

### **Project Team**

ProspectUS is a partnership between the City of Kansas City, Missouri and the Kansas City Area Transit Authority. The ProspectUS Team is led by Multistudio and includes a mix of technical experts on urban planning, urban design, transportation, economic development, market, infrastructure, and development. Their skills will be leveraged to support implementation strategies for transit-oriented development and incremental, sustainable change along the Prospect Corridor.



#### multistudio





Neighborhood Workshop



**Scott Bernstein** 











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#### **APPENDICES**

The Appendices provides in-depth analysis of the following subjects to support this report.

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- Appendix A: EngagementAppendix B: Infrastructure
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## RideKC =

## PART I: PROJECT OVERVIEW

**ProspectUS** 

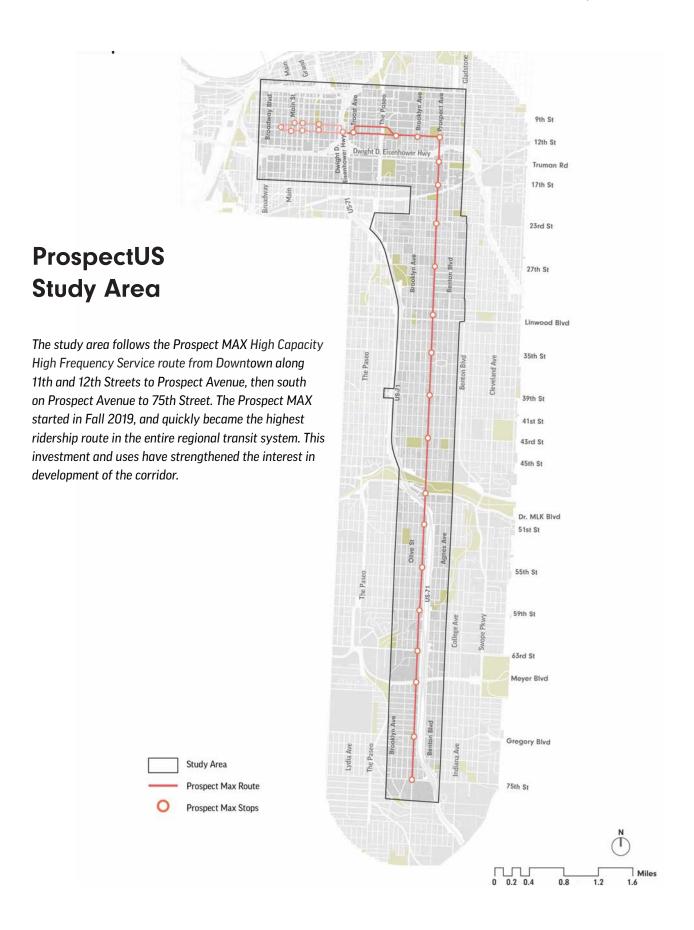




### Introduction

The City of Kansas City, in partnership with the Kansas City Area Transit Authority ("KCATA"), has engaged in ProspectUS – a community-based process that will prepare an equitable and transit-oriented investment strategy along the Prospect MAX route. ProspectUS will focus on identifying a strategic set of tools that can be leveraged to support transit and other public infrastructure improvements throughout the Prospect Corridor, as well as tying land use to the new Prospect MAX High Frequency Transit service. As an implementation-focused planning process, ProspectUS provides the opportunity to think outside the box regarding improving communities along the Prospect Corridor. This process involves the acknowledgment of recent history and the impact of inequitable policies, while also celebrating the families, leaders, and efforts that have contributed to the legacy of this historic community.

To chart a path forward, we must first understand the present successes and challenges, and then capture current momentum. The State of the Corridor provides a technical and community-based understanding of the critical elements that need to be addressed in the pursuit of Equitable Transit-oriented Development (eTOD) to rebuild the Prospect Corridor. This document is a summary of the needs of the corridor, and is supported by several appendices that provide further detail regarding land use and zoning, economic development and housing, with transportation and infrastructure, as well as the community input that further defines the "needs" of the corridor. This document also identifies potential strategies to respond to the needs of the corridor and neighborhoods.



#### What is "Equitable Transit-Oriented Development"?

The City's Transit Oriented Development Policy defined TOD as: "an approach to development that focuses land uses around a transit station or within a transit corridor in order to maximize access to frequent, high-quality transit and the benefits it provides. TOD is characterized by dense, compact development with a mix of uses in a pedestrian-oriented environment. The design, configuration, and mix of uses reinforce the use of public transportation, and enhance the vitality of the area."

Equitable Transit-oriented Development (eTOD) builds on that definition to emphasize critical social outcomes, including the empowerment of existing residents and stakeholders, opportunities to build neighborhood and personal capacity, and establishment of wealth-building and anti-displacement mechanisms. The equity in eTOD comes from a focus on ensuring that the action and investment benefits those currently invested in the corridor, specifically addressing the potential displacement that could be caused by redevelopment. eTOD should leverage public funds to encourage lasting investments that support existing residents and transit riders, welcome new neighbors, expand opportunities for businesses and entrepreneurs, and support mixed-income neighborhoods with many housing options. Elevating community voices, creating policies and strategies that mitigate displacement of current residents and businesses, will also be a focus of this effort.

Effective implementation of eTOD will lead to several key outcomes with important benefits to the Prospect community (see pg. 9-10):

- A Mix of Transit-Supportive Uses
- Opportunities to Establish Generational Wealth Through Ownership, Business, and Affordability
- Neighborhood-Scale Development
- A Mix of Housing Opportunities

Part II and III of this report will document the current state of the corridor and neighborhoods. Organized by the practices of transit-oriented development establishing a clear connection between the current challenges and opportunities and the tasks at hand to rebuild.





## eTOD Benefit: Strong Neighborhoods Rely on a Mix of Transit-Supportive Uses

Transit-oriented development involves more than providing housing at and around transit station areas. A variety of uses within walking distance of a transit stop will establish a vibrant destination. Multiple uses, both commercial and civic, will attract a broad segment of the community and increase the activity and vibrancy of the place. The concentration of a variety of uses in a single place also helps to concentrate investments, support local businesses and workforces, promoting broader stability and sustainability. The proximity of different uses in a single area reduces the number of automobile trips and improves public health through walking and the reduction in automobile emissions. In addition, uses that are not supportive of transit, and autooriented site formats such as drive-thru facilities or large parking lots, should be discouraged, limited, or prohibited.

### eTOD Benefit: Equitable Transit-Oriented Development Repositions Prospect Avenue as A Corridor of Opportunity

Redlining, and a prolonged lack of both public and private investment, has played a significant role in the devaluation of property within the Prospect Corridor, resulting in the regional wealth disparities and market challenges seen today. A critical outcome of eTOD involves directly benefiting the residents of the corridor, current and future, and providing multiple pathways to establishing generational wealth. This occurs through a reduced cost of living (specifically housing and transportation costs), and supporting opportunities for home, business, and property ownership. It also means that the benefits of increased prosperity are felt locally and prevent displacement of existing residents. Recent investments, including the Prospect MAX, the Central City Sales Tax measure, recent development (with public investment) and infrastructure improvements are indicators that interest is growing in the corridor.



## eTOD Benefit: Neighborhood Development is Fundamental to Restoring a Thriving Prospect Corridor

Neighborhood-scale development occurs in a compact, walkable pattern and intensity that creates people-centered places, improved connectivity, and access to transit. Neighborhood-scale development in a transit-oriented context provides an affordable means to access work, schools, services, and amenities. It also results in an efficient use of public investments – transit, infrastructure, and roadways. In turn, this efficiency results in a fiscal return on public investments, creating a sustainable funding cycle for supporting long-term operations and maintenance of public systems.

## eTOD Benefit: Strong Neighborhoods Provide a Mix of Housing Opportunities

Historically, neighborhoods that surrounded streetcar stops were built to accommodate a vast range of housing types, such as colonnades, multi-plexes, duplexes, and single-family homes. However, new housing will not be built unless market deficiencies – low incomes, undervalued rents, high cost of construction and financing gaps – are addressed. The Prospect Corridor is currently not well-positioned to compete in the development market, and the production of a diverse array of housing types will take significant public commitment and partnerships.

#### **Engagement**

Recent investments in the Prospect MAX transit provide a strong foundation from which the community can benefit from, including improved access to the jobs, education, goods, and services. To create an equitable plan, the community's thoughts and perceptions must be identified and then addressed through this process. Both a qualitative as well as quantitative data collection process is necessary. As the ProspectUS team gathers input and processes data, we welcome the knowledge and experiences of the various stakeholders who make up the Prospect Corridor community (residents, community partners, business owners, developers, bankers, city staff and elected officials, etc.).

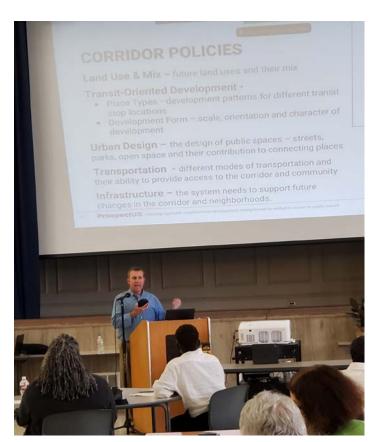
Engagement during this process is intended to reach those communities to help create understanding, direction, and recommendations for the future. It is important to note that the equity-centered approach to engagement begins with an understanding of the following principles, derived from Bryan Stevenson's Guiding Principles of Equity. Mr. Stevenson is a widely acclaimed public interest lawyer who has dedicated his career to helping the poor, the incarcerated, and the condemned.

#### STEVENSON'S GUIDING PRINCIPALS:

- WITH, NOT FOR! Center the needs of the community and convene a multi-disciplinary, cross functional and multi-identity group to gather information and resources.
- GET PROXIMATE TO THE PROBLEM! Work to understand what is happening; who is benefiting and who is being harmed; how things work; who is already getting things done; what else is needed.
- ATTEMPT TO CHANGE THE NARRATIVE! Name
  the past and present narratives that impact
  the community and growth. Who holds/
  creates/ perpetuates the narratives? What new
  narratives are needed?
- **BE OPEN TO NEW INFORMATION!** Listen to one another even if the information is different than what you expected or makes you uncomfortable.

- BE WILLING TO BE UNCOMFORTABLE! Change can be uncomfortable for some. So is inequity, so let's navigate through our discomfort to create more equity.
- COMMIT! ENGAGE! TRUST THE PROCESS! –
  Recognize that community members have
  experienced success and disappointments. Let's
  be honest and open about what is expected and
  possible.
- No Quick Fix! Equitable change takes a combination of behavioral and systemic change.
   All entities must examine what and how change will occur.
- MAINTAIN HOPE IN THE FACE OF BRUTAL FACTS! –
  Historic and current inequities exist. We must
  acknowledge them and be reminded that we
  have the power to transform our communities.

Because engagement work is human-centered and equity-driven, shifts and changes are expected as we deeply engage and learn from participants. Crafting an implementation plan that is a realized asset to such a dynamic group of stakeholders (residents, developers, city staff, partners), will take the participation of other components of this system to achieve equity. Therefore, we must be reminded there are no guick fixes. The feedback received from the first round of engagement is summarized within this document and much of the feedback has shaped and supports the findings of the technical analysis. A complete list of the meetings and feedback can be found in the appendices. The ProspectUS team looks forward to supporting a plan that names and addresses (many of) the immediate needs, while outlining a path to sustainable change. The next round of engagement will focus on presenting and discussing the findings of the consulting teams' various research and analysis, with what it means to the future of the corridor and neighborhoods.







## Kansas City & the Prospect Corridor





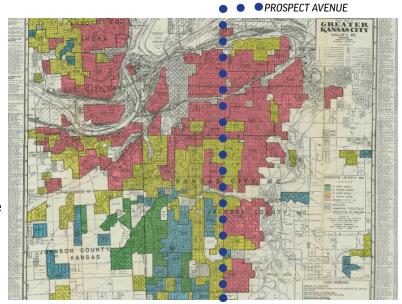


Missouri Valley Special Collections, Kansas City Public Library

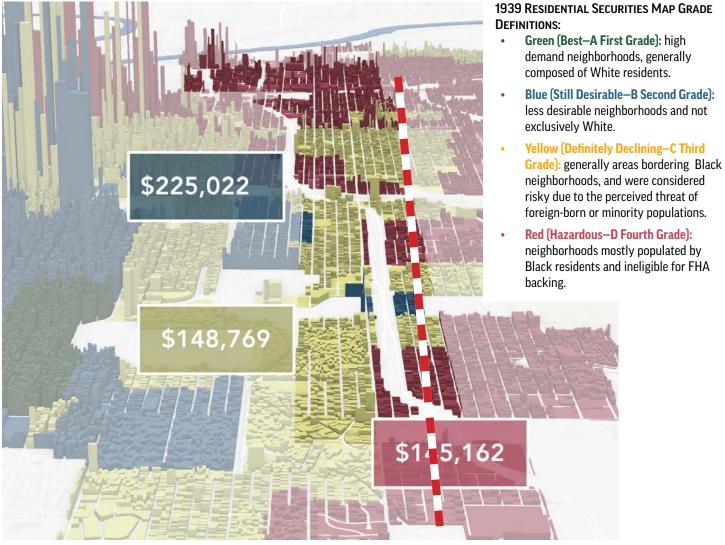
#### **Then**

For the first 80 years of Kansas City's history, it grew from a small village on the Missouri River to a fully formed city with a thriving downtown and strong neighborhoods that a half million people called home. During these early years, Kansas City was a "streetcar city," with walkable neighborhoods connected by more than 100 miles of streetcar lines, including along the Prospect Corridor. This transit system was the root of Kansas City's early built environment, promoting efficient, transit-oriented land use and development patterns. The Prospect Corridor was largely built during the "streetcar city" years of Kansas City's history, and many of the bones of historic streetcar stops exist today, composed of tightly laid out corner buildings and small-scale apartment buildings. For the last 80 years Kansas City has spread out well beyond the historic streetcar network, and central city neighborhoods experienced significant disinvestment, particularly along the Prospect Corridor. Throughout the 1900s, much of the urban core east of Troost Avenue was the target of discriminatory policies and practices. Through inequitable lending practices, homeownership opportunities afforded to majority White communities were not extended to minority communities. The redlining maps that evolved alongside the loan

programs established this practice east of Troost as the minority population grew. The impacts of the disinvestment and "white flight" caused by these actions persist today, most evident by the property value disparity on the east side, which in many cases is less than ½ those west of Troost. As the population declined, so did many of the public services that supported the community. People in the corridor relied on the streetcar and then the bus system to access jobs, education, goods and services, and the city. Transit services were no longer effectively serving the needs of the community, aggravating the downward trajectory of the community.



1939 Redlining Map, National Archives and Record Administration



ProspectUS Study Area: Assessed Value per Acre & Redlining Categories; See Appendix D: Land Productivity

More recently, the construction of Bruce R. Watkins Drive created a highway through many east side neighborhoods. In addition to dividing the communities along Prospect, it also displaced the US-71 Highway route from Prospect Avenue, removing the traffic, and many of the people that used the services and business along the corridor. A combination of public sector policies and private sector actions squandered the value that was built during the first 80 years of Kansas City's existence, and contributed to the devaluation of housing, wealth disparities, and racial segregation that Kansas City now faces. The current state of the Prospect Corridor and its neighborhoods illustrate the consequences of long-term disinvestment.

#### Now

Recent investments have signaled a revived commitment to the Prospect Corridor. The Prospect MAX system was funded through the City, KCATA and Ladders of Opportunity from the Federal Transit Administration. The Central City Economic Development one-eighth cent sales tax, voted by the citizens of Kansas City, funds projects such as housing, economic development, job creation, and infrastructure improvements within a specified area which overlaps the ProspectUS study area. The sales tax has resulted in several catalytic projects, including the Linwood Shopping Center, KD Academy, and the Prospect Summit Duplexes. This recent momentum can be captured to support further revitalization, benefiting neighborhoods adjacent to Prospect Avenue through the reestablishment of transit-oriented development patterns.

Kansas City has recent experience facilitating reinvestment in disinvested and undervalued urban places. Over the last 20 years, significant efforts have reestablished a thriving downtown and restored an economic engine for Kansas City in the central urban core, particularly the area between the Missouri/Kansas state line to Troost, and the Missouri River to 75th Street. The historic, transit-oriented development pattern within the central urban core is not much different than the historic pattern of neighborhoods along Prospect Avenue. However, many of the areas within Kansas City's east side continue to see a disproportionately low level of reinvestment. evidenced by vacant lots and buildings, auto service uses, disconnected neighborhoods caused by arterials like Bruce R. Watkins Drive, and deficient facilities and infrastructure (See Appendix BB: Transportation & Infrastructure Assessment). Continued commitments to reinvestment along the Prospect Corridor and learning from past strategies and their outcomes in the central urban core will be necessary moving forward.







#### **Community Perspective**

For the initial round of engagement in this process, numerous exercises were conducted over various meetings intended to elicit information from participants regarding the current and future conditions of the Prospect Corridor. Participants were asked to identify the current opportunities and challenges in the corridor through a SWOT or Strengths, Weaknesses, Opportunities, and Threats assessment. When asked to think about the condition of the corridor and neighborhoods, participants pointed to the physical, economic, and social elements that continue to influence the corridor, in both negative and positives ways. The infrastructure and streets, development, character, and quality were all themes in the feedback received from the SWOT analysis. The primary themes for each of the four topics are summarized here.

STRENGTHS - WHAT IS WORKING? When asked about what is working in the corridor the participants focused on the people and the history of the place citing elements that include the history, culture, diversity, & people; strong, engaged neighbors & neighborhoods; and renewed corridor attention, talent, & people -creating the potential to succeed. In addition to the people the physical and business assets of the community included, infrastructure, transit investments, & transit service, corridor businesses, services, affordable housing, and the proximity & access to the community, downtown, & region.

**WEAKNESSES - WHAT IS NOT WORKING?** When asked about the weaknesses of the current corridor the participants identified what was lacking to detract from reinvestment in the corridor. The primary themes include a lack of funding to support change in the community, the lack of quality goods, services and housing, and the lack of trust, participation, and action in the community. In addition to those things missing, the present negative elements that exist were also identified including auto repair shops, secondary uses, and blight.

**OPPORTUNITIES – WHAT IS POSSIBLE?** When asked about future of the corridor and what is possible, the participants identified elements that build on some of the current strengths, recent momentum created in the corridor, and addressing threats to success. Themes include physical improvements such as quality goods, services, and housing to build activity to support the community and transit, and improved transit service, as well as business opportunities for local innovation & small business support, and more funding opportunities.

**THREATS – WHAT WILL STOP US?** The threats identified to a successful future included the current state of the corridor, specifically vacancy, cleanliness and perception as well as a lack of support for change including healthy skepticism in the city supporting sustainable change, and a lack of available funding and access to resources. In addition to these themes a threat was recognized from the outside non-local investment, and the displacement that could result from someone else's definition of success.





#### **User Stories**

Additionally, participants were engaged in an exercise that allowed them to tell their "user story" as a stakeholder in the corridor. Participants were asked to identify their role in the corridor, their need, and what would be solved if that need was met. For example, "I'm a pedestrian and I need/want better evening bus service from the Prospect Corridor, so I can get rid of my car." The user stories provide a valuable set of information regarding the people, needs, and their desired impacts. This is deep local information, and the stories provide enough details to be used as a performance standard to evaluate future recommendations for their impact, the addressing of needs, and for who. Many of the user stories are compelling causing many to think about the needs of the corridor from different perspectives. Like the other feedback received, the individual user stories gathered can be found on the project website. (prospectuskc.com)

**THE WHO** – many different perspectives were gathered from the community including - homeowners, incremental developers, business owners, pedestrians, transit riders, property owners, a minister, senior citizens, non-profits, neighborhoods, institutions, and agencies.

**THE NEED** – from the different perspectives, a variety of needs were identified that could impact the future use of the corridor and neighborhoods. Those needs include - capital (money) for revitalization, land for development, more police, help to build wealth, housing options, commercial space, frequent transit, connected sidewalks, equity, to be heard, better infrastructure, and affordable housing.

**THE IMPACT** – the community was interested in improving their own situation as well as others through the needs they defined. They identified impacts to - develop and redevelop property, feel safe, make more money, live here, enhance the neighborhoods, age in place, thrive, build wealth, serve the community, support the youth, get rid of a car, reduce costs, and raise the tide.

#### **Focus Groups & Interviews**

In addition to the Subcommittees, Advisory Council, and Community Meetings, the consultant team has engaged in interviews and focus groups to gather additional perspectives and information regarding the Prospect Corridor. To date we have talked with small- and moderate-scale developers, public and private financiers, infrastructure and transportation specialists, transit operators, public researchers and activists, artists, and community land trust operators. In addition to the sessions completed, the team is setting up meetings with philanthropic organizations, institutions, businesses organizations, economic development specialists, and neighborhood leaders. Engaging with the variety of folks has in many ways confirmed, and added detail to the thoughts, ideas, and perceptions of the community. Key information and concepts will provide a lens by which additional resources or partnerships will be necessary to address the needs of the Prospect Corridor. The key takeaways to date include:

- Access to capital for development is limited and the barriers to lending still exist.
- A significant gap remains between the cost to build housing and the market rents on Prospect. New market rate and affordable housing is not possible without subsidy.
- Public agencies that can leverage funding are not seeing interest in their money being spent on Prospect.
- Lack of trust in the consistent operations of the transit system.
- Infill development and redevelopment are strapped with hidden and unexpected costs that make it unaffordable.
- Need additional people, to increase ridership to support frequent transit operations.
- Need a focused effort to leverage funding for Prospect, to make development happen.
- Community land trusts can provide affordability of housing in perpetuity. Operating models currently exist that could scale to the portions of the corridor.
- Barriers in time and money exist in redeveloping publicly owned property.
- A focus on rehabilitation and preservation can provide immediate affordable housing options.

#### **Summary**

The feedback from participants emphasizes the people in the corridor being the strength and providing the vision and action for the future. There is a lot of work to be done, however people are optimistic about the future of Prospect. As we continue these conversations, we will define recommendations for strategies and actions to build upon the strengths, address the weaknesses, leverage the opportunities, and mitigate the threats. Equitable transit -oriented development solutions will provide the community the tools necessary to address the physical and economic changes necessary to achieve the community aspirations.

#### **Next**

The physical components that once defined the Prospect Corridor – the development, land uses, infrastructure, and transit system -- are beginning to see varying levels of reinvestment. This shift is a significant opportunity for the Prospect Corridor, and is the foundation for the next era of reinvestment. The community and its partners can leverage resources to redevelop vacant land, support new and existing businesses, and improve connectivity and access throughout the area.

Equitable reinvestment will take time, talent, and resources, as well as vision, strategy, collaboration, and resolve. The vision for a revitalized, vibrant corridor of connected neighborhoods and nodes is well documented in the previously adopted plans and policies. Equitable transit-oriented development (eTOD) represents a strategy to physically rebuild and reinvest in the community and its places, in alignment with the community vision. This is accomplished by engaging the community, avoiding displacement, and closing the wealth gap, while ensuring fast, frequent, efficient, and safe transit service. In support of these efforts, funding resources will be identified, and partnerships outlined in pursuit of equitable transit-oriented development.

#### **Community Perspective**

During the first round of engagement, we asked the community to identify aspirations for the future as defined by an end state of success. Participants were bold and motivated in their responses. Descriptions, including words like "risen, mecca, competitive, diverse, rebirth, elevates, and good life," identified major changes in the defining elements of the corridor. Those descriptions were based on ideas that included development, new services, business investments, home ownership, new infrastructure, no vacancies, mixed-use, and quality open spaces. A few headlines that covey the depth of the desire from the community include:

- "Prospect Business Booming: Walking Traffic All Over"
- "The Prospect Phoenix Has Risen!"
- "Neighborhoods Once Poor, Now Economically Diverse Without Displacement"
- "Long Time Residents Benefit from Safe and Efficient Transit Options"
- "What Happened to All the Used Car/Repair Lots?"
- "I Achieved My Dream of Homeownership!"
- "Beautiful and Affordable"
- "Prospect The New Mecca in Kansas City"
- "Prospect Corridor Becomes an Innovative Hub for Future Tech Economies"



## RideKC =

# PART II: THE STATE OF THE CORRIDOR

**ProspectUS** 



### Introduction

Part II provides a summary of Key Findings, derived from research, analysis, and engagement conducted during the first phase of ProspectUS. The Key Findings are organized by their associated topic area for ProspectUS subcommittees -- Finance & Funding, Neighborhoods & Housing, and Public Space Improvements.

#### **Summary of Key Findings:**

#### **FINANCE & FUNDING**

- A Continued Public Commitment to the Prospect Corridor Is Needed
- Affordable New Housing Needs Subsidy to be Built
- Historic Disinvestment Will Require Historic Reinvestment
- Greater Understanding of the Implementation Economics of Small-Scale Infill and Rehabilitation Will Be Needed

#### **NEIGHBORHOODS & HOUSING**

- The Success of the Prospect Corridor is Dependent on Retaining and Attracting New Residents
- KCMO's TOD Policy Necessitates Additional Community Discussion about Future Land Use Policy & Zoning
- Healthy Neighborhoods Require A Variety of Housing Choices
- Equitable Reinvestment Requires Rebuilding the Small Business Ecosystem of Small-Scale Development

#### **PUBLIC SPACE IMPROVEMENTS**

- Walking Needs to be Easier To and From Neighborhoods
- A More Robust Frequent Transit Network Is Needed to Support Riders and TOD



## Key Findings: State of the Prospect Corridor

#### **Finance & Funding**

## A CONTINUED PUBLIC COMMITMENT TO THE PROSPECT CORRIDOR IS NEEDED

Public agencies have recently directed significant levels of investment to the Prospect Corridor through federal, state, and local programs. Continued, consistent, and strategic application of public investments and public/private partnerships will be needed to support equitable transit-oriented development. There are 10 federal programs that provide funding support specifically for TOD and 27 federal programs, from a variety of agencies, that provide funding for creating place or placemaking (See Appendix F: Finance & Funding). These programs are highly competitive, but can provide a significant amount of funding to support a variety of rebuilding activities from public investments in infrastructure and transit to creating affordable housing and supporting small businesses. Kansas City, Missouri currently participates in some federal funding programs, however, few resources awarded are targeted exclusively for the Prospect Corridor or adjacent neighborhoods. The Prospect Corridor, and the City could improve equity through more strategic application of development incentives that prioritize areas of need over stronger markets within the urban core.

## AFFORDABLE NEW HOUSING NEEDS SUBSIDY TO BE BUILT

The need for housing to build out the corridor and support eTOD goals will require significant investment over several decades, from a variety of sources, including substantial public subsidy. As momentum builds over time, the need for and level of subsidy will decrease. As of 2022, the cost of constructing

new housing versus what can be financed in the corridor requires more than half the cost to be supported through subsidy. Alternatively, renovation and rehabilitation of the existing housing stock may require lower levels of subsidy. Several interviews with local developers indicated that current (2022) new residential construction costs average \$200-\$250/sq. ft. At this level, a new but modest 800sq. ft. home could easily cost \$200,000, not including the cost of land. That represents a mortgage or rent of over \$1,300 (depending on interest rates and down payment), or 59% of the corridor median monthly income (\$2,200). Additionally, housing costs do not account for the cost of transportation, an additional \$750 per month in Kansas City on average. The Housing + Transportation Index from the Center for Neighborhood Technology cites such a household being "cost burdened". Lack of nearby employment hubs further contributes to the overall cost of living along the Prospect Corridor. In conclusion, new housing when combined with the cost of driving is not affordable for most people that live in the Prospect Corridor area today.

## HISTORIC DISINVESTMENT WILL REQUIRE HISTORIC REINVESTMENT

Within the Prospect Corridor study area, 98% of communities have been impacted by historic redlining or related disinvestment practices, resulting today in 19% of the study area being undeveloped, and another 7% being "upside down", meaning the assessed value of the land is greater than the assessed value of the improvement (house, building, etc.). The current taxable value of the overall area is approximately \$100 million. Vacant land, because of the lack of a building or improvements, represents an annual loss of 20% of taxable value or \$20 million throughout the

#### **SOURCES OF PUBLIC CAPITAL**

#### **TOD Specific**

FTA's Joint Development Program

USDOT's Build America Bureau - TIFIA program

FTA/FHWA's - Metropolitan Planning

Flexible Funding Provisions - formerly FAST Act and Prior Authorizations

FTA - Transit-owned Property for Affordable Housing

**USDOT Reconnecting Communities Grants** 

USDOT Neighborhood Equity and Access Grants

**USDOT RAISE Grants** 

FTA Areas of Persistent Poverty Program

FTA Mobility on Demand Sandbox Demonstration

#### New Federal Initiatives (not necessarily TOD)

#### **United Stated Dairy Association**

**Urban & Community Forestry Program** 

Urban Agriculture & Innovative Product Grant Program

Climate Hub Program

Conservation Stewardship/Regional Conservation Partnerships

#### Health and Human Services

Climate Ready States Initiative

Rural Community Economic Development Program

FEMA Flood Mitigation Assistance

FEMA Building Resilient Infrastructure & Communities

FEMA Risk Mapping & Assessment

#### Housing and Urban Development

Community Development Block Grant - Disaster Declaration Funds

Section 108 Loan Guarantees

Inflation Reduction Act

#### Department of the Interior

Urban Wildlife Conservation Program

Urban Waters Grant Program

Ecosystem Restoration Program / Good Neighbor Agreements

#### **Environmental Protection Agency**

**Brownfields Project Program Grants** 

EJ Small Grants

**Environmental Education Grants** 

EJ & Climate Justice Block Grants

#### Department of Energy

Communities Local Energy Action Program

Resilient Distribution-Underserved & Indigenous Community Microgrids

Community Engagement Cooperative Agreements

Energy Efficiency & Conservation Block Grant

#### Department of Transportation

Reconnecting Communities

Neighborhood Access and Equity Grants

#### **US Treasury**

American Rescue Plan State & Local Fiscal Recovery Grants

#### **US Environmental Protection Agency**

Greenhouse Gas Reduction Fund

Significant public resources exist to assist in spurring development within the Prospect Corridor. When combined with a targeted local investment and incentive strategy focused on areas of need, change will occur. The resources available should be used to help create public investments and improvements and fill the funding gaps to build housing and support businesses that will rebuild the development market. See Appendix F for more information about Finance & Funding.

corridor. This loss represents potential funding which could be reinvested in the community. To reverse these effects and develop housing in a manner that supports eTOD and neighborhood services throughout the corridor, strategic public and private investment over several decades, through various resources will be needed. Implementation of housing must be done incrementally at a neighborhood scale to build momentum and value over time. As reinvestment results in increased value, those values must be realized locally through the rise of wealth in households and neighborhoods along the Prospect Corridor. Wealth creation is evident through increases in property ownership and values, reduction in cost of living and improved access to local career opportunities.

## A GREATER UNDERSTANDING OF THE IMPLEMENTATION ECONOMICS OF SMALL-SCALE INFILL AND REHABILITATION WILL BE NEEDED

There is an urgent need for policymakers and administrators to be proficient in the details of real estate development, and especially small-scale development (generally, sites under 10,000SF). This proficiency includes a working understanding of development budgets (known as pro formas). A pro forma is a ledger that compares total revenue from the anticipated projected sales prices or rents with all building project costs (hard costs of materials, soft costs of services such as architecture, legal, appraisal and fees necessary to design, permit, finance and construct the building). Projects only get to implementation if revenues exceed costs by an amount enough to produce a rate of return acceptable to whoever provides the up-front money to cover the project's costs. The data put into a pro forma reflects the current state of all conditions needed for a project to make money - a necessary precondition to getting built. This includes the cost of land, labor, materials, money (interest rate), and regulatory compliance. These are compared to the achievable revenues

(proportional to the number of rentable or sellable units and their square footage). When the balance meets the minimum thresholds, a project is said to "pencil" and can get financed and built.

Most of the vacant land and underutilized properties in the corridor are considered small by national standards (sites under 10,000SF). Currently, the costs to develop legal building types exceeds the amount they can be sold or rented for. Through discussions with local developers, within the region and the urban core of Kansas City, a conservative estimate of construction costs (in current 2023 dollars) would be \$200 per square foot of space. The following scenario illustrates the costs of housing construction. A 1,000 sg. ft. home costs \$200,000 to build and simply break even. Adding average profit beyond break even, site-specific costs, the changing cost of borrowing and some location-specific costs (e.g. zoning, fees, insurance, etc.) a new house might well be \$250,000 to \$275,000 to purchase, or \$1,675-1,800 to rent. A lot sits vacant when the cost to build exceeds the revenue to be made from building something. There is no demand at the price points needed to support new construction. To remedy this, one must reduce costs, increase revenues, or both.

While zoning and regulation changes are realized over years and decades, changes to pro forma factors can change rapidly (consider supply chain issues and interest rates changes beginning in 2020). The pro forma is the starting point to understand the actual local costs and revenues. It is part of a broader experience base from small-scale developers – all of which is essential to understand the onthe-ground environment necessary to align to get the development outcomes needed to realize the community's vision for the corridor.

#### **HOW MUCH DOES A NEW HOUSE COST?**

2022 URBAN RESIDENTIAL CONSTRUCTION COSTS: \$200/SF 2022 RESIDENTIAL LAND VALUE COSTS: \$0.32/SF



A housing unit in the single-family home format is the most expensive residential building type available to a potential resident. All project costs are borne by the sale or rent to one household. Lower prices to end users are achievable with different building formats (as shown in the diagram above). This analysis uses cost averages for Kansas City for both land acquisition and new construction. Average land value per square foot was estimated using 2022 tax assessment data, and average cost of residential construction per square foot was derived through engagement with several local developers of all scales, and industry knowledge of local construction costs. Building size and configuration can change the per unit price of housing significantly. The analysis concludes the lowest "per unit" housing costs can be derived through dense apartment formats, as well as by adding an accessory unit (ADU or duplex) to a single-family home's lot. New construction for "middle" housing formats, like a multi-unit house, colonnade, and townhouses, are less expensive than a conventional single-family house format, but not significantly. See Appendix F for more information about Finance & Funding.

#### **Neighborhoods & Housing**

## THE SUCCESS OF THE PROSPECT CORRIDOR IS DEPENDENT ON RETAINING AND ATTRACTING NEW RESIDENTS

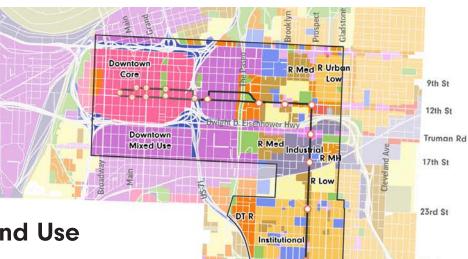
In 1950, the Prospect Corridor and surrounding neighborhoods supported 20,000 more households than exist today. Decades of disinvestment and population loss have left 15% of residential land vacant/underutilized throughout the area, and it is necessary for the area to increase the population and house more residents. Convenient and efficient transit service with robust access to commercial goods and services requires a minimum of 8 households per gross residential acre (15/acre net<sup>1</sup>). Currently, a typical block within a half mile of the Prospect Corridor averages 3.6 households per net acre, or 18 households per block (5 acres on average). Ideally, every block throughout the Prospect Corridor, and adjacent neighborhoods, would have at least 40 households on average (housing at least 125 residents). This represents a target of more than doubling the housing stock and/or population within the ProspectUS study area with a variety of housing choices.

## KCMO'S TOD POLICY NECESSITATES ADDITIONAL COMMUNITY DISCUSSION ABOUT FUTURE LAND USE POLICY & ZONING

The City's adopted Transit-oriented Development (TOD) policy establishes a framework for differentiating between development form contexts – nodes, corridors, districts, and neighborhoods. While these contexts are focused on the physical pattern of development, they are also related to the intensity and scale of how uses are applied, where nodes and districts may have more active and varied uses, corridors may contain less active uses

<sup>1 -</sup> Net density is defined as the total number of housing units divided by the total land area minus public spaces including rights-of-way, common spaces, and private land not developable through setbacks and easements. Public spaces can be up to 50 to 70% of the land area of a city.



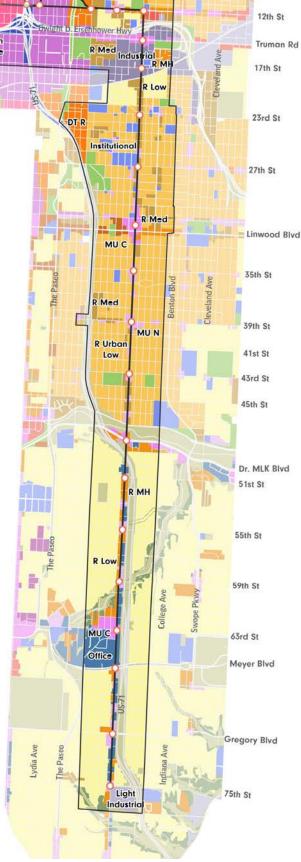


#### **Corridor Future Land Use**

#### 2022

Future Land Use plans create an expectation for what the corridor will become regarding use and the density and scale of development. The future land use plans for the Prospect Corridor identify a nodal commercial development pattern along Prospect Avenue with urban and suburban neighborhoods adjacent. The development pattern and intensity changes from urban to suburban, at Brush Creek, as you move south along the corridor. The commercial development patterns mirror that of the TOD Policy Plan, however, portions of the corridor neighborhoods are not identified necessary development intensity to create TOD.





(more residential) and intense development than nodes, and neighborhoods may consist of a range of housing types. Additionally, the TOD policy generally discourages auto-oriented uses near nodes and along transit corridors.

The Future Land Use Plan provides sufficient direction for the placement of Nodes and Corridors along the corridor, and additional engagement with the community is needed to define the specific scale and intensity of use for these contexts. Currently, most of the commercial corridors are zoned (B3-2) and do not make distinctions for scale, form, and use between nodes, corridors, or districts. Additionally, the current zoning district allows auto-oriented and non-transit supportive uses, lacks design standards, and only provides a small decrease in the amount of parking in proximity (within 1,000 feet) to the transit stop. The current zoning sets no expectation that the resulting development will be transit-supportive in design. To align corridor development with TOD targets and support efficient transit service, engagement with community to define the appropriate scale and use mix will be needed.

## HEALTHY NEIGHBORHOODS REQUIRE A VARIETY OF HOUSING CHOICES

Neighborhoods with a mix of residential building types can collectively hit common transit thresholds for density throughout neighborhoods. A housing portfolio which includes "middle" types - specifically smaller-lot detached houses, duplexes, townhouses, multi-unit houses, and colonnades - also helps ensure that an individual can "age through" the housing spectrum without being displaced from their community. Currently, 91% of the corridor's housing stock is single-family residential, and much of the remaining middle housing stock is under threat of demolition. According to the **Small Apartment** Affordable Housing Survey, published by the UMKC Center for Neighborhoods, the Central City Economic Development Sales Tax District (CCED) area has seen the loss of 407 small apartment buildings over the last 20 years, and currently contains at least 50 atrisk small apartment buildings.

In addition to preservation challenges, the development of new middle housing stock faces financial and regulatory barriers. The cost of construction is continuing to rise, creating increased costs of home ownership and rental, and existing regulatory standards, like minimum lot size standards, limit the number and type of housing units throughout the Prospect Corridor and in some cases are not aligned with the historic development pattern. In addition, the Future Land Use Plan defines neighborhoods along the corridor as "Residential Low Density" and "Residential Low Density (Urban)". These land use categories are defined to generally correspond with the R-6, R-7.5, and R-10 zoning categories, which do not encourage the density or variety of housing that would be considered transit-supportive. However, it should be noted that other policies and attributes influence development outcomes in addition to the Future Land Use Plan, including existing density and housing types within a particular context.

An appropriate level of zoning flexibility could help align neighborhood development with TOD targets, promote preservation of the historic development pattern, and achieve density and housing variety. Engagement with the community to define how flexibility is applied, and the appropriate locations for various types of "middle" housing types (such as duplexes, townhomes, and colonnades) will be needed.

## EQUITABLE REINVESTMENT REQUIRES REBUILDING THE SMALL BUSINESS ECOSYSTEM OF SMALL-SCALE DEVELOPMENT

Reinvestment in neighborhood housing requires a well-functioning system of investors, builders, owners, and residents to implement that reinvestment. The structure of the real estate development and construction industries nationwide is geared toward providing large-scale development—both multi-story residential buildings and large-tract subdivision development. With a century of product specialization (away from middle



R-5

75th St

Grego

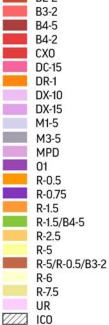
M1-5

**Corridor Zoning** 

2022

Commercial zoning throughout the length of the corridor creates an auto-oriented development pattern and dilutes the neighborhood markets for goods and services. A nodal development pattern creates destinations that support the neighborhoods and transit service within a walkable distance, and implements the Future Land Use Plans and TOD Policy Plan. Similarly, there are opportunities to better implement the TOD Policy Plan and Future Land Use Plans through neighborhood zoning discussions.

See Appendix E for more information about Land Use & Zoning.

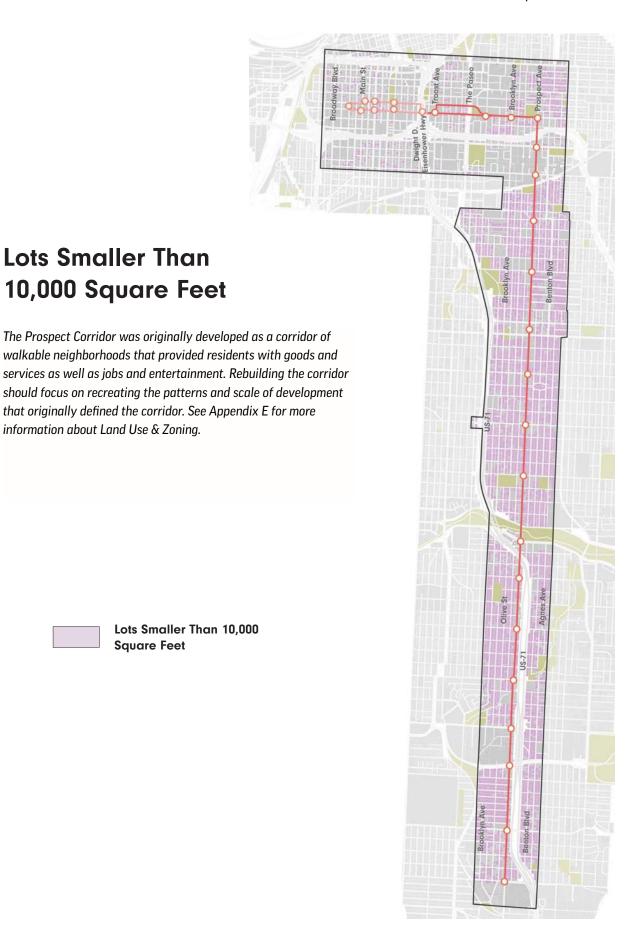


housing), and construction industry integration, concentration, and "financialization" (national capital seeking preferred returns), there is no industry sub-sector organized to deliver scattered site, small-scale urban infill projects. That housing production capacity must be built locally.

The good news is, there are already people implementing small-scale development in Kansas City and on the east side. They are people like the young couple rehabbing a duplex, an empty nester renovating a basement apartment to rent for extra income, a restaurateur buying their building to expand and add apartments upstairs, or an electrician teaming up with other contractor to own equity in a neighborhood infill project. Such people live in the Prospect Corridor and throughout the city. There are also many local nonprofit, institutional, and grassroots efforts working to empower local Kansas Citians who want to improve their neighborhoods through real estate development projects, including Small Developers of KC, the Urban Land Institute's REDI program, WIRED (Women in Real Estate Development), and more. Several existing developers in the Prospect Corridor are engaged with one or more of these efforts. Though a smaller city than ours, South Bend IN has begun a series of efforts to recruit and support small-scale developers. More than three years into it, city officials remark that "incremental developers, together, are our city's largest single developer."

To scale housing production by locals, an ecosystem approach is needed that links entrepreneurial incremental development businesses (developers, tradespeople, designers, property management, business services and financiers) to resources, information, and technical assistance. This is similar to how economic developers strengthen other small businesses. The community development field has a mature ecosystem developed since the 1960s of CDCs, CDFIs, technical assistance providers and others that provide small businesses connections and on-ramps to that field's affordable housing project deal flow. While assets like the land bank or CDFIs exist, they need to be aligned to accelerate locally produced housing outcomes to realize the community's vision. All this needs a systematic way to support a small-scale development ecosystem to support and accelerate small-scale developers because they are the primary means of implementation of the neighborhoods and housing component of corridor eTOD.





**Lots Smaller Than** 

information about Land Use & Zoning.

**Square Feet** 

#### **Public Space Improvements**

## WALKING NEEDS TO BE EASIER TO AND FROM NEIGHBORHOODS

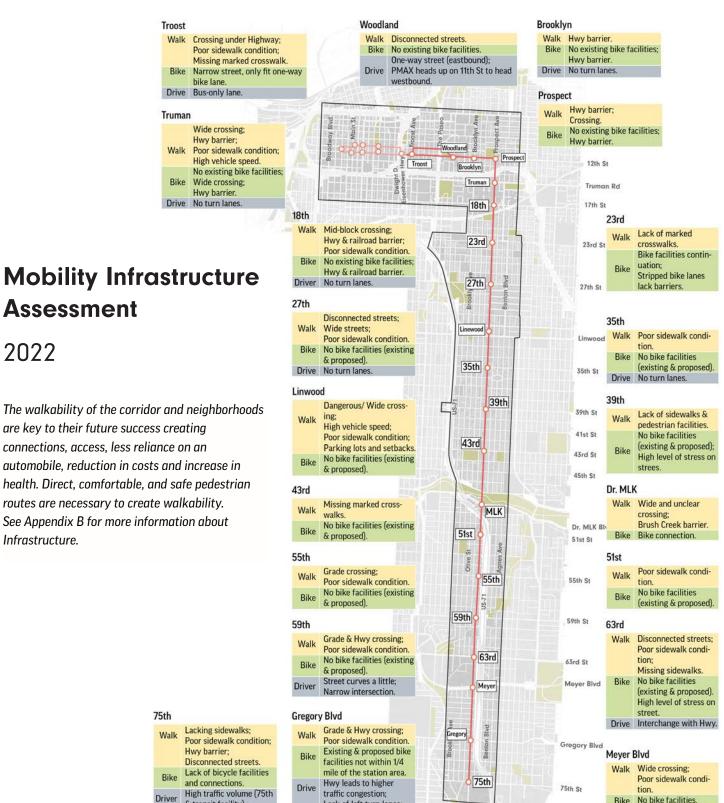
The Prospect MAX High Capacity High Frequency Service prompted significant investment in street and streetscape infrastructure to enhance the experience of transit riders along Prospect Avenue and at transit stops. While this investment improves pedestrian mobility in the corridor by serving transit stops with updated facilities, the adjacent cross streets and neighborhoods lack quality, consistent mobility infrastructure – sidewalks, streetscape amenities, etc. Specifically, adjacent areas lack a clearly defined pedestrian system, with deteriorating facilities which detract from the quality and connectivity of the public environment – especially for pedestrians, but for all modes of transportation as well. This condition creates unsafe connections for all users, including people walking, biking, and driving.

### A MORE ROBUST FREQUENT TRANSIT NETWORK IS NEEDED TO SUPPORT RIDERS AND TOD

Fast, frequent, dependable, and safe transit operations are necessary to create transit-oriented development and support the Prospect Corridor and adjacent neighborhoods. The Prospect MAX has the highest ridership levels in the region and serves the adjacent neighborhoods and communities, and the combination of frequent service and local connectivity along the corridor helps provide better connectivity within the corridor. However, in some locations the system does not operate at the 15-minute headways (maximum time between buses) that is needed to support TOD. The Prospect MAX transit line has too many stops and is too slow to maximize the efficiency of the High Capacity High Frequency Service system. Similarly, there are very few east/west routes that operate at the 15-minute standard to provide reliable and efficient access to jobs, commercial services, health care, education, and other community amenities, much of which are located on the west side of the city. Increasing the frequency of bus service along the Prospect MAX as well as several of the east/west routes will improve the consistency and reliability of the system, increasing ridership, neighborhood support, and value to developers.



Drive Interchange with Hwy.



## & transit facility).

**Assessment** 

2022

Infrastructure.

Lack of left-turn lanes:

High intersection delay.

## RideKC

## PART III: STRATEGIES TO CONSIDER

**ProspectUS** 





### Introduction

The second phase of ProspectUS will allow participants to review and discuss Key Findings, and focus on how these findings should influence the direction of implementation efforts moving forward. Beginning in early 2023, the project team will engage with the community and stakeholder committees to focus on best approaches to address the Key Findings of this report. The following section provides potential strategies and targets to direct implementation, and will need to be further explored with the community, stakeholders, and policymakers.

### **Next Steps: Strategies to Consider**

#### **Finance & Funding**

## EMPOWER THE PROSPECT COMMUNITY TO DIRECT ITS FUTURE

- Establish a corridor-wide unifying structure, such as a Community Improvement District (CID), that communicates with all institutions, business groups, neighborhoods, activists, and other stakeholder groups. This organization should be a liaison between the community and the KCMO's Community Engagement Coordinator and City Manager's Office, to prioritize and direct resources, ensure accountability, and achieve goals over time.
- 2. Leverage a corridor-wide CID or similar unifying structure to establish a strategy for changing the perception of the Prospect Corridor and east-side Kansas City for residents, bankers, investors, and the real estate community. This strategy should directly involve existing residents and stakeholders to establish long-term connections between the Prospect community and broader financial, professional, and philanthropic community. Establish an ongoing focus group comprised of banks, institutions, and philanthropic organizations to establish personal relationships and monitor and address issues related to finance, funding, and addressing gaps.
- 3. Provide resources for programs that support capacity-building for neighborhoods and their residents. Consider formalizing neighborhood-based organizations and leadership roles with public funding for full time employment for neighborhood association/organization directors.

### CREATE A COMPREHENSIVE HOUSING STRATEGY

- Focus primary efforts on aggressive building rehabilitation and supporting organizations effectively addressing vacancy and affordability, including Land Trusts, Neighborhood Legal Support of Kansas City, Legal Aid, Trust Neighborhoods, and others.
- 2. Concentrate public funding and incentive efforts for new residential construction at catalytic sites and transit nodes, with the goal of addressing the financial gap of construction costs and what people can afford. Based on in-depth engagement with multiple local developers of all types, and the team's working experience and knowledge of construction costs, there is an estimated gap of at least \$100,000 per unit for affordable housing price points. A capital investment strategy must be sought to leverage local sources of funding like the CCED and Housing Trust Fund, as well as state and federal programs when appropriate.

## ESTABLISH AN EQUITABLE APPROACH TO LEVERAGING RESOURCES & INCENTIVES

- 1. Establish a citywide development incentive policy that explicitly directs reinvestment to areas of need such as the Prospect Corridor over neighborhoods with stabilized markets. This policy should also effectively capture a greater proportion of regional growth in housing and employment at a citywide scale.
- 2. To support anti-displacement measures, partner with KCEDC to establish a proactive awareness campaign towards homeowners and small-scale developers eligible for tax abatement, work

- with neighborhoods to become eligible for tax abatement, and pursue a minor home repair grant program to help homeowners improve their property and secure tax abatement.
- Leverage funding from the Housing Trust Fund and CCED to restore and address code violations for existing middle housing types. Establish a revolving low interest loan program to assist property owners in rehab and repairs for smallscale buildings.
- 4. Establish a grant program that provides support for small-scale developers that are required to make major reinvestments in public infrastructure and utilities due to deferred maintenance. Consider the application of Benefits Districts and other funding or incentive tools to reduce the financial burden for a single small-scale developer.
- 5. Identify strategies for value capture, ensuring the increased tax revenue to the City resulting from reinvestment is redirected back into the Prospect Corridor and surrounding neighborhoods. Document the location and distribution of public infrastructure and other public investments, measure the value created and percent recovery of that value, and identify who benefited. Enable development at an intensity and density that recreates the vitality and value once present in the corridor to maximize the investment in infrastructure.

#### **Neighborhoods & Housing**

### REBUILD HOUSING TO SUPPORT HISTORIC POPULATION LEVELS

- 1. Establish targets to return to 1950s residential occupancy by 2060 by developing and rehabilitating 20,000 housing units (740 units per year on average) over roughly 40 years. A shorter-term target should be established to create 8,000 new and rehabilitated housing units by 2040 (470 units per year on average over 17 years).
- 2. In the near term, focus public investments, regulatory tools, and incentives to direct new, dense construction at a small number of transit nodes with strong east-west connections to major job hubs and alignment with the City's adopted Future Land Use Map, such as Linwood Boulevard, 39th Street, Dr. Martin Luther King Boulevard, and 63rd Street/Meyer Boulevard.

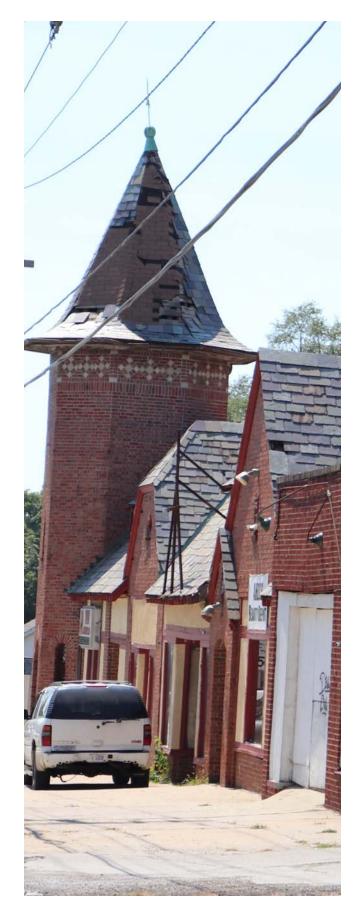
## ESTABLISH AN OVERLAY DISTRICT TO IMPLEMENT FUTURE LAND USES AND PROMOTE TOD

- Leverage the TOD Policy and Future Land Use Plan to create an Overlay District that makes clear distinctions between transit nodes, corridors, districts, and neighborhoods. Standards to consider should include allowed land uses, site design, frontage, and building design.
- Limit further investment in patterns and uses that are misaligned with the City's TOD policy, including limiting certain uses by scale, format, performance criteria, and special review. Some uses that are not appropriate in any TOD context may be prohibited through the application of an Overlay District.
- 3. Focus larger-scale density at specific transit nodes, influenced by the City's adopted TOD Policy, Future Land Use Plan, and feedback from

community members. Ensure zoning corridor-wide enables an average density of at least 8 households per acre, or 40 units per block within ¼-mile of transit stops.

## STRENGTHEN THE SMALL-SCALE & INCREMENTAL DEVELOPMENT ECOSYSTEM

- Reduce barriers to small-scale rehabilitation and infill development throughout the Prospect Corridor. Make small-scale uses easier to implement by identifying ways to reduce or subsidize the cost of development and streamlining approval processes. Pass an ordinance focused on reducing barriers to all infill housing development.
- 2. Actively engage with the incremental development community to identify and address barriers to small-scale development projects. Position the City as a resource for small-scale developers and local landlords seeking training, capacity building, and other resources, and partner with public and private organizations that can provide assistance.
- 3. Establish a comprehensive, effective land banking strategy to streamline development of vacant lots, with the goal of reducing all vacancy by 50% in 20 years. Establish strong partnerships with organizations and developers effectively addressing vacancy through rehabilitation and small-scale infill development.
- 4. Focus on the preservation of existing housing stock. Implement strategies outlined by the Center for Neighborhood's Small Apartment Study, specifically those related to preservation and rehabilitation of existing small apartment buildings and demolition. Remove or revise zoning barriers to middle housing types, including lot and building standards for the R-2.5 and R-1.5 zoning districts, potentially through an overlay district.
- Increase staff support for homeowners and small-scale developers attempting to develop accessory dwelling units and streamline those applications and approval processes.



#### **Public Space Improvements**

### INVEST IN WALKABLE & ACCESSIBLE COMMUNITIES

- 1. Develop a "tiered" approach to prioritizing capital investments which support accessible and contiguous pedestrian infrastructure along network paths and roadways and surrounding the stop locations for 0.5-mile distance that connect neighborhoods to Prospect MAX transit stops.
- 2. Support neighborhoods "last mile" by connecting residences/employees to Prospect MAX transit stops and TOD development through funding infrastructure (i.e. sidewalk improvements, lighting, etc.) which enables accessible and contiguous pedestrian infrastructure on local roads.
- 3. Revisit application of the PIAC program to ensure Prospect neighborhoods are being fairly heard and represented, and if needed increase ongoing engagement with area stakeholder organizations to review 311 complaints and establish prioritization of neighborhood-based capital investments.

## ENHANCE CORRIDOR WAYFINDING & IDENTITY

- Ensure TOD quality over quantity. Focus larger infrastructure investments at defined transit nodes and catalytic projects
- 2. Promote neighborhood identity whenever possible. Require projects near Prospect MAX stops to incorporate community led art initiatives (banners, murals, decals)
- 3. Establish "District" definitions and branding strategies that provide broader awareness of how the Prospect MAX and TODs fit into the broader corridor and communities it serves.

## ESTABLISH A CONTEXTUAL APPROACH TO PUBLIC REALM IMPROVEMENTS & INFRASTRUCTURE

- Ensure each TOD area develops with a "Pedestrian First" approach for infrastructure improvements, vegetation provisions (shade) and level of connectedness.
- 2. Scale improvements to relate to the level or tier of TOD (place types).
- 3. Integrate public/private pedestrian improvements between Prospect MAX stop locations and surrounding development entrances, with a focus on minimizing interaction with vehicles.
- Adopt development standards within sites and parking lots that ensure pedestrian and bicycle connectivity to storefronts (where applicable) including bicycle parking/storage and micromobility parking.
- 5. Ensure the development process follows a designbased approach and that public investments follow a coordinated approach which maximizes the life of infrastructure and minimizes re-work.

## IMPROVE SAFETY THROUGH PROACTIVE DESIGN

- 1. Initiate traffic calming measures along Prospect Avenue that reduces conflict points, traffic speeds, and pedestrian risks.
- 2. Update development standards to promote Crime Prevention Through Environmental Design (CPTED), such as quality pedestrian-scaled lighting that illuminates sidewalks and stops, as well as reduces "confined" areas.
- 3. Establish a "District", such as a CID (Community Improvement District), that is responsible for coordinated lighting, signing, wayfinding, seating, trash receptacles, bicycle parking provisions, RideKC bike share stalls, scooter parking, planters, ADA compliance, etc.

#### REINFORCE INITIAL INVESTMENTS IN FREQUENT TRANSIT & WALKABILITY

- Improve the frequency (below 15 minutes) and reduce the stops on the Prospect MAX corridor and support
  interim stops with local service. Establish a frequent transit network that uses existing High Capacity High
  Frequency Service routes, streetcar, and primary east / west connections to create faster, more frequent,
  more reliable, and safer transit to connect people locally to jobs and services within the urban core and
  throughout the region.
- 2. Establish a regulatory approach to parking that reduces parking counts associated with commercial, residential, and mixed-use development, and potentially establishes parking maximums to reduce overparking and encourage walkable development. Adopt development standards that ensure pedestrian infrastructure within sites and parking lots.



