in Section 5.

PRIVATE PLANS

Private plans in the area encompass both development projects by for-profit, nonprofit and institutional entities, as well as master planning efforts by institutions. Taken together, they present substantial activity and potential investment in the area. These plans are described by commercial, housing and institutional uses.

Commercial

Commercial development opportunities were explored in the 1991 private study, *Economic Development Opportunities for Land Adjacent to Bruce R. Watkins Drive*. This study was undertaken at the request of a number of area banks interested in the economic development potential created by Bruce R. Watkins Drive. Its findings underscore some of the land use recommendations in Section 5 and prototype development projects in Section 6.

At the Troost Avenue and 47th Street intersection, *Plaza East General Development Proposal* (1996) addresses redevelopment of a creekside site that has been designated for redevelopment by the Planned Industrial Expansion Authority. O.G. Investment, as developer of record, has proposed developing a restaurant, retail, and other commercial uses on the site bounded by Troost and The Paseo, south of 47th Street.

Rockhill Square (1997) suggests redeveloping the west side of Troost, diagonally across from Plaza East, with a drug store and fast food restaurant.

The *Mount Cleveland Initiative* (1994) along with the PIEA-approved *Blue Parkway Area Development Proposal* (1995), describes a mixed-use health campus-focused plan calling for office, retail and residential development. This project, at the Corridor's eastern end, is being undertaken by a community development corporation, and builds upon Blue Parkway street improvements.

Housing

Several affordable housing projects offer expanded housing choice in multifamily and single family settings in the Corridor.

A residential project in the Troostwood Neighborhood, developed by Blue Hills Homes Corporation under the sponsorship of Neighborhood Housing Services, is a rental development of 28 newly-constructed townhomes and 18 rehabilitated six-plex units. This development targets low and moderate income households through the Low Income Housing Tax Credit program.

Also in Troostwood, the Housing and Economic Development Financial Corporation (formerly Rehabilitation Loan Corporation) has renovated 26 of the neighborhood's older, larger homes for sale to moderate income first-time home buyers.

At the east end, Community Builders of Kansas City is constructing the Mt. Cleveland Cooperative Village, a 90-unit townhome development that is the residential component of the *Mount Cleveland Initiative*. Like the Troostwood townhomes, this project makes use of Low Income Housing Tax Credits.

Institutional

Institutional plans in the Corridor are for individual facility and campus expansions, usually with a long-range perspective.

Boys & Girls Clubs of Greater Kansas City/Genesis School. Boys & Girls Clubs of Greater Kansas City is expanding the Thornberry Unit at 43rd Street and Cleveland Avenue, along with the center for Genesis, an alternative school.

Kansas City Public Library–Plaza Branch. *Options for the Plaza Branch Library Redevelopment* (1997) explores redevelopment options for Kansas City’s most frequently used branch, including a residential tower above the library.

Kauffman Foundation. The Ewing Marion Kauffman Foundation purchased the former University Research Park site to develop its new headquarters and a park, as well as additional educational and recreational uses with the Missouri Department of Conservation, Powell Gardens and the Muriel Kauffman Foundation.

Midwest Research Institute. *Midwest Research Institute Volker Campus Master Plan* (1996) calls for immediate improvements to the Volker Boulevard facade. Long term projects include renovation and possible expansion or replacement of facilities on the 11-acre site.

Nelson–Atkins Museum of Art. The Nelson-Atkins Museum of Art continues to develop its sculpture gardens and has begun a capital campaign for substantial facilities expansion. *Nelson-Atkins Museum of Art Annotated Master Plan* (1994) expands museum capacity by 70 percent by adding two wings on the north side and placing parking underground. Landscape enhancements in the Kansas City Sculpture Park will be followed by improvements to Theis and Southmoreland Parks in the long term.

Rockhurst College. Rockhurst’s master plan, which is not reflected in City Council-adopted plans, calls for campus expansion south to 54th Street and east to The Paseo. New uses will include athletic facilities, student housing and parking.

Stowers Institute for Medical Research. The Stowers Institute for Medical Research reuses Menorah Medical Center for a cancer research facility. The \$100 million renovation and construction project is scheduled for completion by 2000.

Swope Parkway Health Center. Swope Parkway Health Center has completed its health clinic. In addition, complementary facilities now completed on its campus include Imani House and Thomas-Rocque Child & Family Development Center. Swope Parkway Health Center continues to play a role in east side development with the *Mount Cleveland Initiative* mixed-use project.

University of Missouri–Kansas City. The University’s plans call for expanding the campus southward to 55th Street, east of Holmes Road, as recognized in the 1989 *Plaza Urban Design and Development Plan*. Current construction includes a science and technology building. In addition, the University is seeking acquisition of the Twin Oaks apartments at 50th and Oak Streets for student housing.

IMPACT ON FUTURE LAND USE

The *Brush Creek Corridor Land Use & Development Plan* inventories public policy and private development plans for impact on future land use in the Corridor area. The plans reviewed here describe a great deal of development concentrated at the western and eastern ends of the Corridor, but little investment attention directed towards the area between The Paseo and Cleveland Avenue.

The Urban Core component of *FOCUS Kansas City* cites the Brush Creek Corridor as a "mixed-use" development corridor. One factor favoring development is the public investment in the Corridor, realized through the Creek improvements. Additionally, this area is the beneficiary of substantial investment in transportation infrastructure: Blue Parkway, Bruce R. Watkins Drive and Swope Parkway-Volker Boulevard are all under construction to facilitate the flow of traffic and allow enhanced access to areas within the Corridor.

In addition, this Corridor has been identified as the east-west light rail corridor for Kansas City. Exploration of this light rail concept will continue until implementation plans are finalized.

Commercial development currently underway at two Corridor gateways—Cleveland Avenue at Blue Parkway, and 47th Street at Troost Avenue—will take advantage of that access to serve a community beyond the immediate neighborhood.

Each major institution along the Creek is exploring expansion plans and reinvestment in existing facilities. These actions express a commitment to this area and represent an unprecedented amount of near-term development potential to enhance some of Kansas City's most notable attractions.

This plan incorporates these activities in its next step to examine what sort of development is helped by these efforts. Finally, the plan describes prototypical projects and further public actions that can encourage development in particular areas of the Corridor.

SECTION 4

Development Potential

Key issues

Potential projects

Target areas



This plan is intended to guide policy decisions that enhance development along the Corridor. To determine how to provide that guidance, an exploration of the development potential of the area was made with institutions, public agencies, and community representatives.

KEY ISSUES

The process for this plan involved a series of Community Roundtables as well as interviews with institutional representatives, public agency staff and neighborhood association leaders. From those interactions with Corridor stakeholders, a number of key issues emerged for elaboration in this, the final plan document. This issues inventory emphasized the need for attention to:

- Regional and community market forces
- Declining land use pattern
- Limited secondary development response to institutional investments
- Limited district identity recognition
- Arrested park development at Creek
- Neighborhood housing development
- Neighborhood commercial development
- Unresolved transportation planning
- Coordination of public policy initiatives
- Bruce R. Watkins Drive impact

The above list shows a concern among stakeholders as to how established policies and projects underway—by institutions and public entities—can encourage further development. Investment is needed to counter areas in decline and bolster the critical mass of areas experiencing some growth.

Another common theme identified is the need to coordinate public policy, including transportation and parkland projects, to enhance the functionality and identity of the Corridor as a district.

POTENTIAL PROJECTS

From discussions of the key Corridor issues, a number of target study areas and potential projects emerged. Geographically, they are dispersed throughout the Corridor. They represent a variety of

development opportunities and ways to encourage appropriate changes in land use patterns.

- Cultural district interpretive trail
- 47th Street and Troost Avenue intersection streetscape improvements
- South Ivanhoe neighborhood housing redevelopment
- North Blue Hills neighborhood housing redevelopment
- Higher density and higher intensity land uses adjacent to Creek
- Martin Luther King Park redesign/Woodland bridge removal
- Brush Creek Parkway development
- Troostwood neighborhood redevelopment
- Troost Avenue redevelopment
- Bruce R. Watkins Drive at Swope Parkway, mixed-use development node
- Former Little Sisters of the Poor redevelopment
- Flood memorial
- Cleveland corridor

The chief themes expressed in these potential projects are:

- Neighborhood redevelopment throughout the Corridor
- More intense land uses closer to the Creek
- Parkland facility enhancement for community and regional use

Each project contained key conditions for development action: existing public investment and the potential for catalytic institutional involvement.

Task forces

These areas of potential development led to work by thematic task forces during Task 2: Planning Options. Each task force sought to incorporate the interest and activities of Corridor institutions in exploring potential development projects. Those task forces, comprised of technicians related to each topic, were:

Cultural district. The cultural district task force addressed options for connecting the cultural institutions that cluster at the west end of the Creek and linkages to related facilities throughout the Corridor. Methods discussed included:

- Cooperative master planning efforts
- Interpretive walking trail
- Virtual trail on the Internet
- Programmatic connections

Parkland development. The parkland task force looked at under-used park sites in the Corridor that offered design and programming opportunities. They included options such as:

- Skating rink
- Exercise trail
- Creek improvements
- Baseball facilities

Neighborhood development. The neighborhood development task force addressed housing issues in neighborhoods throughout the Corridor. Strategies, which were predicated upon institutional involvement, included:

- Infill and conservation of single family housing
- Rehabilitation of multifamily housing
- Senior housing development
- Retail supportive of and compatible with neighborhoods

TARGET AREAS

During the development of Task 3.0: Land Use & Development Plan, the task force component took on a geographic focus. Four target areas incorporated key conditions for development opportunities: catalytic institutional involvement and existing public investment. The four project areas, described here in project briefs, are also noted in the Target Areas map on Page 30 and discussed further in the Redevelopment Framework in Section 5.

CULTURAL DISTRICT

Interpretive trail

- **Institutional catalyst.** The three main arts institutions—Nelson-Atkins Museum of Art, Kansas City Art Institute and Kemper Museum of Contemporary Art
- **Public investment.** Kansas City Sculpture Park and Theis Mall improvements

TROOSTWOOD NEIGHBORHOOD

Housing conservation and development

- **Institutional catalyst.** Rockhurst College, working with Neighborhood Housing Services
- **Public investment.** Rehabilitation of Forest Avenue/49th Terrace homes by Kansas City's Housing & Economic Development Financial Corporation

SWOPE PARKWAY

Mixed used development

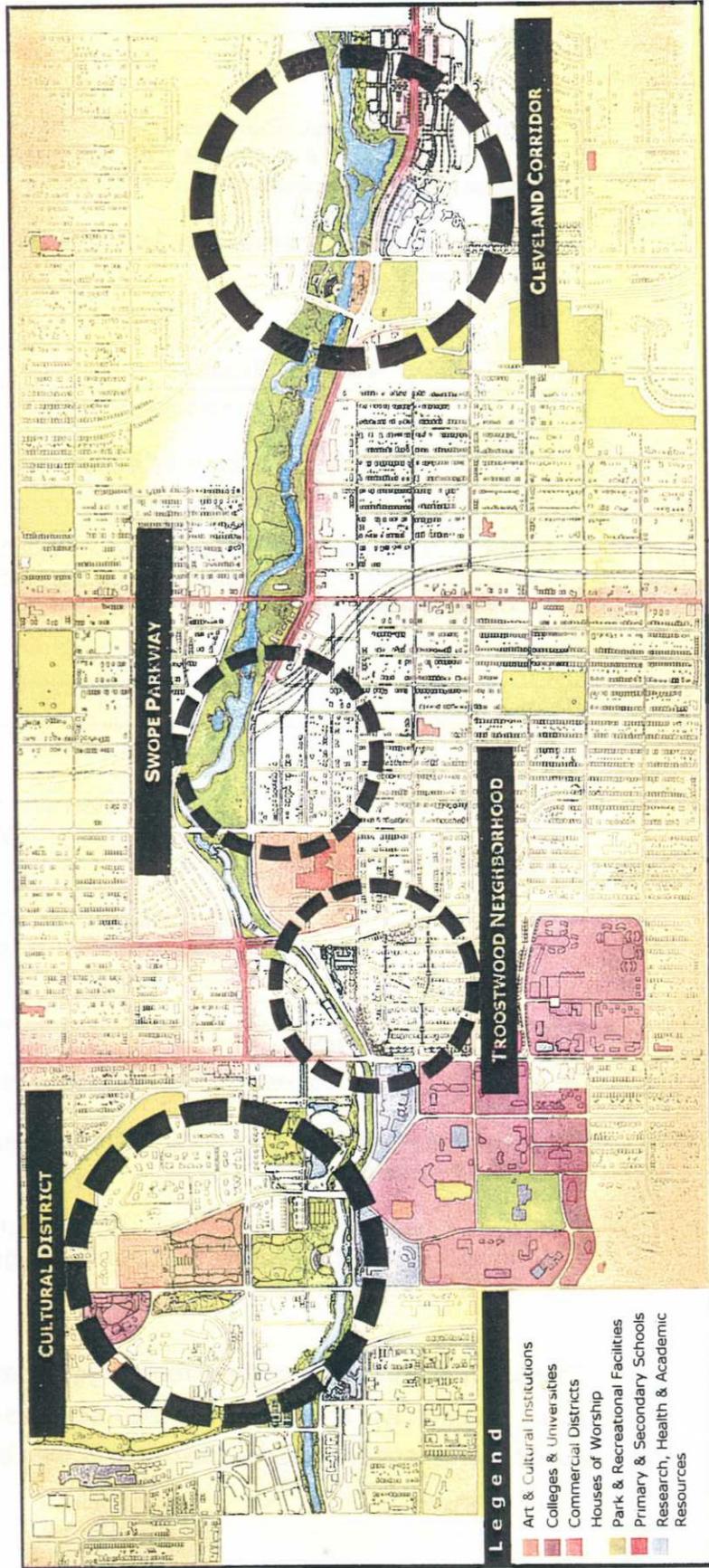
- **Institutional catalyst.** Parks, Recreation and Boulevards Department; area churches; community development corporations; private developers
- **Public investment.** Bruce R. Watkins Drive and Blue Parkway improvements; removal of Woodland Avenue bridge

CLEVELAND CORRIDOR

Housing, institutional and recreation-based neighborhood revitalization

- **Institutional catalyst.** Boys & Girls Club/Genesis School; Swope Parkway Health Center
- **Public investment.** Brush Creek Community Center; Blue Parkway; Bruce R. Watkins Cultural Heritage Center; Brush Creek Amphitheater; Lake Elmwood

To make redevelopment in these four target areas a reality, public policy involvement is needed. The plan next describes actions by public agencies to encourage investment in the Corridor.



AURI

APPLIED URBAN RESEARCH INSTITUTE



Preparation date:
April, 1998

TARGET AREAS

Brush Creek Partners

Brush Creek Corridor Land Use & Development Plan

SECTION 5

Plan Recommendations & Redevelopment Framework

Proposed land use

Public policy recommendations

Plan review process

The plan recommendations address the role of public policy in guiding development in the Corridor. It is expected that appropriate policy guidance encourages development that will obtain maximum benefits for the Brush Creek neighbors and the city at large. The plan's recommendations include a redevelopment framework that describes four prototype development projects.

PROPOSED LAND USE

At a few locations throughout the Corridor, the City's land use plan should be modified to reflect changes in land use patterns, as well as account for new land uses proposed in this plan.

The three locations that call for modification to the City's adopted land use plan are: The Paseo (open space/public right-of-way), Swope Parkway (retail commercial) and Prospect Avenue (mixed uses).

The City's adopted land use plan is reflected in the map on the following page (32a). The matrix below describes the three recommended areas of change to this land use plan. Each proposed change is noted by rationale; as well, adopted area and neighborhood land use plans affected by the change are listed.

Map Key	Area Name	Boundaries	Proposed Land Use	Rationale	Plans Affected
1	The Paseo	The Paseo from 47th Street to Volker Boulevard	Open space	Realignment of Swope Parkway-Volker Boulevard and removal of commercial uses	<i>South Central Area Plan</i> <i>Southtown 2000 Policy Plan</i>
2	Swope Parkway	Swope Parkway to 47th Terrace, Woodland Avenue to Bruce Watkins Drive	Commercial (planned unit development)	More intense land use can take advantage of Watkins Drive highway access; Parks Dept. feasibility study calls site suitable for hotel development	<i>South Central Area Plan</i> <i>Southtown 2000 Policy Plan</i>
3	Prospect Avenue	Prospect Avenue west to Olive Street, one block north & south of Swope Parkway	Mixed use (office, retail, residential)	Area has a mix of commercial and housing uses that can be expanded and made more dense at this key development node	<i>South Central Area Plan</i> <i>Southtown 2000 Policy Plan</i> <i>Town Fork Creek Area Plan</i>

The final section of this plan describes four prototype development projects, which encourage new investment in the Corridor, build upon the above-listed changes, and reinforce existing land use patterns.

PUBLIC POLICY RECOMMENDATIONS

Public policy recommendations made in this section will facilitate development action by private sector interests. These recommendations include:

- Changing zoning designations to alter development parameters
- Investing in public infrastructure projects to enhance development sites
- Applying the various development tools made available by city, state and federal sources to targeted sites

Zoning

To ensure that desired land uses—by type, density and height—are achieved, zoning must promote those specifications. Zoning is the City’s chief land use tool that bestows a legal designation for appropriate land development in the public interest.

Any zoning changes in the Corridor should be designated planned districts to allow for site plan review and application of design guidelines by the City Planning & Development Department.

This plan recommends examining zoning at two locations of proposed land use change:

- *The area bounded by Swope Parkway, 47th Terrace, Woodland Avenue and Bruce Watkins Drive.* The proposed change is from low density residential to retail commercial. Currently, the zoning for this area is R2b (two-family dwellings).
- *The area surrounding the node at Prospect Avenue and Swope Parkway.* The proposed change is from parks and open space to mixed-use office, retail and residential uses. Area zoning includes C1P (neighborhood retail business planned), C2 (local retail business), R3 (low density–low apartment), and R4P (low apartment planned).

The recommended changes in adopted land use require examination of these sites to determine if desired land uses are prohibited, or unwanted uses allowed by current zoning designations.

Public infrastructure improvements

Public infrastructure improvements are one way the City can act to add value to an area. The following recommendations address infrastructure needs at development nodes to facilitate appropriate development in the area and minimize intrusions to existing land use patterns.

Specifically, several areas are deserving of traffic analysis and improvements:

- Planned and proposed developments on the southeast and northwest corners of the 47th Street and Troost Avenue intersection will cause a change in traffic patterns. The new private investment, coupled with streetscape improvements, will ease vehicular flow and lure further development interest to that critical gateway intersection. Traffic flow from Gillham Road to 46th Street and Troost Avenue will also be affected by these developments.
- The Nelson-Atkins Museum's expansion plans call for underground parking, with entry from the east off Rockhill Road. The area around Rockhill Road and 45th Street should be examined for ways to ease access to the museum without disturbing the residential areas surrounding that institution.
- The Paseo Intersection Complex is designed to direct westward traffic from Swope Parkway to continue along Volker Boulevard rather than 47th Street/Brush Creek Boulevard. A study of traffic volume in the Corridor, particularly once the Bruce R. Watkins Drive bridge is complete, will be needed. The designation of Volker Boulevard as the east-west light rail corridor has raised concerns about vibration, noise, and right-of-way encroachment for adjacent properties. As technology changes, the impact of those elements will change as well and may not cause the same concern in the future.

In addition to the above-listed study proposals, infrastructure planning in the Corridor should continue to utilize Brush Creek as a planning feature. Eventually the Corridor planning boundaries should be extended from State Line Road east to Interstate 435.

As well, Swope Parkway Health Center's *Mount Cleveland Initiative*, which uses public infrastructure investment as a key planning element, is a model for other projects in the Corridor.

Application of development tools

City, state and federal programs make development tools available for certain types of projects. Development financing, eminent domain, and land assembly are just a few of the tools available to assist qualified developments in the Corridor.

Six tools with direct application to the Corridor are:

TOOL	POTENTIAL CORRIDOR APPLICATION
Tax Increment Financing (TIF)	Creek improvements, development infrastructure funding, Troost Avenue to Benton Boulevard
Low Income Housing Tax Credits (LIHTC)	Multifamily housing along Swope Parkway
HOME Investment Partnership Program (HOME)	Single-family housing in Troostwood or Vineyard
Planned Industrial Expansion Authority (PIEA)	Mixed-use development along Swope Parkway
Missouri State Statute 353 (MO353)	Housing redevelopment in Troostwood
Land Clearance for Redevelopment Authority (LCRA)	Mixed-use development along Swope Parkway

The development tools are accompanied by a brief description, an example of current use, and a prototype use within the Corridor. In addition, the prototype projects which follow describe development tool applicability.

TAX INCREMENT FINANCING (TIF)

- **Description:** Tax increment financing is a way to support public improvements and development amenities by capturing the incremental increase in tax revenue from a new development.
- **Example:** TIF is used at several dozen locations around the city, including on the Plaza, at 43rd and Main Streets, and Union Hill.
- **Prototype use:** TIF can be used in the Corridor to finance part of the unfunded Creek improvements east of Troost, as well as support other parkland, roadway and housing projects.

LOW INCOME HOUSING TAX CREDITS (LIHTC)

- **Description:** The Low Income Housing Tax Credit is a way for a housing developer to decrease tax liability in return for providing units reserved for low and moderate income households. Tax credits are awarded by the Missouri Housing Development Commission.
- **Example:** Low Income Housing Tax Credits are in use in the Troostwood Townhome development and the Mount Cleveland Cooperative Village.
- **Prototype use:** Low Income Housing Tax Credits can be applied at new and rehabilitated multi-family properties, such as along Swope Parkway and Prospect Avenue.

HOME INVESTMENT PARTNERSHIP PROGRAM (HOME)

- **Description:** HOME funds are distributed by the City of Kansas City to support homeownership opportunities for first-time home buyers.
- **Example:** CDCs in the Corridor, including Community Builders of Kansas City and Neighborhood Housing Services, use HOME in urban core neighborhoods.
- **Prototype use:** HOME can be applied for new housing development in the Troostwood Neighborhood or in the Vineyard Neighborhood around the Boys & Girls Club/Genesis School project.

PLANNED INDUSTRIAL EXPANSION AUTHORITY (PIEA)

- **Description:** The Planned Industrial Expansion Authority of Kansas City provides property tax abatement and eminent domain authority.
- **Example:** The Plaza East development at 47th Street between Troost Avenue and The Paseo is a PIEA-supported project.
- **Prototype use:** In the Corridor, the PIEA can assist with redevelopment powers along Swope Parkway.

MISSOURI STATE STATUTE 353 (MO353)

- **Description:** The powers granted by Missouri State Statute 353 include tax abatement and eminent domain authority.
- **Example:** The mixed-use Crown Center project makes use of 353 powers.
- **Prototype use:** Developers in the Brush Creek Corridor can benefit from MO353 for housing projects in the Troostwood neighborhood.

LAND CLEARANCE FOR REDEVELOPMENT AUTHORITY (LCRA)

- **Description:** LCRA assists with land acquisition, demolition and site improvement for redevelopment projects, and by providing tax abatement.
- **Example:** Hospital Hill developers employ LCRA assistance, as does Community Development Corporation of Kansas City, for infill housing and parking lots in its target neighborhoods.
- **Prototype use:** Along Brush Creek, LCRA can offer land assembly powers for large- and small-scale redevelopment projects along Swope Parkway.

Design guidelines

This plan makes recommendations for appropriate compatible developments and builds upon the recommendations in the *Brush Creek Design Guidelines* (1995) prepared by the Parks Department. Those guidelines apply to properties that meet the following description:

Area abutting Brush Creek from State Line to the Blue River, to include all property abutting the creek itself, and all property touching park property and/or roadways that abut the creek.

These design guidelines relate to the following site and structure characteristics:

- access
- architectural character/details
- build to lines and setbacks
- connections
- density and bulk
- heights
- lighting
- open space
- parking
- signage
- streetscape
- view corridors
- signage

The complete Brush Creek Design Guidelines can be found in the Appendix.

PLAN REVIEW PROCESS

To ensure the impact of these design guidelines as they relate to the site and structure characteristics outlined above, Brush Creek Partners will offer technical assistance and conduct an informal review process for developments proposed within the Corridor.

To developers, institutions, and neighborhood organizations that request it, Brush Creek Partners will provide guidance regarding appropriate community participation in their planning processes.

The plan review process also has two feature areas requiring specific design attention:

- *Functional features* are those that deal with the role of particular design elements, such as walkway access to the Creek, as well as sources of project impacts, such as traffic generators.
- *Aesthetic features* address appearance issues such as image, color, materials, building components and landscaping.

These design guidelines can help assure site-specific features that enhance value in the Corridor. Developers will engage in a plan review with Brush Creek Partners prior to plat review by the City. Brush Creek Partners will play an advisory role to the City.

Brush Creek Partners will also evaluate plans based on the following criteria:

- Appropriate community participation
- Adherence to *FOCUS Kansas City* principles
- Compatibility with *Brush Creek Corridor Land Use & Development Plan*
- Compatibility with surrounding area, neighborhood, project and institutional plans

This review process will ensure that civic-minded institutions, neighborhoods, and businesses in the Corridor express in their plans and processes the values Brush Creek Partners professes. It also allows for a rational basis for adjustment following an interim review by a standing committee of Brush Creek Partners, which includes neighborhood representatives and community organizations, as well as institutions.

In the final section of this plan, detailed descriptions of Prototype Development Projects present potential ways of combining opportunities for private development actions, public investment, and institutional catalyst roles.

SECTION 6

Prototype Development Projects

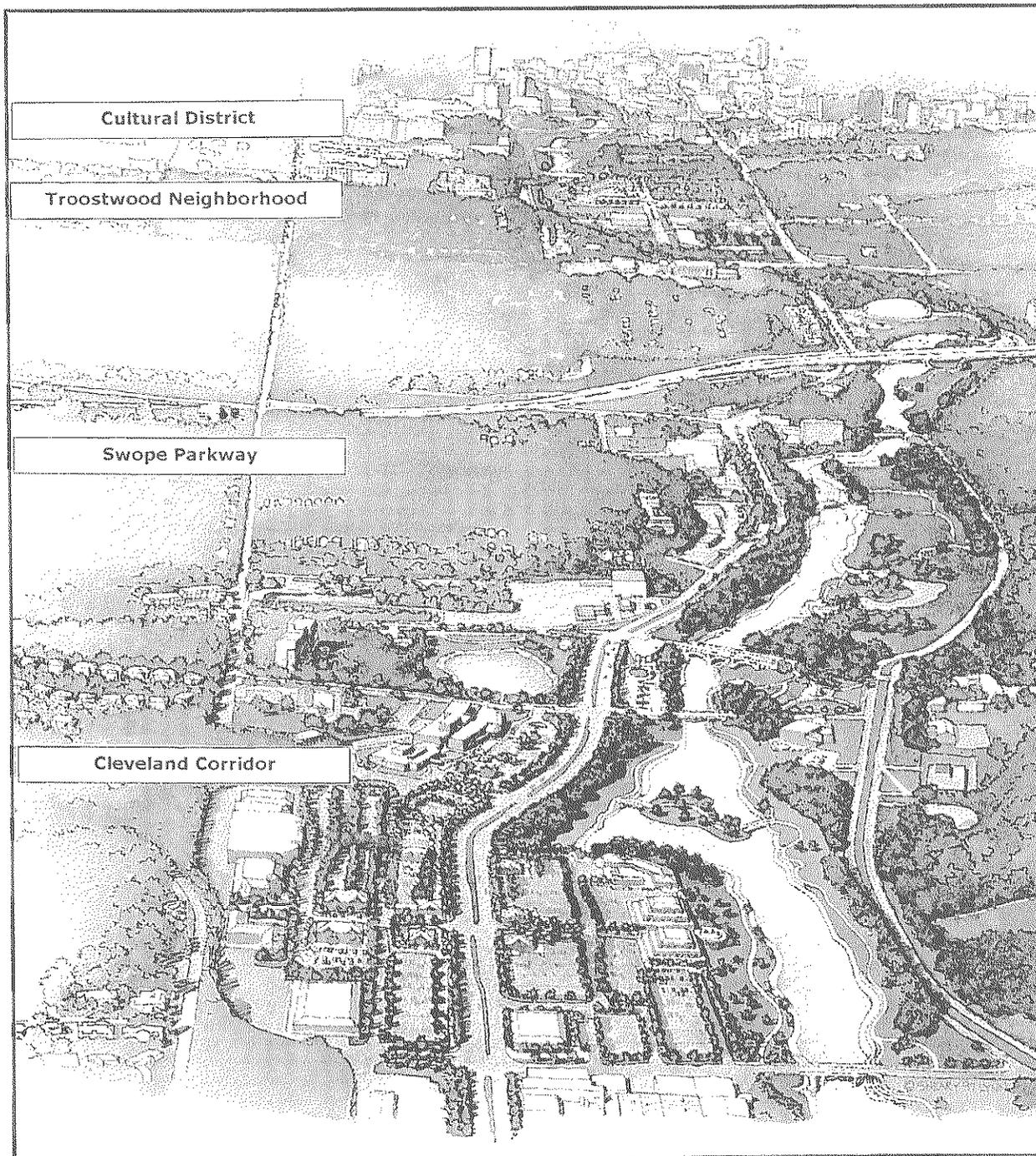
Overview

Cultural District

Troostwood Neighborhood

Swope Parkway

Cleveland Corridor



PROTOTYPE DEVELOPMENT PROJECTS	
<i>Brush Creek Partners</i> Brush Creek Corridor Land Use & Development Plan	
AURI APPLIED URBAN RESEARCH INSTITUTE	Preparation date: April, 1998
	NORTH 

Four Prototype Development Projects are outlined in this section:

- Cultural District
- Troostwood Neighborhood
- Swope Parkway
- Cleveland Corridor

Information is provided for each Prototype Project in the categories summarized below.

LOCATION

Identifies the geographical context of the project in the Brush Creek Corridor.

PROPOSED LAND USE

Specifies any deviations from the City's adopted land use plan.

DEVELOPMENT CHARACTERISTICS

Describes each project's characteristics, including the type of development or redevelopment proposed. Generally, these are:

Cultural District	pedestrian trail
Troostwood	housing
Swope Parkway	hotel office retail ice skating facility
Cleveland Corridor	housing recreation retail

FOCUS IMPLICATIONS

Applies themes of the 1997 comprehensive plan, *FOCUS Kansas City*, to the proposed project.

COSTS

Details approximate costs for each project. Preliminary totals for each project are:

Cultural District	\$2.5–12 million
Troostwood	\$4.6 million
Swope Parkway	\$36 million
Cleveland Corridor	\$77 million
TOTAL	\$120.1–\$129.6 million

INFRASTRUCTURE

Notes planned or needed improvements to infrastructure, such as walkways, markers, landscaping, bridges, roads, lighting, and traffic control.

BENEFITS TO CORRIDOR

Describes the potential positive impact of the project on the Brush Creek Corridor and the urban core.

FINANCING MECHANISMS

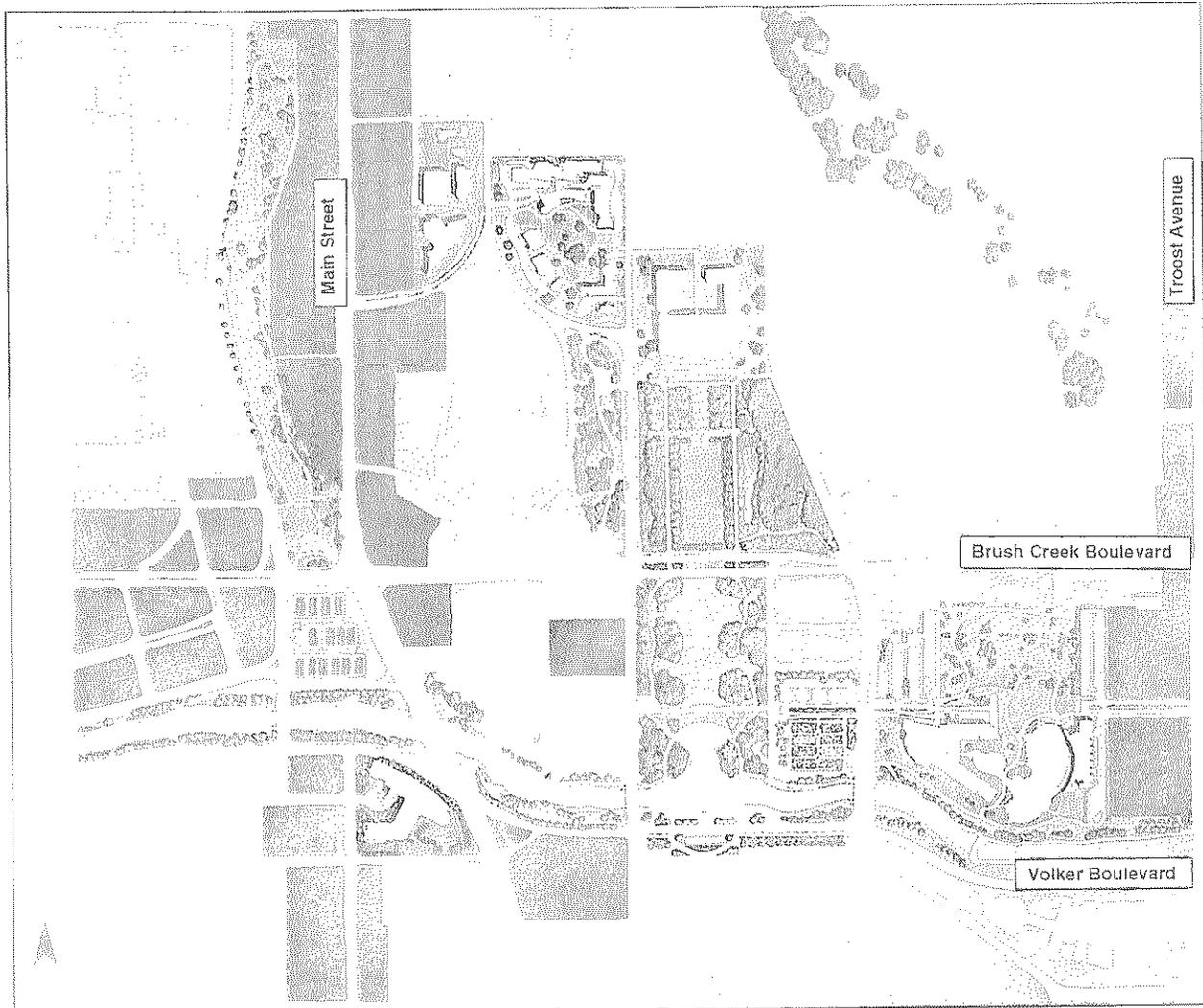
Suggests possible funding tools and sources for financing the project.

PARTICIPANTS

Identifies the primary participants in the project, including City departments, Corridor institutions, community development corporations, and private developers.

PUBLIC POLICY NEEDED

Outlines anticipated changes in public policy, including recommendations for specific studies and reviews to ensure the success of each project.



THE BRUSH CREEK CULTURAL DISTRICT

Kansas City's cultural district, within the Brush Creek Corridor, contains the city's greatest collection of art museums and formal landscape settings, including the Nelson-Atkins Museum of Art, the Kemper Museum of Contemporary Art, and the Kansas City Sculpture Park.

LOCATION

Generally in the area between J.C. Nichols Parkway on the west to Troost Avenue on the east, and from 45th Street on the north to Brush Creek on the south.

PROPOSED LAND USE

No land use changes are recommended for this area. A pedestrian trail connecting the existing cultural settings and institutions is proposed.

DEVELOPMENT CHARACTERISTICS

The trail consists of an inlaid brick edge to existing sidewalks that mimics the design of the paths within the Kansas City Sculpture Park. In addition, informational markers at key points along the trail will orient visitors and expand knowledge of the

history and significance of the area. Points of interest that will be connected include:

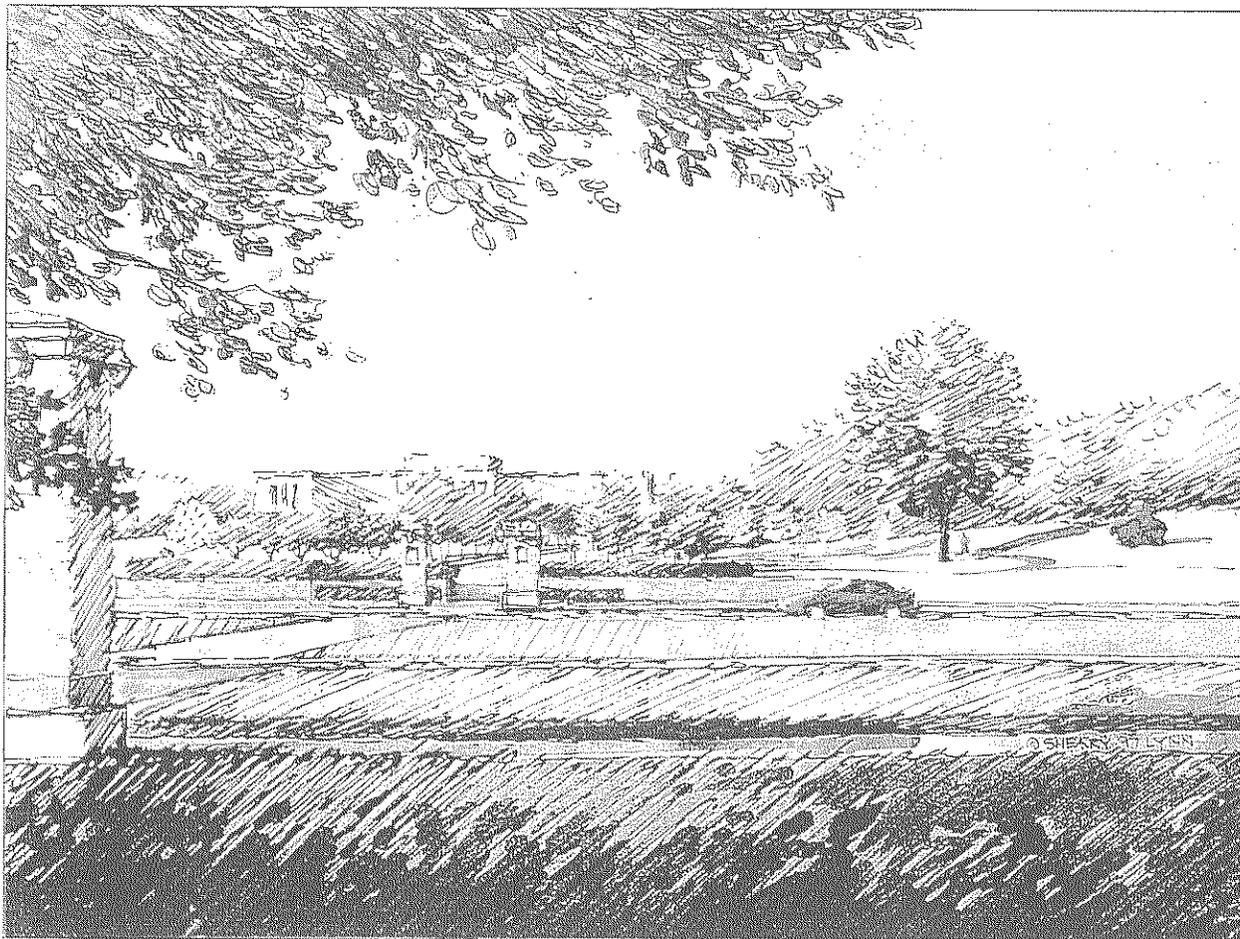
- Brush Creek
- Discovery Center
- Kansas City Art Institute
- Kansas City Sculpture Park
- Kauffman Legacy Park
- Kemper Museum of Contemporary Art
- Mill Creek Park/J.C. Nichols Fountain
- Muriel McBrien Kauffman Memorial Garden
- Nelson-Atkins Museum of Art
- Southmoreland Park
- Theis Mall/Amphitheater

FOCUS IMPLICATIONS

This project recognizes culture as commerce, as the *FOCUS Kansas City Urban Core* plan recommends. It suggests a project that can utilize the commitment of Kansas City's capital improvement funding in the central business corridor to support activities of the Corridor's institutions. This project also fosters quality urban design principles as expressed in the Physical Framework plan by connecting parks and historic resources. Additionally, it capitalizes on existing investment to support the restoration and use of one of the city's urban waterways.

COSTS

The costs for the trail and markers range from \$2.5 million to \$12 million, depending on the extent of improvements for the area. Some



CULTURAL DISTRICT TRAIL MARKERS,
LOOKING NORTH FROM THEIS MALL TO THE NELSON-ATKINS MUSEUM OF ART

percentage of these costs will be borne by the institutions, and some by the City. As design development for the trail is undertaken, firm costs and cost allocation will be determined.

INFRASTRUCTURE

The trail improvements include a consistent paver pattern that unifies the walkways in the area. Also, a series of stone markers is proposed, each at key gateways or significant sites, and each visible from one another. Lighting and information markers are proposed to promote a unified identity in the area. It is proposed that these markers and trail design elements establish a vocabulary for all Brush Creek Corridor institutional and neighborhood markers.

BENEFITS TO CORRIDOR

While the Brush Creek Corridor contains a great concentration of cultural amenities, the lack of a cohesive visual identity discourages visitors from considering the area as a district. A walking trail that links the largest cluster of these activities (and that can later be expanded to include other attractions and historic neighborhoods) will enhance the utility of the area for visitors and residents alike.

FINANCING MECHANISMS

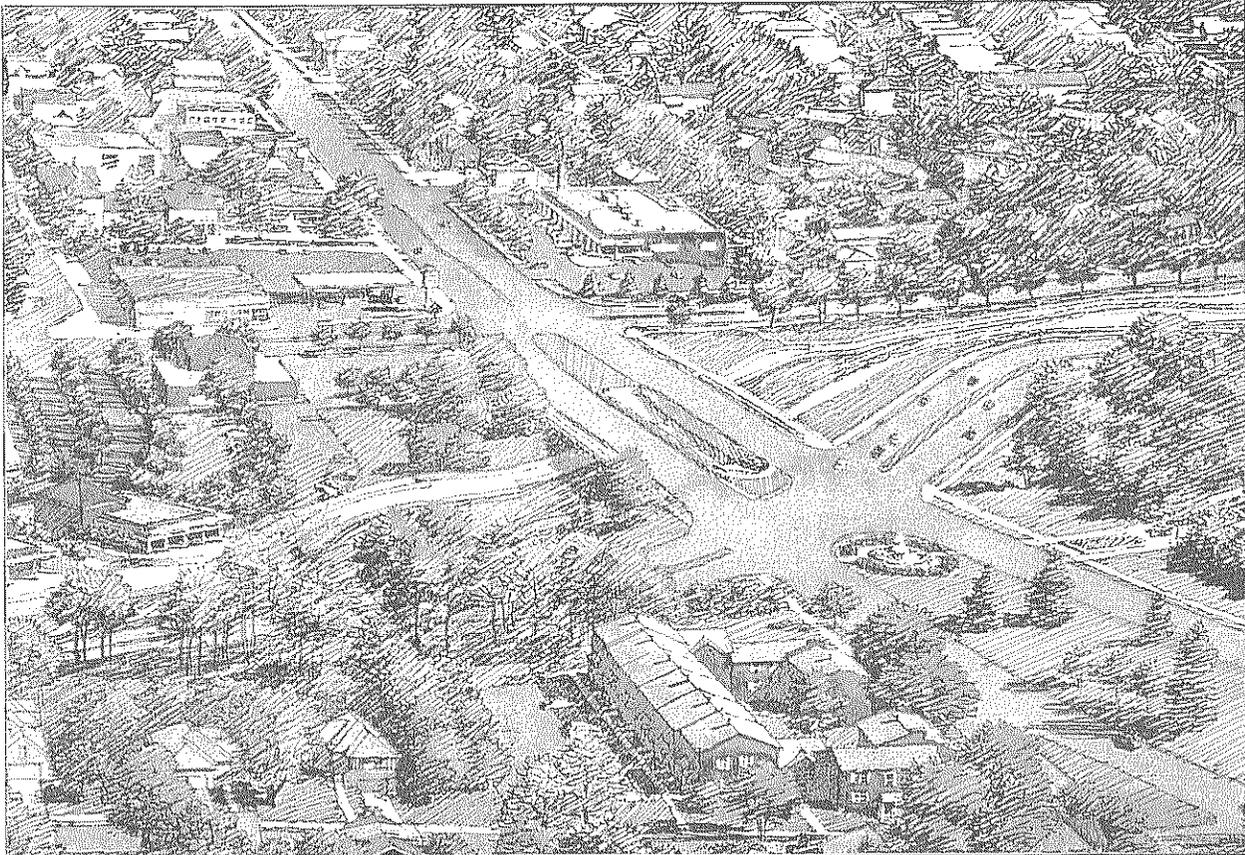
A fundraising campaign from private donors is potentially part of the source of funds for implementing this project. Supplemental funds may come from the Parks Department and the Public Works Department budgets.

PARTICIPANTS

The Nelson-Atkins Museum, Kansas City Art Institute and Kemper Museum of Contemporary Art are the lead institutions for this project, with active Kauffman Foundation and Kemper Foundation involvement.

PUBLIC POLICY NEEDED

Ongoing review of subsequent development projects within and adjacent to the trail boundaries is needed to ensure compatibility with the district's design features and to continue to promote a unified identity in the area.



THE NORTHEASTERN SECTION OF TROOSTWOOD, BOUNDED BY BRUSH CREEK AND THE PASEO

The Troostwood Neighborhood has approximately 400 housing units. Although small, it contains great diversity—in terms of housing size, household type, and age and race of residents.

This neighborhood is the recipient of investment in the housing stock by institutional and governmental actors. Blue Hills Homes Corporation has produced a multifamily rental townhouse project on Troost Avenue under Neighborhood Housing Services sponsorship, while the Housing and Economic Development Financial Corporation has rehabilitated 26 of the neighborhood's larger homes, on Forest Avenue and 49th Terrace, for sale to first-time home buyers.

Another institution, Rockhurst College, is working with Neighborhood Housing Services to recycle a number of homes it owns in the community.

Formerly these properties generated rental income for the school. Rockhurst has committed to providing further homeownership opportunities in Troostwood by transferring the properties to that community development corporation.

This prototype project describes how Rockhurst, Neighborhood Housing Services, and other institutions can further reinvest in the Troostwood neighborhood.

LOCATION

Troostwood is located within the 49/63 Neighborhood Coalition area, from Volker Boulevard south to Rockhurst Road, and from Troost Avenue east to The Paseo.

PROPOSED LAND USE

Development projects are proposed for four locations in the neighborhood.

1. Residential-single family. 49th Street at Troost, south side.
2. Residential-single family. Scattered sites throughout the neighborhood.
3. Residential-multifamily (senior housing/assisted living). Paseo at 49th Street, north side.
4. Residential-multifamily (senior housing). Troost and 51st Street, northeast corner.

DEVELOPMENT CHARACTERISTICS

1. Construction of twelve single family residences.
2. Rehabilitation of twelve single family homes, currently operating as rental properties for Rockhurst College.
3. Renovation of existing multifamily property to serve needs of senior residents.
4. Construction of a small six-unit property reserved for seniors.

FOCUS IMPLICATIONS

As recommended in the *FOCUS Kansas City Neighborhood Prototypes* plan, this project seeks to build upon a neighborhood plan to strengthen a unique residential area. This prototype plan targets the initiative of housing quality and variety through projects that convert rental properties to home-ownership, promote infill housing, and provide housing options for seniors. Additionally, this project weaves together the historic housing resources of the Troostwood neighborhood as emphasized in the Physical Framework plan.

COSTS

Costs for the proposed neighborhood redevelopment in the Troostwood area include:

1. Construction of twelve single family houses with a budget of \$1.3 million.
2. Rehabilitation of twelve units, \$500,000 total.
3. Renovation of existing apartments as senior housing/assisted living facility, approximately \$2.4 million.
4. Construction of six-unit apartment for seniors, \$400,000.

The total proposed new investment in Troostwood, exclusive of land costs and public improvements, is \$4.6 million.

INFRASTRUCTURE

Street improvements to widen Volker Boulevard are planned for an undetermined future date. Related street improvements to 49th Street have a direct effect on the development feasibility of the neighborhood. A traffic analysis of the entire neighborhood, taking into account access for current residents and development impact of proposed improvements should be undertaken by the City.

BENEFITS TO CORRIDOR

The Troostwood neighborhood is strategically located south of the Creek, surrounded by the Stowers Institute for Medical Research, Rockhurst College and University of Missouri–Kansas City. Its historic fabric and unique features, such as the pedestrian walkways that connect the irregularly-sized blocks, make this neighborhood a valuable housing resource for employees of adjacent institutions.

The City's *Consolidated Housing & Community Development Plan* suggests new housing construction for moderate-income households for the Strategy Area which includes Troostwood.

Troostwood will benefit in particular from a "completion" of the neighborhood with development on the neighborhood's vacant sites on Troost Avenue and 49th Street.

Elderly residents of neighborhoods in the urban core may wish to remain in the community after they have decided they do not want the burden of homeownership. The proposed senior housing projects would provide those residents with an option in the community with which they are already familiar. In addition, the City's housing plan cites a need for rehabilitation and new construction of rental properties for low and moderate income elderly households. This neighborhood is a good location for senior housing, given its proximity to shopping (Plaza East development; Troost Avenue; Country Club Plaza) and medical facilities (Saint Luke's; Swope Parkway Health Center), and the public transit accessible along The Paseo and 47th Street/Brush Creek Boulevard. Such a project can enhance the quality of life for seniors by providing additional housing resources targeted to their needs.

FINANCING MECHANISMS

1. Private financing for 49th Street homes.
2. HEDFC loans for Rockhurst home rehabilitation.
3. Federal section 202 funds for senior developments.
4. Investment from faith-based developers.

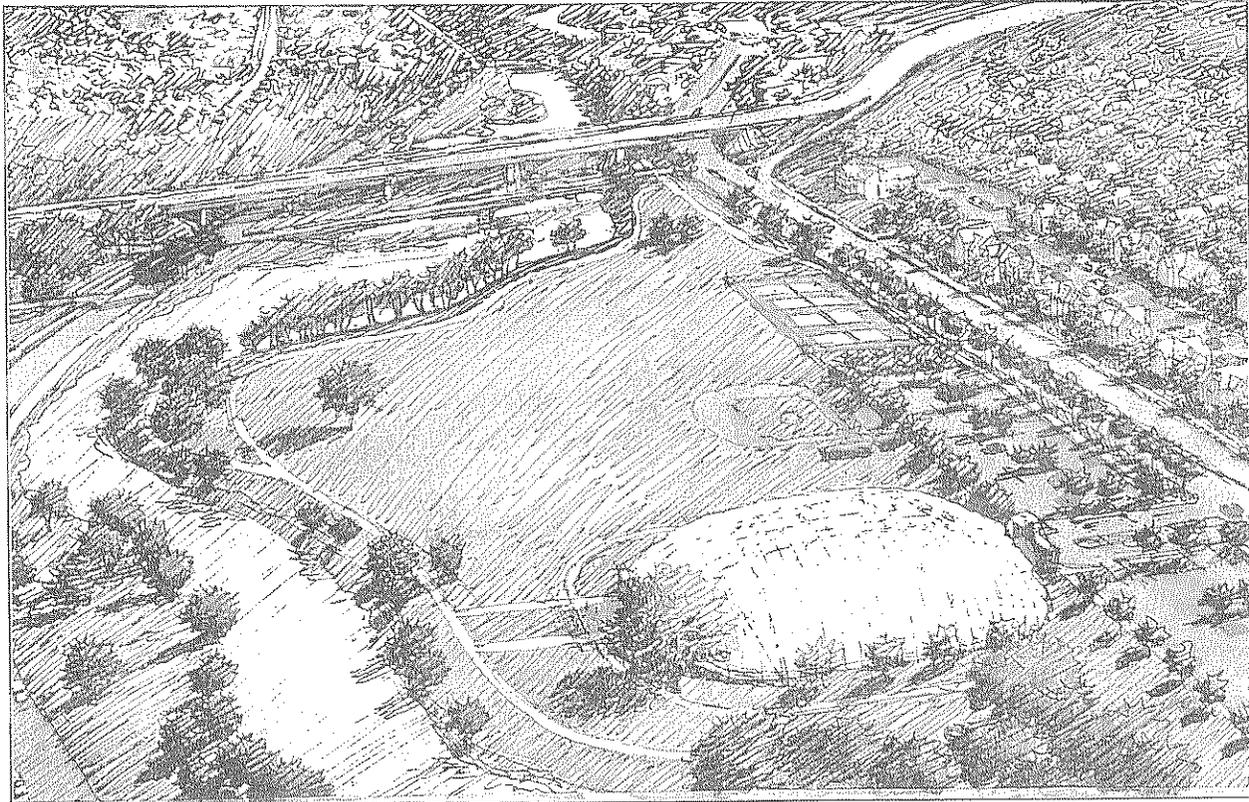
PARTICIPANTS

- Rockhurst College
- Neighborhood Housing Services
- Housing and Economic Development Financial Corporation
- Brush Creek Partners/adjacent institutions

Marketing of single family homes can be directed towards employees of adjacent institutions, and those institutions can support home ownership with down payment or mortgage assistance.

PUBLIC POLICY NEEDED

The vacant property on the south side of 49th Street is under the control of the Homesteading Authority of Kansas City, Missouri. Due to the designation of Volker Boulevard as the light rail corridor for the second phase of that as-yet-unfunded public transit project and the expected increase in traffic volumes along Volker Boulevard once the Paseo Intersection Complex is complete, uncertainty surrounds the future role and utility of 49th Street and that parcel of land. A decision regarding the short and long term future of that parcel of land must be made by the City Planning & Development, Housing & Community Development, and Public Works Departments of the City.



MARTIN LUTHER KING PARK, WITH A PROPOSED ICE SKATING FACILITY

Land along Swope Parkway, from Woodland Avenue to Benton Boulevard, represents the last opportunity for large scale development immediately adjacent to the Creek. Interstate access resulting from the completion of Bruce R. Watkins Drive and improvements to Blue Parkway and The Paseo intersection will enhance the locational desirability of these parcels.

- Retail
- Housing
- Office
- Extended-stay hotel
- Parkland

LOCATION

The south side of Brush Creek, between the Creek and 51st Street, from Woodland Avenue to Benton Boulevard.

PROPOSED LAND USE

The proposed land uses for this prototype development project include:

DEVELOPMENT CHARACTERISTICS

As reflected in the feedback from the Community Roundtables, the area adjacent to the Creek can better serve the more intense and dense land uses that befit the Corridor's status as a regional destination. Proposed development projects include:

- An extended-stay suite hotel for the spillover Plaza market and the nearby institutions, with meeting space and accommodations.
- Ice skating facility in Martin Luther King Park
- Neighborhood housing development

- Office space
- Locations for specialized retail, focusing on extracurricular activities such as sports, art, music and religion
- Convenience store and gas station

FOCUS IMPLICATIONS

FOCUS Kansas City calls for efficient development through the creation of clustered districts and corridors that can take advantage of transit options. This proposed development, which calls for a mix of uses, brings higher-level and higher-density land uses along an existing transit corridor. This mixed-use center can serve regional uses from this critical location in the urban core.

COSTS

The cost of new development includes:

- 120-unit extended-stay hotel \$9.0 million
- Ice skating complex \$4.5 million
- 250,000 sq. ft. of retail/office \$17.5 million (phased mixed-use development)
- Neighborhood housing \$5.0 million redevelopment, rehab and new (phased development)

The total development costs, excluding land and infrastructure for this target area is \$36 million.

INFRASTRUCTURE

Infrastructure improvements associated with development proposals will include:

- Improved streets in northern Blue Hills.
- Vacated street rights-of-way for the hotel site
- Parkland recreation trail improvements at Brush Creek in Martin Luther King Park.

BENEFITS TO CORRIDOR

The Corridor benefits from intensifying the land uses at this development node. Transportation

access will be greatly improved once Bruce R. Watkins Drive and the Blue Parkway elevation and realignment are complete. That access will bring thousands of cars past this site every day.

The Parks Department undertook a study (*Brush Creek Corridor Market Reconnaissance and Development Plan*, 1996) showing the economic feasibility of a hotel at the Woodland Avenue and Swope Parkway location. In addition, the Park Department's *Plan for Parks, Recreation, Boulevards and Greenways* (1993) describes an ice skating rink shortage in the "Central" and "Swope" community service areas on the east side of the city. These two projects will fill a market demand in the urban core.

The type of retail being targeted with this development scheme will bring a specialty niche to an area that currently experiences leakage beyond the urban core for craft materials, sporting goods, and religious articles.

FINANCING MECHANISMS

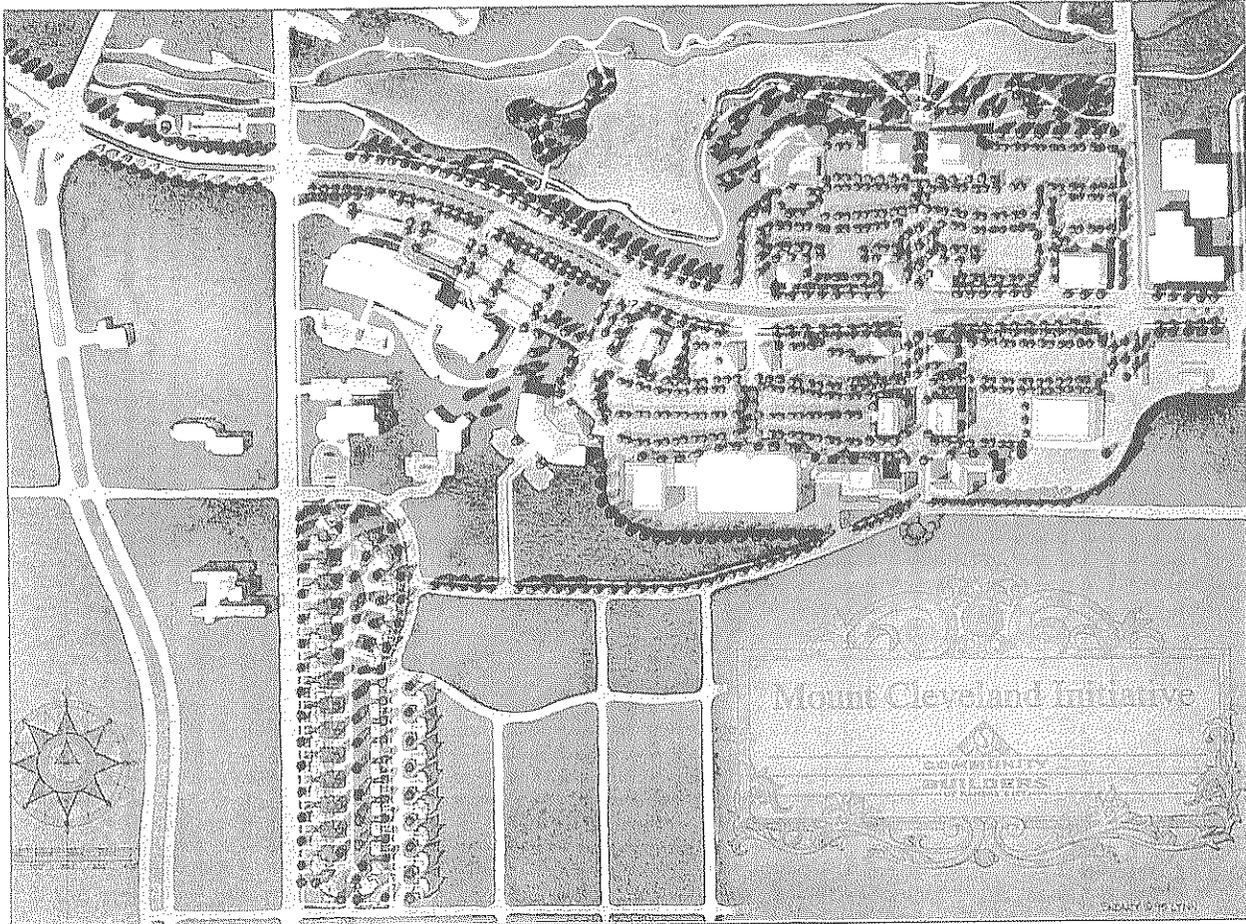
1. Tax Increment Financing
2. Private investment
3. Leading public infrastructure

PARTICIPANTS

Given the market appeal of this destination, private developers will take the lead. The City Planning & Development Department, TIF Commission, and other municipal agencies will spur that interest by soliciting development proposals and assisting with site preparation.

PUBLIC POLICY NEEDED

Public policy coordination is needed between Public Works and the Parks Department to ensure that planning and development of Martin Luther King Park and ice rink correspond to flood control actions.



THE MOUNT CLEVELAND INITIATIVE, A MIXED-USE DEVELOPMENT PROJECT ANCHORED BY SWOPE PARKWAY HEALTH CENTER

The Cleveland Corridor, on the east end of the Brush Creek Corridor, has the benefit of two institutions that are poised to act to stabilize and enhance this community setting.

LOCATION

Along Cleveland Avenue, from 43rd Street south to 54th Street.

PROPOSED LAND USE

The projects proposed for the Cleveland Corridor on the eastern end of Brush Creek are intended to stabilize the neighborhoods in this area. As such, they involve residential and recreational land uses.

DEVELOPMENT CHARACTERISTICS

The proposed development involves rehabilitation and construction of single-family residences in areas adjacent to sites of institutional expansion and investment. In addition, creation of a recreational trail, and renovation of baseball and ancillary facilities at Satchel Paige Stadium expand the sports options for neighborhood residents. Street-scape improvements will also be implemented.

The planned and partially-completed institutional housing and retail development at Swope Parkway Health Center acts as the southern anchor to the Corridor with the proposed Boys and Girls Clubs/Genesis School redevelopment acting as the northern institutional anchor.

FOCUS IMPLICATIONS

Another mixed-use center, this one with more of a community focus, can follow the development already occurring along Cleveland Avenue. *FOCUS Kansas City* calls for neighborhood economic development as well as expansion of residential choice. New and rehabilitated housing will connect this linear district. The existing community anchors of Swope Parkway Health Center and Boys and Girls Club/Genesis School have histories of acting to assist with community building and organizing.

COSTS

Costs for redevelopment in the Cleveland Corridor include a \$77 million first phase of development to be followed by approximately \$12 million in phased housing development, excluding land costs and infrastructure. First phase costs are:

- Boys & Girls Clubs \$5 million
- Mount Cleveland Initiative \$72 million

INFRASTRUCTURE

Substantial infrastructure improvements have been a part of promoting redevelopment in this area, including parkland and street improvements. Future required area infrastructure projects will include:

- Blue River bridge replacement at Blue Parkway
- Neighborhood street improvements
- Parkland improvements

BENEFITS TO CORRIDOR

The area described in this prototype development project has a corridor context. At its north end, it will soon experience significant activity in the form of expanded facilities for the Boys and Girls Clubs and Genesis School. That project's range can be broadened so that the Boys and Girls Clubs can be the steward for the surrounding residential area. Additionally, Cleveland Park, just to the north of that facility, can be better designed to serve the needs of those youth-focused agencies.

Closer to the Creek, significant public investment in the Creek, Amphitheater, and Lake Elmwood have enhanced the appearance of the natural setting; Bruce R. Watkins Cultural Heritage Center and the Brush Creek Community Center draw users to the varied programming offered by those two Parks Department-run entities.

On the Creek's south side, Swope Parkway Health Center has completed the bulk of its health campus with its clinic and Imani House; KCMC Child Development Corporation has occupied the Thomas-Rocque Child and Family Development Center; and Community Builders of Kansas City is beginning the 90-unit Mount Cleveland Cooperative Village. Also planned as part of the Mount Cleveland Initiative is the Blue Parkway Town Center, a retail location for a grocery store, specialty shops and service-oriented businesses.

All of this investment and scheduled activity, when planned for comprehensively, can have great collective impact.

FINANCING MECHANISMS

1. Tax Increment Financing
2. Federal program assistance
3. Leading public infrastructure

PARTICIPANTS

- Swope Parkway Health Center
- Community Builders of Kansas City
- Boys & Girls Club/Genesis School
- KCMO Parks Department
- Bruce R. Watkins Cultural Heritage Center
- Brush Creek Community Center
- KCMC Child Development Corporation

PUBLIC POLICY NEEDED

A complete planning study to further explore the dimensions of corridor development is needed.

APPENDIX

Brush Creek Design Guidelines



BRUSH CREEK DESIGN GUIDELINES

City of Kansas City, Missouri

Approved by the

Board of Parks and Recreation Commissioners

Resolution No. 23076

August 1, 1995

Prepared by the
Parks and Recreation Department and
City Planning and Development Department

Brush Creek Design Guidelines

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August 1, 1995

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I. INTRODUCTION

A. Brush Creek and Kansas City

In 1977, Brush Creek crested its banks, flooding adjacent properties. This devastating flood resulted in the loss of life and millions of dollars in property damage. Immediately the City's leaders began to seek solutions to this problem so that this type of devastating flood could be avoided in the future. Working with state and federal officials, the City completed a plan to correct flooding problems. Construction of the \$80 million project began in 1991. The Corps of Engineers, with the help of the Board of Parks and Recreation Commissioners, designed a flood control project that incorporated fountains, pools, waterfalls, dams, and a linear walkway the length of the project. These beautification features insured that the project would add amenities and linkages to the area which in turn encourage development opportunities beyond what a plain engineering project could do. The Board of Parks and Recreation Commissioners requested these design guidelines in order to further expand the impact of the flood control and beautification project to the entire Brush Creek Corridor as outlined in the "General Intent" section of the guidelines.

The initial phase of the Brush Creek project was completed in 1995 and opened to the public for their enjoyment. Future phases will include the development of recreational opportunities along the entire corridor. These opportunities will include boat rides, amphitheaters with musical events, biking, walking, sports and other activities associated with the park system. Additional landscaping and site amenities will enhance use of the corridor.

B. Area to Which Guidelines Apply

Areas abutting Brush Creek from State Line to the Blue River, to include all property abutting the creek itself, and all property touching park property and/or roadways that abut the creek.

All development plans in these areas are subject to the review and approval of the Kansas City, Missouri, Board of Parks and Recreation Commissioners.

C. General Intent of the Brush Creek Guidelines:

- Improve the quality of life and livability of Kansas City by increasing the quality of its parks and open space, and achieving high standards of design in public improvements and private development near Brush Creek
- Maintain and improve the image of the area surrounding Brush Creek
- Create confidence in and provide assurance of the consistent quality of development around Brush Creek
- Promote increased public use of Brush Creek public improvements

- Maintain and reinforce public investment in Brush Creek, including investment in beautification and flood control
- Use public investment in Brush Creek to create and encourage additional development in the area that is designed in such a way as to further create value in the area
- Create a climate for quality development and redevelopment, and provide the design framework for public and private decisions about development and redevelopment
- Tie together the eastern and western parts of the city along Brush Creek with quality development
- Relate development to Brush Creek, physically and visually
- Create urban development that accommodates the automobile, but is designed particularly to serve the customer, employee, resident, and visitor

II. URBAN DESIGN ANALYSIS OF BRUSH CREEK ENVIRONS

A. Relation to *A City Plan for Urban Design*

The City Planning and Development Department prepared *A City Plan for Urban Design* with the assistance of a team of nine City departments and agencies as a vision of the future form of Kansas City. The City Plan Commission approved the Plan in 1991, as a guide for City staff in making decisions that support excellent urban design and quality development.

1. WATERWAYS AND TRANSPORTATION

The basic form of Kansas City is organized around a framework of waterways and transportation. Several goals from *A City Plan for Urban Design* relate to the Brush Creek Corridor's waterways and transportation.

- Preserve and expand the boulevard system throughout the city so that it continues to be the predominant visual and physical organizer of Kansas City; extend boulevard qualities to other roadways, particularly streets with high traffic volumes.

The Brush Creek Corridor has ten parkways and boulevards running parallel to, crossing, or connecting with it: Ward Parkway, Volker Boulevard, Swope Parkway, Brush Creek Boulevard, and Van Brunt Boulevard, Benton Boulevard, The Paseo, Brookside Boulevard, Gillham Road, and Rockhill Road. These parkways are part of the original boulevard system designed in 1893 and 1910.

- Enhance the City's waterways so that they complement the boulevard system as another major physical organizer of the city. This will require that they be visible, accessible, and inviting for public recreational uses.

The Brush Creek Corridor is currently shaping the city as the first major east/west link in what has always been a linear north/south city. By improving access along the Creek, and drawing visitors and residents from east to west and west to east, the city can begin to make psychological barriers between east and west disappear.

Town Fork Creek flows into Brush Creek and Brush Creek flows into the Blue River. Because Town Fork Creek, Brush Creek, and the Blue River flood, they have affected development around them. All three waterways in the Brush Creek Corridor have a potential for recreational uses.

- Develop a transportation system that integrates all forms of public and private transportation in a balanced, efficient, safe, and aesthetically pleasing manner.

The transportation systems serving the Brush Creek Corridor include vehicles, buses, walking and bicycling, and potentially light rail. The Kansas City Area Transportation Authority has proposed light rail along the Brush Creek Corridor from the Country Club Plaza to Bruce R. Watkins Drive. Even though funding is not yet available, preliminary plans for a light rail right-of-way can begin to shape development along the Brush Creek Corridor.

Developing a balanced system of roadways, buses transportation, pedestrian and bicycle paths, and potentially light rail, and integrating it in a beneficial way with commercial, residential and recreational uses, will be a challenge in the Brush Creek Corridor.

- Enhance pedestrian circulation within the urban core, at urban and suburban hubs, and along boulevards throughout the city. Consider pedestrian circulation as part of the design of future streets and in the development and redevelopment of residential and commercial projects.

Although the Brush Creek Corridor is attractive to pedestrians and bicyclers, walkways and bikeways are discontinuous. Guidelines in this report will help address this issue. A key issue will be how to get people to walk to the creek and along the creek, and how to provide pleasant pathways integrated with other means of transportation.

2. HUBS OF ACTIVITY

Hubs are high density focuses of activity, capable of being relatively self-sufficient in providing living, working, shopping and recreational opportunities for residents. Goals from **A City Plan for Urban Design** relating to hubs of activity are:

- Channel growth and redevelopment and concentrate it at well-designed, dense hubs of activity.

The Country Club Plaza is a major hub of development along the Brush Creek Corridor; Blue Parkway at Cleveland is a potential small hub of development. The Brush Creek Corridor can serve as a spine for development.

- Preserve and enhance the Central Corridor as the most dense, urban part of the city, and as a primary destination for residents and visitors.

The Central Corridor is defined as the area between the Missouri River and 51st Street, Southwest Trafficway to The Paseo. It includes about half of the Brush Creek Corridor, including the Country Club Plaza, the Nelson-Atkins Museum of Art and Theis Mall.

3. HEART OF THE CITY

The heart of Kansas City is its urban core. The Brush Creek Corridor is going to create a new entranceway into the heart of the city by developing the waterway and the boulevards into a strong physical feature linking east to west. Goals relating to the heart of the city include:

- Preserve historic neighborhoods and buildings that are part of the unique heritage of Kansas City.

The Rockhill neighborhood in the Brush Creek Corridor is on both the Local and National Register of Historic Districts. The Troostwood neighborhood has expressed an interest in becoming designated on the Local Register. Brush Creek itself is identified with the history of Kansas City. Any tour of the Plaza has always included a viewing of the creek accompanied by an explanation of how Tom Pendergast's cement company paved it.

- Support the design and construction of the Bruce R. Watkins Drive as a major opportunity to rebuild damaged neighborhoods, encourage quality new development, and showcase good design of public infrastructure.

The Brush Creek Corridor will be crossed by Bruce R. Watkins Drive, a project that has been shaping the central city for over 50 years, and is still not completed. Transportation planners expect that the opening of Bruce R. Watkins Drive will contribute a substantial number of vehicles per day to the traffic count in the corridor. A key issue will be how such a major traffic carrier can be enhanced, particularly as it intersects with the Brush Creek Corridor, to take on a parkway character, that will not physically or visually disrupt the Corridor.

4. LIVABILITY

Some of the keys to quality of life and livability in Kansas City are its parks, neighborhoods, and ease of movement throughout the city. The following goals in the area of livability can be applied to the Brush Creek Corridor.

- Preserve and enhance parks and open space, both public and private, in the city.

This will be a major goal in the Brush Creek Corridor because of the large amount of park and open space in the Corridor. Park land includes Brush Creek Park running the length of the Corridor, Theis Mall, and the Brush Creek Tennis Center.

- Achieve high standards of design in both public improvements and private development.

This is a primary reason for preparing design guidelines for the Corridor. The public investment in high quality public improvements in the Corridor should provide opportunities for and stimulate high quality private development.

- Encourage high-quality urban development that preserves and enhances the wide diversity of the city's neighborhoods.

One way to enhance neighborhoods is to strengthen the identity of neighborhoods, and the boundaries that define them. Making improvements in the Brush Creek Corridor should help strengthen it as a boundary for the neighborhoods in and adjacent to the Corridor.

- Continue to develop Kansas City as a city with an understandable form and an ease of orientation.

The signage section in the guidelines will address this goal. Coordinated signage in the Corridor can contribute to a sense of place, can also help orient pedestrians and bicyclers both at creek level and at street level and can increase the visual attractiveness of all areas.

5. IMAGES

The image of Kansas City is formed by its landmarks and symbols. The following goals from *A City Plan for Urban Design* relate to how the Brush Creek Corridor can contribute to Kansas City's image.

- Identify and enhance the primary visual elements that contribute to Kansas City's positive image for citizens and visitors.

The Brush Creek beautification project will contribute substantially to Kansas City's positive visual image. The design guidelines in this report will help strengthen the visual image of the Corridor.

B. EXISTING URBAN DESIGN CONDITIONS IN THE BRUSH CREEK CORRIDOR

The Brush Creek Corridor can currently be divided into three areas. Moving from Roanoke on the west end to Elmwood on the east, are the *Plaza/University area*, *miscellaneous strip commercial development*, and the *Blue Parkway development area* with the Bruce R. Watkins Cultural Center and the Swope Health Center development.

1. Architectural Character and Building Materials in the Brush Creek Corridor

Plaza / University Park, State Line to The Paseo

The Plaza/University Park area consists of an eclectic mix of Spanish, modern and contemporary architectural styles. High rise apartment houses of brick and terra cotta built in the early 1900's front Brush Creek. Retail structures exhibiting eclectic Spanish motifs established the theme in the early part of the 1900's, including towers, wrought iron, and use of brick and stucco. Newer construction in the Plaza area reflects the time in which it was constructed. The 1950's through 1970's structures are less ornamental, more reflective of the influences of the modern movement in architecture. Contemporary structures either reflect a post-modern influence or make some reference in their design to the Spanish motif established by the J.C. Nichols Company with the development of the Plaza. Exceptions are the new buildings between 47th Street and the Creek, east of Main, which have pre-cast concrete panel and a severe aesthetic which is incongruent with the rest of the area.

Fenestration of the buildings generally consists of articulated windows, punched and inset to cast shadows at the opening. Recessing of the windows or doors, and articulating the openings through the use of a change in materials, i.e., cut stone, terra cotta or other embellishment, emphasizes many of the openings. Buildings that have continuous surfaces and unarticulated openings are incongruent with the overall building and development pattern established in the area of the Plaza/University Park.

Materials and the building pattern established in this area are the two primary characteristics that help to unify the Plaza and adjacent areas. Most buildings are zero lot line developments, creating a defined street edge that models and establishes urban space. Building heights vary to some extent but are a fairly uniform two to three stories in the central retail area of the Plaza and taller along the edges of the Plaza. Building materials consist of primarily brick, stucco, terra cotta, cut stone and some pre-cast concrete. Iron work is prevalent in decorative elements of the older buildings.

Buildings of more than two stories generally consist of a defined base, mid-section of several floors, and an articulated roof or top. Some of the newer buildings do not include this level of detail in design and are less successful because the mass created by the buildings are not of a human scale that characterizes other parts of the Plaza. The *Plaza Urban Design and Development Plan* provides planning and design guidelines for specific areas of the Plaza.

Miscellaneous Strip Commercial, The Paseo to Cleveland

An increase in the width of the park land abutting Brush Creek and intermittent commercial strip development along Swope Parkway defines this section of the corridor. The structures consist of older residential buildings, churches, and commercial development with limited architectural distinction. Most buildings are one or two stories with commercial store fronts and are occupied by retailers and other commercial businesses. None of the buildings are of noteworthy architectural design nor should they define the architectural character of the corridor.

This area has potential for redevelopment because of its proximity to the Bruce R. Watkins Roadway and the availability of deteriorated vacant or underused non-residential property. The architectural character should reflect the same use of materials as the Plaza reach and the Blue Parkway development proposed between Cleveland and Elmwood, south of Lake Eight, the largest lake in the Brush Creek flood control project.

Blue Parkway, Cleveland to Elmwood

This area has the potential to develop into the eastern anchor of the corridor and the gateway to the corridor from the east. Architectural character should respect the views to Lake Eight and Brush Creek.

The Swope Parkway Health Center has established the development pattern and the architectural character in this area. This consists of a contemporary design using light colored brick masonry and steel construction with a curved facade, and a tower. The family development center that will be constructed adjacent to the south of the Health Center will also have similar materials and a curved facade.

The Health Center building is set back from Blue Parkway with the parking in front. The proposed development to the east also has the parking along Blue Parkway with the majority of the buildings set back far from the right-of-way.

To help tie the Corridor together, the design of structures and buildings should reflect the pedestrian scale of the Plaza and its architectural character. This includes the use of primarily brick, stucco, terra cotta, cut stone and some pre-cast concrete. Iron work is prevalent in decorative elements of the older buildings, windows have punched openings, and most roofs are of Spanish tile.

III. GUIDELINES FOR THE BRUSH CREEK CORRIDOR

A. Linkages:

1. **Definition:** physical and/or visual connections between important elements, including focal points and activity centers, inside and outside the project
2. **Intent/purpose:** to strengthen relationships and encourage movement between important elements inside and outside the project; to improve the ease of orientation within the project; to help incorporate the image of the surrounding area within the project area; reinforce east/west connections within the city
3. **Guidelines:**
 - a) Projects abutting Brush Creek should incorporate pedestrian pathways linking the project to Brush Creek.
 - b) Pedestrian linkages should be accessible to people with disabilities; should offer a variety of visual and textural stimuli; should provide locations for rest and some relief from wind and hot sun, while connecting destinations where people work, play, and/or live; and should be designed for safety in terms of slopes, materials, and visibility.
 - c) Projects should provide pedestrian pathway connections linking adjacent activity centers. This could include pedestrian links to the Country Club Plaza and Theis Mall at the west end, or the Bruce R. Watkins Cultural Heritage Center and the new community center at the east end of the Brush Creek Corridor.
 - d) Projects should be designed in such a way as to not obstruct east/west pedestrian linkages along the Brush Creek Corridor, and should contribute to providing a continuous east/west pedestrian linkage along the Brush Creek Corridor.
 - e) General use parking lots should be located at logical points along pedestrian linkages where people may want to begin a walk along the creek, but they should be located to the side of, and not in the path of, pedestrian linkages.
 - f) projects should be designed in such a way as to promote visual linkages east/west along the Brush Creek Corridor. Alternatives for accomplishing this are:
 - (1) providing clear fields of view across what otherwise might constitute a physical or psychological barrier, or

- (2) providing a focal point such as landscaping, sculpture, or a structure that would tend to draw the eye across physical and psychological barriers and thereby help to bridge them.
- g) Focal points, such as certain types of landmarks, should be located at key visual points, including at locations where roadways or pedestrianways make major directional changes, or at the intersection of two boulevards, or at the intersection of a boulevard with an arterial street.
- h) The scale, massing, articulation, and orientation of structures to be located adjacent to Brush Creek, should provide a compatible and inviting transition and linkage between Brush Creek and its immediate surroundings. Landscaping should also be used to provide a green linkage the length of the Brush Creek Corridor, and between the Creek and surrounding areas, particularly in the less urban areas east of The Paseo.
- i) Developments along the length of the Brush Creek Corridor should incorporate some building materials, or landscaping, in common to help visually unify the Corridor and to help connect it to surrounding areas. This could include ornamental iron, native limestone, or a particular type of tree, ornamental grass, or flower.

B. View corridors:

1. **Definition:** key visual connections between two points.
- 2) **Intent/purpose:** to preserve views of significant features within the Brush Creek corridor in order to help fix a positive image of the corridor in the minds of residents and visitors, aid the public in becoming oriented within the area, and heighten "entrance experiences"; to make spatial relationships understandable through the visual tie between various elements in the landscape; to provide appropriate views into, out of, and within a development project, especially views of the creek
- 3) **Guidelines:**
 - a) Developments should include a plan to protect important views by designating on the site plan:
 - (1) locations from which views of the water in Brush Creek are visible, locations from which the water can be seen and from which access is possible, and the location of open space, buildings, landscaping, and pathways that will protect, provide access to, or provide a frame for these significant views;

- (2) locations from which views of major landmarks, such as fountains, sculpture, or important architectural features either within the project or outside the project are visible, and the location of open space, buildings, landscaping, and pathways that will protect, provide access to, or provide a frame for these significant views; and
 - (3) locations from which there are views into the property which could serve to attract people into the development, such as a view of the front entranceway, and the location of open space, buildings, landscaping, and pathways that will protect, provide access to, or provide a frame for these significant views.
- b) Developments should not block significant views of Brush Creek or major landmarks in the Brush Creek Corridor (such as the Spirit of Freedom Fountain), from adjacent landowners.
 - c) The site design should designate major entranceways into a development and include some type of entry feature such as landscaping, an entry monument, sculpture or fountain.

C. Architectural Character and Materials:

1. **Definition:** the overall design type and detailing of structures, including construction materials
2. **Intent/purpose:** to provide a consistent design within a project so that it harmonizes with, and has some elements in common with, other major developments in the vicinity of the project, and so that it will contribute to visually organizing and giving a human scale to the project; human scale is one that a person will feel comfortable with in terms of visual and physical perception of size, familiar features, and usability
3. **Guidelines:**
 - a) Architectural materials should reflect those that currently predominate in the corridor. i.e., stone, brick, and block masonry, non-reflective glass, and architectural metals.
 - b) All buildings within any given development should use similar material, whether on attached or detached structures.
 - c) Simulated materials, such as stucco board and aluminum siding, are not allowed as exterior finish materials.

- d) Development projects should have a consistent architectural design as reflected in building height and massing, and in architectural design details, as well as building materials.
- e) Design of buildings on the perimeter of projects should reflect sensitivity to edge and boundary conditions, and should present the view of a finished edge to adjacent uses. This should include screening of mechanical equipment, loading docks, and trash receptacles. This should also include screening of parking lots as outlined in Section 7: Parking.
- f) The design of building facades facing Brush Creek should consider both the view of the Creek and the view from the Creek; the design should present a finished edge to the Creek and should include screening of mechanical features. The facade facing the Creek should not continue unbroken in a horizontal direction for more than 100 feet; a setback of one or more floors of a building or structure of at least three floors above grade in height, may be considered an adequate substitute for one or two "breaks" in the building wall or face.
- g) The design of buildings should help reduce mass and contribute to a human scale of development through use of such techniques as using more than one color or texture on a facade, having a defined base and architecturally defined main entrances, stepbacks from the building base, an articulated facade and roof, and plane changes within the building elevations.

D. Height/Density/Bulk Controls:

- 1) **Definition:** (1) Height refers to either the height of the building in feet, or the number of stories. (2) Density is measured in dwelling units per acre and is further defined in Floor Area Ratio (FAR) which is the ratio of gross square footage of building to total gross square footage of land area. (3) Bulk refers to the massing of the building on the lot.
- 2) **Intent/purpose:** to develop controls that will result in structures in a project that are in scale with, and provide transitions to surrounding properties and uses, that do not significantly block views and sunlight, that are of a human scale and create a sense of space, that provide the perception of public accessibility to the project, that provide for development at a scale that is economically feasible, and that allow for development throughout the full length of the Brush Creek Corridor from the Country Club Plaza to the Blue River

3) Guidelines:

- a) The height of buildings should be stepped down as they approach the park property line adjoining Brush Creek; taller buildings and portions of buildings should be located further from the Creek, and shorter buildings and portions of buildings should be located closer, and adjacent to, the Creek.
- b) In general, the FAR for development along the creek should be no greater than 3.0.
- c) In general, the height of structures above ground level including parking, should not be greater than 2 stories in the area between Brush Creek and the first roadway to the north and south of the creek; in general, the height of structures above ground including parking in the Brush Creek Corridor should be no greater than 10 stories.
- d) The maximum height of buildings at creek level should not totally block views of any of the eight lakes in the Brush Creek flood control project, from structures located on the bluffs to the north and south of Brush Creek; project designs should respect view corridors designated by the City.
- e) Architects and planners should consider solar access to Brush Creek in designing the height, massing and orientation of buildings; building design and siting should minimize the blocking of sunlight from creek edges and pathways, particularly in the fall, winter, and spring.
- f) Buildings should have a defined base and architecturally defined main entrances, stepbacks from the building base, an articulated facade and roof, and plane changes within the building elevations to minimize the bulk and mass of buildings, and to create a human scale and perception of public accessibility for the project.
- g) Building massing should reflect the general orientation of the Corridor, i.e., an east/west axis.

E. Build-To Lines and Setbacks:

- 1) **Definition:** Build-to lines are lines that a designated facade of a building or buildings must be built on. Setback lines are lines that designate the minimum distance between a reference line (usually a property line) and a building, or portion thereof.
- 2) **Intent/purpose:** to provide for a cohesive development pattern along the Brush Creek corridor. Build-to lines may define an urban development character. Setbacks may help define the creek area, open space, or pedestrian areas.

3) **Guidelines:**

- a) Where a street wall exists, consisting of building fronts aligned with only a minimum setback from the street, infill buildings should maintain the existing setback and should be generally consistent with the existing setback of adjacent buildings.
- b) In the more dense, urban portions of the Brush Creek Corridor, the design of projects should create a consistent, pleasing, urban-style street frontage by providing the maximum amount of building face along a frontage build-to line established at the minimum setback allowed in the Zoning Ordinance for residential uses, and at no more than 20 feet from the front property line for non-residential uses:
 - (1) at least eighty percent of the front facade of the building should be constructed on the build-to line; and
 - (2) two-thirds of the length of a build-to line along the frontage of the adjacent street, excluding driveways and streets, should be occupied by the facade of a building. For corner lots, the length of the build-to line should be two-thirds of the length of each adjacent street frontage.
- c) Buildings, not parking areas, should help define the boundaries of open space in the more dense urban portions of the Brush Creek Corridor.

F. Access:

- 1. **Definition:** the means of providing for physical movement into and out of a site by vehicles and pedestrians in order to enable the site to be utilized; a determining factor in the successful development of the site.
- 2. **Intent/purpose:** to provide opportunities for the public to walk or drive to and within the development while minimizing conflicts between the two; to promote an orderly, visually pleasing, and active street environment for workers, residents, and visitors; to accommodate the automobile but not at the expense of the customer, employee, resident, or visitor; to provide adequate and efficient servicing of the development by trucks and utility vehicles, but to minimize the visual and noise impact of such service
- 3. **Guidelines:**
 - a) Each development should include a clear, understandable, and landscaped pedestrian circulation system that provides pedestrian linkages between buildings, between parking lots and buildings, and between a development and Brush Creek, and between a development and adjacent uses.

- b) Buildings on a development site should be located in a way that allows pedestrians to directly reach their destinations within the site, or to directly reach continuous pedestrian walkways linking destinations outside the development. Buildings should have entrances accessible to the pedestrian on all sides adjacent to a street. Site design should provide direct access into the buildings from the public sidewalk.
- c) All access shall meet and should exceed the requirements of the Americans With Disabilities Act Accessibility Guidelines (ADAAG).
- d) In order to provide public access to the Creek, the City and the Board of Parks and Recreation Commissioners may require cross-access and pedestrian easements on a development site; the City and the Board of Parks and Recreation Commissioners may require maintenance easements on a development site in order to maintain Brush Creek and other public lands.
- e) Because the Brush Creek Corridor is proposed to include a bicycle route as part of the regional bicycle system, all developments should consider in the site design locations for bicycle parking and bicycle access connecting with the regional route.
- f) In order to minimize the disruption of green space and pedestrian pathways along boulevards and streets in the Brush Creek Corridor, curb cuts should be kept to a minimum; one curb cut is allowed for every 75 linear feet of frontage on the streets, with a minimum of one curb cut per property; the maximum width of a curb cut is 25 feet. Property owners should investigate sharing curb cuts.
- g) Median cuts are restricted to no more than one cut for every 250 feet of parkway.
- h) Access drives for service and delivery vehicles should be located so as not to disrupt other vehicular or pedestrian circulation, or to visually detract from the fronts of buildings or from focal points within the project or along the Creek.
- i) The design and location of access drives and other roadways through a development should prevent headlights from shining into adjacent residential areas.

G. Parking:

1. **Definition:** areas designated for the temporary storage of vehicles, either in surface lots or in structures

2. **Intent/purpose:** to provide temporary storage space for vehicles that will serve rather than dominate the development, especially visually; to be not generally visible, and to be screened; to provide convenient pedestrian connections to the structures or facilities that the parking serves.
3. **Guidelines:**
 - a) In general, surface parking lots should be located at the sides or rear of structures. Surface parking lots must be separated from streets and park lands by a decorative wall, a berm or a solid landscape screen at least 4 feet in height.
 - b) Parking aisles are to be aligned perpendicular to the building's facade that they serve, in order to minimize the number of traffic lanes pedestrians must cross.
 - c) Multiple small parking lots are more desirable than single large lots; larger surface lots should be subdivided with landscaped islands including trees.
 - d) Surface parking lots containing more than twenty-five spaces:
 - (1) should provide landscaping within the parking lot equal to twelve percent of the gross parking lot area, including drives; and
 - (2) the landscaped area should contain at least one over-story tree for every two hundred (200) square feet of landscaped area.
 - e) Pedestrian walkways and plazas adjacent to parking and driveways should be visually and spatially separated from them through use of additional site elements, including bollards, lighting, landscaping, and special pavement treatments.
 - f) Parking garages located above grade should be generally consistent in height with, but not taller than the height of the buildings in adjacent commercial and residential neighborhoods; should incorporate design approaches such as those outlined in Section 4, Height Density/Bulk Controls, that can help make transitions to the scale of nearby buildings; should have screened openings that obscure the parked vehicles; and should be designed so that lighting in the structure, or from vehicles in the structure, does not shine or glare into adjacent uses. Exterior finishes of parking structures should match the adjacent occupied buildings the parking serves.

H. Streetscape:

1. **Definition:** consists of the roadway including medians and associated landscaping, fountains, sculpture, sidewalks, on-street parking, street lighting, pedestrian lighting, traffic signals, signs, benches, trash containers, newspaper and other vending machines, and bus shelters, within the area of the right-of-way
2. **Intent/purpose:** to provide safety, comfort and convenience for pedestrians; to provide safety and ease of orientation for vehicle users; to provide a common design element throughout the development that can help to unify it; to provide a safe and pleasant separation of pedestrians and vehicles; to help make surrounding development to human scale and user-friendly; and to provide a generally pleasant environment.
3. **Guidelines:**
 - a) All development and redevelopment projects should include a streetscape plan for all public streets within the development that includes all items listed in the definition in (a) above, unless otherwise approved.
 - b) All streetscape plans for boulevards or parkways are subject to review and approval by the Board of Parks and Recreation Commissioners.
 - c) All streetscape plans should consider materials used and amenities included in streetscapes adjacent to the project, as well as the materials and character (traditional, contemporary) of the development/redevelopment project itself.
 - d) All streetscape plans shall include street tree plantings of a size, species, and spacing approved by the City Forester; all developments fronting a boulevard or parkway shall conform to Parks and Recreation's *Tree Master Plan for Boulevards and Parkways*.
 - e) Unless there are physical barriers, all streetscapes in new developments along boulevards and parkways should include a 10-foot planting strip between the curb and the edge of the sidewalk, and a 6-foot sidewalk. Unless there are physical barriers, all new developments and redevelopments in other locations should have a minimum 6-foot planting strip and a 6-foot sidewalk.
 - f) The Kansas City Area Transportation Authority (KCATA) shall review all streetscape plans for arterial streets. KCATA shall designate locations for bus stops, bus shelters and bus pulloffs, which shall be included in the streetscape plan. All streetscape plans should also include sidewalks, benches and trash cans at bus stop locations.

I. Open Space:

1. **Definition:** all areas not occupied by buildings or structures.
2. **Intent/purpose:** to provide positive space that is used to add value to the built environment; to provide opportunities for people to interact or feel comfortable, whether they are involved in active or passive enjoyment of the space; to complement and help unify the development; to preserve view corridors, to provide a link to Brush Creek, and to break up building massing so as to provide a more human scale
3. **Guidelines:**
 - a) Open space should be designed as part of the overall building and project design and should not be considered space left over after the buildings are sited.
 - b) Each development's open space should link directly with the park along Brush Creek and with any other adjacent City park, parkway or boulevard, through such methods as continuity of landscaping, paving materials, pathways, and unobstructed vistas.
 - c) The design of each development's open space should include spaces that will attract activity, such as a courtyard with seating, a fountain, sculpture, a garden, or a shady pathway between buildings.
 - d) User safety should be a primary consideration in open space design. The spaces should convey a feeling of openness and security. Blind alley space and dead-end spaces are not acceptable.

J. Landscape:

1. **Definition:** plantings and associated hardscape (walls, solid edges/borders) within public and private open space
2. **Intent/purpose:** to provide a setting or context for structures in a development that can provide the following benefits: minimize runoff, help cool the air, help purify the air by absorbing exhaust gases and giving off pure oxygen, help lower energy costs, help provide a habitat for birds and other wildlife, provide shade and comfort for pedestrians, help muffle noise, provide visual screens, provide a sense of scale that makes people feel more comfortable, contributes to surrounding property values, and attracts and gives pleasure to customers, clients and citizens by providing a pleasant transition from adjacent roadways into the development

3. **Guidelines:** All development and redevelopment projects should include a landscape plan that accomplishes the following:

- a) preserves healthy, attractive plant materials of significant size (trees of a 5 inch caliper and larger);
- b) includes a combination of evergreen and deciduous plant material, preferably with multiple year-around ornamental qualities in coloration, bark, form, fragrance, fruit, flowers;
- c) emphasizes low-maintenance, water-conserving plantings that are well-adapted to Kansas City's climate and soils, including use of native plant materials;
- d) clusters plant materials to provide plantings that are less likely to dry out, and are easier to maintain than scattered single plants, shrubs, or trees;
- e) complements the project and the structures, including parking structures, by using a design that provides a frame for significant views, and screens for negative views, and mitigates harsh environmental effects including summer sun and winter winds;
- f) avoids contributing to safety problems by avoiding landscaping that can block security lighting, and block public views into an area;
- g) includes a method for for maintenance and replacement of plant materials;
- h) includes street tree plantings on all streets with a size, type, and spacing to be approved by the City Forester; in general, one street tree is required for every forty (40) feet of lineal frontage;
- i) includes overstory trees of a minimum 2.5 inch caliper and ornamental trees of a minimum 1.5 inch caliper; and
- j) includes screening and landscaping of parking areas as stated in the Parking Guidelines.

K. Signage:

- 1. **Definition:** a system of display boards or surfaces used for directions, identification, instructions, or advertising; usually consisting of lettering, pictures, diagrams, decoration, etc., often in combination, on a contrasting background surface

2. **Intent/purpose:** to provide a clear, easily understandable, coordinated method of identifying, and giving directions to projects and places that is complementary to and not in conflict with adjacent uses

3. **Guidelines:**

- a) Signage should be only identification signs and directional signs; for purposes of identification, monument signs and wall signs are appropriate.
- b) There should be no more than one sign per facade, not to exceed three signs per use; one monument sign may be substituted for one facade sign. Businesses that are part of a single planned development are limited to two facade signs per business.
- c) Facade signs should be no more than 10 percent of the facade on which they are placed.
- d) Monument signs should not exceed 50 square feet, including base, and should be horizontally oriented, with the base wider than the height.
- e) No facade sign should be greater than 20 feet in height; no monument sign should be greater than 6 feet in height; the height of the base of the monument sign should be less than half the height of the whole sign including base.
- f) Signs should be internally lit, or have indirect lighting; use of non-blinking neon may be appropriate in areas of intense activity.
- g) Pylon signs and off-site advertising signs are not allowed.
- h) Signs should be made of durable materials, and be complementary to materials used throughout the project; use of masonry and stone is desirable.
- i) Signage should be coordinated throughout the project in terms of materials and colors used, and lettering types; coordination with highly visible adjacent signage, in terms of size and materials used, is desirable.
- j) Signage should be simple, clear, and legible in the circumstance in which it is seen: information on identification signage should only include company logo, name and address.
- k) The location of signage should not block views of Brush Creek or focal points along the Creek, and should not obscure important architectural features.

L. Lighting:

1. **Definition:** natural and artificial sources of illumination, particularly street lighting, pedestrian level lighting, lighting of signs and architectural features
2. **Intent/purpose:** to enable people within the development or passing by the development to see well enough to find their destinations and to conduct their activities safely; to enliven a development and set the overall mood of the development; to help increase the sense of security and not negatively impact surrounding residences
3. **Guidelines:**
 - a) Design of developments should include a site lighting plan to serve multiple purposes including vehicular and pedestrian safety and security, illumination of activity areas, and accent lighting for architectural features and landscaping.
 - b) Glare and spillage onto adjacent properties should be kept to a minimum through the use of cut-off fixtures or other devices; low-noise level lights should be used adjacent to residential uses.
 - c) Sidewalks and walkways should have pedestrian level lighting; combination pedestrian and street lighting is an acceptable option.
 - d) The design of exterior light fixtures should be consistent throughout a development, with the design complementary to the design of the overall development. The design and placement of exterior lighting fixtures should be coordinated with the design and placement of fixtures in Brush Creek Park and along boulevards and parkways, at locations where both fixtures would be visible at the same time.

V. SUMMARY

The guidelines are a tool for review of proposed development in the Brush Creek Corridor. The content of the guidelines is not intended to preclude the requirements of any City, state or federal ordinances. The guidelines are intended to provide a direction for the orderly development of the Brush Creek Corridor. The guidelines also are intended to guide the character of the Corridor.

This plan was prepared by the Applied Urban Research Institute, a nonprofit planning and research organization based in Kansas City, Missouri.

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