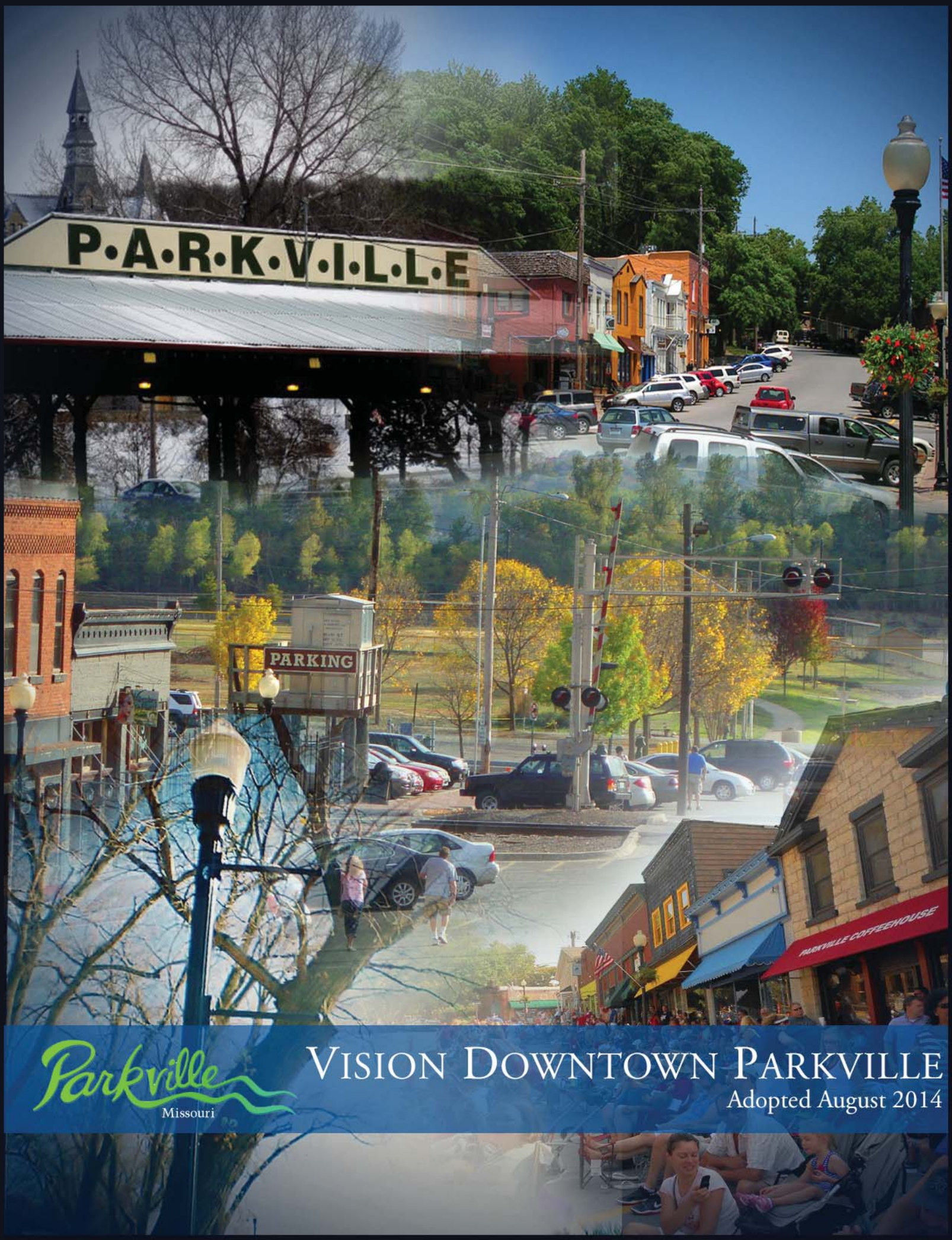

Parkville
Missouri

Vision Downtown Parkville

Adopted August 2014

Acknowledgements

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Chapter 1.0
Introduction

Fig. 1.1 - A bird's eye view of Downtown Parkville, MO circa 2012

1.1 Background

This document represents the culmination of an inclusive and collaborative planning process, directed by the City of Parkville, with the intent of developing a Parkville Downtown Master Plan (PDMP) that will guide future decision making in the Downtown area for years to come. This would not have been possible without funding made available through the Planning Sustainable Places (PSP) program as awarded by Mid-America Regional Council (MARC) and support from our partner organizations and the many civic minded individuals who participated throughout the PDMP development process.

This plan identifies the vision for Downtown Parkville which will serve to guide current and future decision making, further planning and community investment. The PDMP is the City of Parkville's official public policy and plan of record for Downtown Parkville and is an addendum to the Parkville Master Plan adopted July 7, 2009.

Like the Parkville Master Plan, the PDMP is a living document that is intended to be carefully reevaluated and updated regularly to retain its relevance. Although it serves as a vision for the future of Downtown, the plan must be evaluated as new and updated data are collected, community priorities shift and change, goals are realized, and new opportunities arise.

The Downtown Parkville Master Plan builds on the success of prior planning efforts and the resulting goals, objectives and recommendations. Major recommendations from the Parkville Master Plan and Livable Communities Study have been considered throughout this process. Relevant recommendations from other community documents including the Parkville Parks Plan (P3), Platte County Parks Master Plan, Plat Landing Park Master Plan, Park University Master Plan among others have also been considered.

Parkville Master Plan

On July 7, 2009, the City adopted a new Parkville Master Plan (PMP). The update was the result of a multi-year community effort by elected and appointed officials, citizens, and other community stakeholders. The plan update replaced the 1995 Comprehensive Plan which was last amended in late 2008.

The Parkville Master Plan is the comprehensive guide for the future development and redevelopment of the community. It is intended to guide policy and provide recommendations for future actions. Those policies are as follows:

Chapter Two - Community Sustainability

Goal: Serve as a metropolitan area leader in sustainability by conducting daily operations through balanced stewardship of human, financial, and environmental resources for present and future generations.

Chapter Three - Community Character

Goal: Preserve and enhance Parkville's small town ambiance

Chapter Four - Environmental Stewardship

Goal: Protect natural resources and ensure that future development occurs in harmony with existing environmental assets.

Chapter Five - Park, Civic and Open Spaces

Goal: Provide parks, open space, recreation uses and unique intimate spaces to enhance public health and safety and for the visual enjoyment of residents and visitors.

Chapter Six - Land Use

Goal: Provide a sustainable and well designed realm of vibrant neighborhoods, parks and environmental conservation open spaces, and civic institutions within walking distance of shops, services, jobs, and transportation services.

Chapter Seven - Transportation

Goal: Provide a balanced transportation network that provides transportation alternatives and reduces the number and length of automobile trips.

Goal: Provide enhanced infrastructure systems throughout Parkville.

Chapter Three of the Parkville Master Plan is of particular interest. It confirms the importance of character to the entire community. This was reinforced by the community input received during the Downtown Parkville Master Plan. The Chapter Three goals and policies of the PMP are:

Chapter Three – Community Character

Goal: Preserve and enhance Parkville's small town ambiance

> Policy: Establish quality public spaces that encourage social interaction, foster a distinct "sense of place" and reinforce the character of the community.
>
> Policy: Promote a built environment through building form, scale, placement and architectural design that provides a sense of place and reinforces the street as civic space.
>
> Policy: Integrate distinct features throughout the community that create value, identity and pride.
>
> Policy: Balance new development with preservation of the natural resources that give Parkville so much of its character.
>
> Policy: Improve gateway areas to create focal points and visual announcement to the community.

All of these policies reinforce critical issues related to the quality of the built environment and the Downtown project area.

Livable Community Study

The recommendations of the 2009 Parkville Master Plan have resulted in multiple implementation projects and studies, including the Parkville Regional Multi-Modal Access and Livable Community Study. The study was initiated to identify opportunities to increase multi-modal access in southern Platte County and the City of Parkville.

The Livable Community Study aimed to determine feasibility and cost to improve multi-modal access through southern Parkville, including but not limited to the following:

- Enhancing roadway corridors;
- Expanding bicycle/pedestrian routes;
- Reducing vehicle congestion;
- Connecting trails;
- Assessing environmental impacts; and
- Coordinating with stakeholders.

In order to evaluate alternatives, the study addressed a broad range of development and redevelopment scenarios. The study recommended concepts for improvements, but did not include strategies based on refined development and redevelopment strategies.

Parkville Downtown Master Plan

With the completion of the Livable Community Study, the Parkville Downtown Master Plan is the logical next step in the planning process for the Downtown area. Downtown Parkville has the opportunity to document a community vision and provide a clear direction for the future of Downtown.

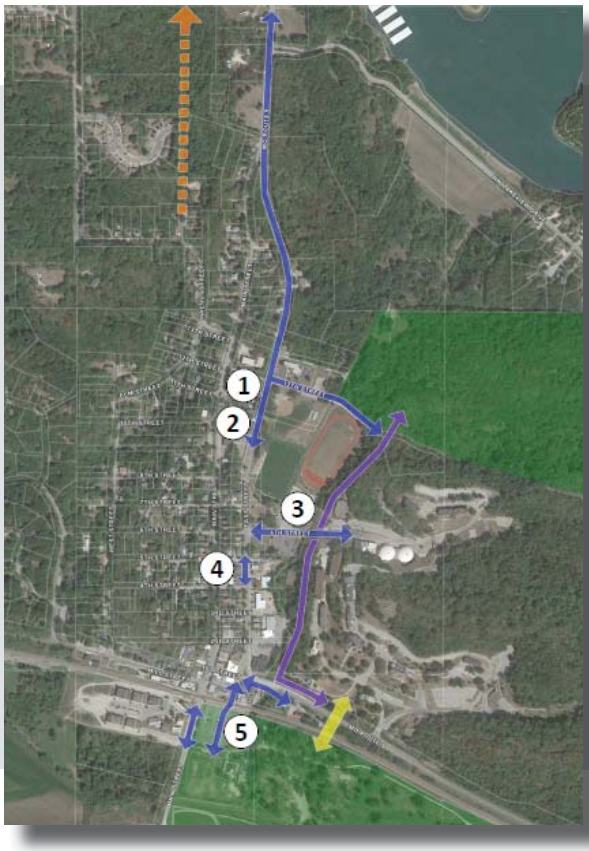

Fig. 1.2 & 1.3 - Recommendations made in the Livable Community Study included streetscape improvements along Main Street (above image) and sidewalk and trail improvements throughout the Downtown area (left image).

1.2 Purpose

So why develop a Master Plan? Any successful development, campus, district, or corridor needs an articulated vision and a plan to implement that vision. In this case, the plan is a roadmap for the future development of Downtown Parkville, created through a community and stakeholder driven process that encouraged maximum participation and input.

The purpose of this plan is to chart a course for the next 20 years of development and decision making in Downtown Parkville. It will inventory and analyze site conditions, collect and summarize community input, and survey current economics/market conditions. This information will then be synthesized and transformed into a 20 year master plan that will provide recommendations for land use, transportation and parking, utility infrastructure and parking, parks and recreation, character of the built environment/aesthetics, operations and function, economic development, and redevelopment and infill.

The end product will serve as a tool that can be conveniently referenced to help inform, guide, and direct the decision making process as implementation of the Master Plan moves forward.

1.3 Change

One critical issue that the Community and the City need to consider is change. It can be said, that no matter what you do, or do not, change will occur. It is the goal of the Parkville Downtown Master Plan to create a document that assists in decision making as change occurs.

There are 3 approaches to addressing change:

- Do nothing and not react; or
- React to it as it occurs; or
- Plan for it so you direct and guide it.

By choosing to prepare a Parkville Master Plan in 2009, the Livable Community Study in 2012, and now the Parkville Downtown Master Plan, the City of Parkville has chosen to PLAN FOR CHANGE.

1.4 Content

Vision Downtown Parkville includes the following content:

Chapter 1 – Introduction

The introduction provides background information of how this document came to be, as well as how it is intended to be used, and the overall vision that was developed to help guide the process.

Chapter 2 – Economic and Market Analysis Summary of Major Findings

This chapter provides important summaries for economic and demographic indicators, analysis of competitive markets, and provides recommendations for potential growth in Downtown.

Chapter 3 – Master Plan and Recommendations

This chapter outlines the critical issues identified during the community engagement and analysis phases of the project and provides recommendations for addressing those issues, as well as capitalizing on opportunities identified. It also provides diagrams, concept plans and maps to further illustrate Master Plan recommendations.

Chapter 4 – Implementation Plan

The implementation plan identifies City policy and plan changes recommended, proposed projects for short, medium, and long term implementation, and the use of potential incentives for implementation of projects.

Downtown Parkville History

This assessment offers a brief history of Downtown Parkville and how it has evolved into its present-day use.

Existing Conditions Inventory and Analysis

The existing conditions technical report presents a brief summary of the various existing condition elements that make Downtown Parkville what it is today.

Downtown Community Engagement Process

This technical report details the entire community engagement process, and then summarizes the common themes that emerged from this process.

Economic and Market Analysis – Full Report, Downtown Parkville, Missouri

This technical report includes a full economic and market analysis for Downtown and presents economic opportunities and constraints for future commercial and residential growth.

Downtown Historic District Report

This technical report summarizes the process of establishing a historic district in Downtown Parkville and the pros and cons of a national historic district versus a local historic district.

A Preliminary Commercial Rehabilitation Design Guideline for Downtown

This technical report presents a preliminary set of design guidelines to be considered in the rehabilitation of commercial properties within Downtown.

Fig. 1.4 - The design team conversing with a group of stakeholders at an open house meeting in Downtown Parkville.

In an effort to focus on the recommendations and implementation plan, important information focused upon the project background, process and study may be found in the Appendices of the Master Plan.

The Vision and Chapters above rely heavily on the many plans, assessments, and technical studies adopted or accepted separately. These documents are summarized in Section 1.1. In addition, public input was considered along with technical expertise throughout the development of the Vision to help guide decision making and identify preferences and priorities. Separate of this report, the City maintains The Downtown Community Engagement Process, a summary of input that was obtained throughout the plan development.

1.5 Maintaining the Downtown Master Plan

The Master Plan is a "Living Document." It helps define direction and community interest at the time it was developed. This, however, does not mean it exists in a vacuum. A living document can be modified to help it remain relevant as community needs and desires change over time.

Periodic reviews should be conducted by the City to determine if an update needs to be conducted to keep the Master Plan up-to-date and accurate. This will help ensure its continued usefulness.

1.6 Audience

The Master Plan is to be used by the City of Parkville when making decisions about Downtown Parkville regarding zoning and land use, redevelopment and infill, building and streetscape improvements, transportation and parking, utilities and infrastructure, parks and trails, and operations and function. The ultimate success of the Master Plan is dependent upon the commitment of the City of Parkville to apply and implement the procedures outlined in this document.

In addition to providing guidance to the City, the Master Plan can be a valuable resource for residents, business owners, property owners, organizations, and

potential developers within Downtown. Anyone with the desire to positively impact Downtown Parkville can take advantage of the insight that the Master Plan offers.

1.7 Overarching Theme/Vision

A vision is an expression of future aspirations. When developing a master plan, it is essential to identify such an expression so it can be used to help guide the creation of proposed recommendations. Based upon the community engagement process, the following overarching theme or vision was identified for Downtown Parkville:

"The preservation of the small town, historic and charming character of Downtown, while capitalizing on opportunities to enhance commerce, economic activity, and community interaction is critical to the future success of Downtown Parkville."

The community's reinforcing principles for achieving this are:

- Preservation and protection of residential neighborhoods
- Preservation and protection of Main Street Transition Area (from 2nd Street to 6th Street)
- Preservation and enhancement of small town historic and quaint look, feeling and aesthetics
- Preservation and enhancement of park and natural resources
- Ensure that all future development/redevelopment/infill is compatible with the Downtown character
- Enhancement of Downtown as a destination for local/regional tourism and commerce

Word Clouds

Participants of the community engagement process were asked to complete a short survey. The survey required them to write down three words that describe Downtown Parkville and three words that describe critical issues the PDMP should address. The responses to these questions were input into a word cloud application to help the planning team and the community visualize the most common themes. When examining the word cloud graphics that were produced for each question (see Figures 1.5 and 1.6 below), note that the responses recorded most often are shown in the largest fonts.

Fig. 1.5 – 3 Words That Describe Downtown Parkville (Word Cloud #1)

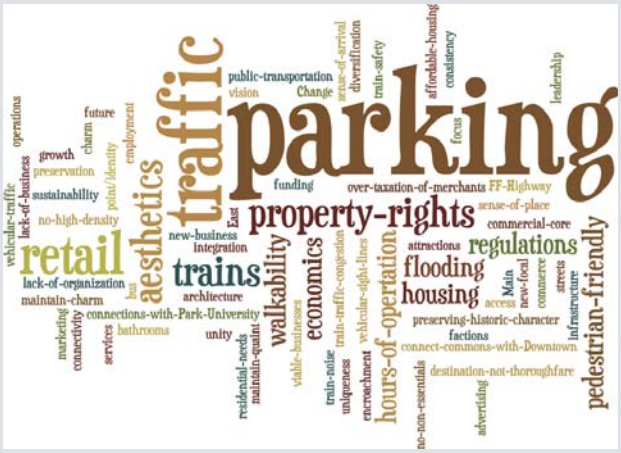

Fig. 1.6 – 3 Words That Describe Critical Issues the PDMP Should Address (Word Cloud #2)

Chapter 2.0
Economic and Market Analysis Summary of Major Findings

2.1 Introduction

The following chapter is a summary of major findings and conclusions from the Economic and Market Analysis, Downtown Parkville, Missouri completed by Canyon Research Southwest, Inc. in November 2013. It provides important summaries for: economic and demographic indicators; analysis of the competitive markets for retail, office, hotel and housing; recommendations for Downtown growth. It is important to understand that the forecast demands for potential growth indicate potential and do not impel or require the Community to capitalize on those potential markets if it does not align with community wants, needs, and desires. A copy of the complete technical report with detailed background, factors, analysis, projections and diagrams is on file in the office of the Parkville City Clerk.

2.2 Summary of Major Findings

The City of Parkville, Missouri retained Ochsner Hare & Hare, LLC to prepare a Downtown Master Plan to assist in guiding future urban growth and redevelopment efforts. In support of the Downtown Master Plan, Canyon Research Southwest prepared an Economic and Market Analysis that evaluated opportunities and constraints for future commercial and residential growth in Downtown Parkville, Missouri. The report's major findings and recommendations are summarized in the text below.

Economic and Demographic Indicators

The City of Parkville is a northern suburb of the Kansas City MSA located adjacent to the Missouri River approximately 10 miles northwest of Downtown Kansas City, Missouri. Parkville is a growing, affluent community that in recent years has attracted high-end new home construction, escalated commercial development and high income households.

A trade area's population size, growth, age composition, income levels and education levels play significant roles in the demand for housing, retail goods and services, and employment-related development.

A trade area's population growth and age composition play significant roles in the demand for a variety of retail goods and services. Each of these age groups possess distinctively different consumer and housing needs. Downtown Parkville's primary trade area population within a 10 minute drive-time is forecasted to increase from 49,264 in 2013 to 61,580 by 2030 with per capita income rising from $31,359 to $44,788. These future gains in primary trade area population and income levels will generate additional consumer purchasing power and retail sales growth. The age composition of the population will favor the growth in demand for hardware; furniture and home furnishings; home electronics; department stores; eating and drinking places; entertainment; personal services; and healthcare goods and services.

The composition of employment growth is a key factor influencing the future demand for professional and medical office space. From 2012 to 2030, total employment for Platte County is projected to increase by 6,100 jobs. Office-related employment is forecasted to account for 30 to 35 percent of total job growth. These capture rates translate into office-related employment growth of 1,830 to 2,135 jobs from 2013 through 2030. This growth in office-related employment will translate into increased demand for professional and medical office space in both Platte County and Parkville.

The Missouri Economic Research & Information Center projects the Platte County population to reach 114,904 by 2030, an increase of 25,940 residents from 2010. By 2030, the City of Parkville population is estimated at 8,148, an increase of 2,594 residents from 2010. This continued population growth will fuel additional housing demand in Parkville.

Business Location Factors

The Downtown Master Plan Kick-off Public Meeting as well as interviews conducted with several local business owners, property owners, and government and economic development staff identified assets/opportunities and constraints/limitations of Downtown Parkville as a business location.

Assets / Opportunities

- Parkville possesses high income levels;
- Missouri River and riverfront park are major draws;
- The riverfront park is a major community asset. Construction of the new county park will add a boat ramp and dog park which should increase pedestrian traffic;
- The historic character of Downtown makes it unique, should embrace history;
- Park University is growing and could generate increased potential customers;
- Downtown is a destination location and independent merchants sets it apart;
- Several quality restaurants operate Downtown;
- The predominance of independent merchants set Downtown Parkville apart from other commercial districts;
- The Farmers Market is a big draw for Downtown;
- Major festivals are the biggest sales days for some Downtown merchants and restaurants;
- Downtown Parkville possesses an existing brand; and
- Kansas City supports a large tourism market

Constraints / Limitations

- Lack of affordable housing for employees of local businesses and Park University;
- Railroad trains are very loud when passing through town;
- Business mix lacks diversity and doesn't cater to local residents and Park University;
- Limited customer parking on Main Street;
- Downtown lacks an available inventory of quality commercial space;
- Landlords that don't invest in their properties;
- 9 Highway doesn't run through Main Street;
- Current park/recreational activities that draw visitors to English Landing Park do not effectively translate to increased activity in the Downtown commercial district;
- Downtown lacks a city center;
- Many people don't know what's Downtown;
- Many Downtown businesses are closed at nights and on the weekends;
- Main Street businesses north of 2nd Street have struggled;
- The Missouri River cuts the trade area in half;
- Downtown Parkville needs an attraction to draw people;
- Most Park University students don't live in Parkville;
- Downtown looks tired and not well maintained;
- The river flooding disrupts business and discourages some businesses from opening Downtown;
- Sidewalks aren't wide enough to accommodate outdoor seating for restaurants; and
- Many Downtown merchants are under capitalized

As ascertained by the stakeholder interviews, Downtown Parkville possesses ample advantages for attracting businesses, jobs and development activity. Park University, Parkville's high household income levels, Missouri River and riverfront park, Downtown's historic character, Kansas City's large tourism market and major festivals were cited as playing key roles in attracting retailers and professional/personal service businesses. Challenges facing future economic development of Downtown Parkville include a limited stock of quality commercial space, periodic river flooding that disrupts business, Main Street's limited visibility and exposure, and frequency/noise of freight trains.

As it relates to this report, desirable commercial space and development sites must be created to improve the ability to attract new retail, professional and medical businesses to Parkville. The future demand for retail space will rely on the region's population and income growth with office space also depending on increasing the number of college educated residents and continued expansion of Park University.

Competitive Retail Market

Parkville supports two principal retail districts, including Downtown along Main Streets and Parkville Commons at the intersection of 9 Highway and 45 Highway. Each retail district caters to a distinctive market niche with Downtown focusing on destination specialty shops and restaurants; and Parkville Commons satisfying the daily retail needs of local residents.

From 2003 through 2007, taxable retail sales for the City of Parkville grew by nearly 80 percent, reaching $90 million. Much of the accelerated growth in taxable retail sales was a direct result of the development of Parkville Commons during this 5-year timeframe, adding approximately 200,000 square feet of commercial space to the City's inventory.

Consistent with metro-wide trends for 2009, taxable sales in Parkville declined as a result of the national recession. Taxable sales rebounded 4.3 percent in 2010 to $93 million. The upward trend in taxable retail sales continued into 2011 increasing by 2.7 percent. Taxable sales digressed in 2012, declining by 3.5 percent to $92.1 million. For the first half of 2013, taxable retail sales in Parkville were down 0.8 percent over the first half of 2012. The recent declines in retail sales are an indication that Parkville is suffering from increased retail competition.

The inventory of ground floor retail space in Downtown Parkville totals approximately 153,189 square feet, housing a mix of restaurants, art galleries, hair salons, antique shops, home furnishings, and gift and collectible

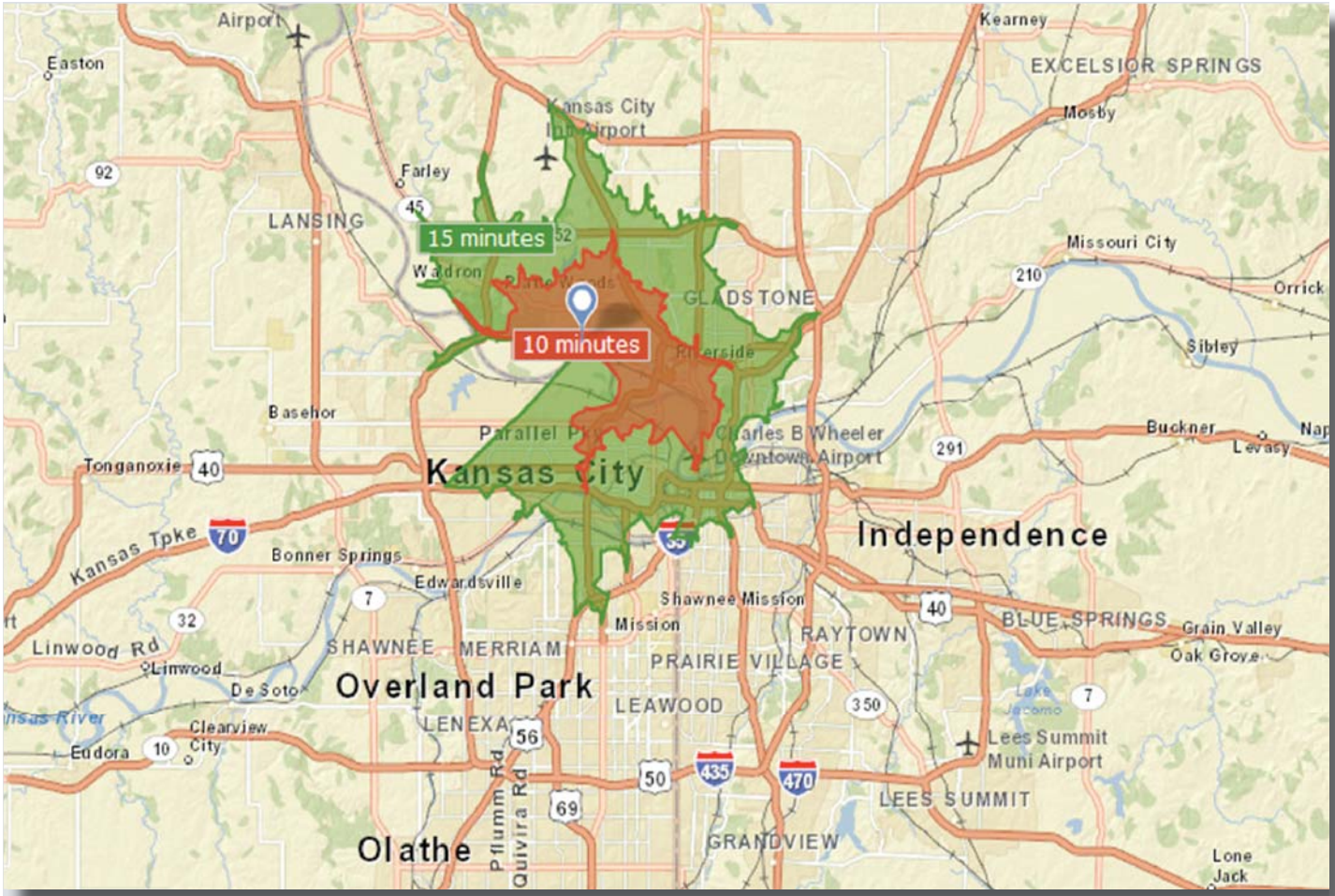

Fig. 2.1 - Downtown Parkville's Primary and Secondary Retail Trade Areas

stores. Parkville Coffeehouse, Stone Canyon Pizza, French Bee Bakery and the Farmers Market are major generators of customer traffic in Downtown Parkville. Downtown offers a quaint historic charm that is reflected in the predominance of independently-owned businesses. As of the date of this report, 13,207 square feet of retail space was available for lease in Downtown Parkville, translating to an average vacancy rate of 8.6 percent. Lease rates for commercial space generally range from $10 to $13 per square foot.

Given Downtown Parkville's historic character, unique tenant mix and central location, businesses benefit from an expanded retail trade area. The primary market area encompasses the geographic area located within a 10-minute drive time with the secondary market area expanded to include a 15-minute drive-time. The tertiary market area incorporates the entire Kansas City MSA, as well as out-of-town visitors.

Parkville's current pull factor of 1.154 suggests the City is capturing retail sales at a rate equivalent to 15.4 percent above the state-wide average. This pull factor is proof of Parkville's high income levels and the ability of businesses to attract customers from outside the city. However, the well above average pull factor does not suggest that Parkville is over retailed and not capable of supporting additional retail space. Conversely, the estimated pull factor for the primary trade area of 0.506 indicates considerable leakage and the opportunity to support additional retail sales.

Downtown Parkville's modest inventory of retail space places a constraint on the ability to attract additional businesses and generate increased customer volumes and retail sales. A key in improving the business climate in Downtown Parkville will be to increase the inventory of commercial space and level of business and customer activity. Prospective commercial development sites include: 1) surface parking lot on the east side of Main Street south of the rail road track; 2) east side of 9 Highway from 1st Street north to 6th Street; and 3) west side of 9 Highway from 1st Street north to 6th Street.

Of three prospective Downtown sites, the site on the east side of 9 Highway north of 1st Street is superior. This site offers superior access, visibility, exposure and the size to facilitate several retail formats. The site on the west side of 9 Highway also boasts superior access, visibility and exposure; however, its smaller size and shallow lot depth places constraints on the supportable retail formats. Commercial uses on 9 Highway from 1st to 6th Streets would provide a much needed highway entry window for Downtown and facilitate a broader range of goods and services businesses. Development of this section of 9 Highway would also provide a "bridge" that more effectively connects Downtown Parkville with Park University.

The surface parking lot bound by the rail road track to the north, McAfee Street to the south, East Street to the east and Main Street to the west is ideal for extending commercial uses on Main Street south of the rail road track, as well as increase the inventory and critical mass of commercial space in the Downtown core. The best suited retail development formats include downtown-style commercial buildings or mixed-use development.

At a floor-to-area ("FAR") of 0.25 to 0.40, the three prospective development sites could add approximately 75,000 to 120,000 square feet of new retail space. The current retail gap for Downtown Parkville's primary trade area of $219.4 million can support approximately 800,000 to 975,000 square feet of additional occupied retail space. The primary trade area is forecast to generate demand for an additional 585,000 to 716,000 square feet of retail space by the year 2030. At a 7.5 percent capture, through 2030 Downtown Parkville is estimated to absorb 103,875 to 126,825 square feet of retail space.

Competitive Office Market

Despite a highly educated population, no office park has been developed in Parkville. Professional and personal service firms are generally located within commercial space at Parkville Commons and in individual buildings in Downtown Parkville. As a professional office location, Downtown Parkville benefits from its historic character, adequate zoning and public infrastructure, established

identity, presence of Park University, close proximity to executive housing and convenient regional access via Interstates 29, 435 and 635.

The current inventory of professional and medical space in Downtown Parkville totals just 54,119 square feet. A total of 24 professional, medical and personal service businesses currently operate in Downtown Parkville, led by financial services, insurance, real estate, attorney, counseling and dentist. English Landing accounts for nearly 70 percent of Downtown's inventory of office space. Much of Downtown's inventory of office space is second floor space over ground floor retail. A reported 3,000 square feet of second floor office space is currently available for lease at English Landing for $13.00 per square foot, translating into an average vacancy rate of 5.5 percent. The average rent for office space in Downtown Parkville is $12.00 per square foot.

According to the County Business Pattern published by the U.S. Census Bureau, as of July 2011, employment in Platte County for the office using sectors of information; finance, insurance and real estate; professional, scientific and technical services; administrative and support services; and management was reported at 10,989 jobs, or 29.1 percent of total employment. From 1998 through 2011, office-related employment in Platte County grew by 1,338 jobs, or 13.9 percent.

From 2013 through 2030, Platte County is estimated to absorb approximately 457,500 to 533,750 square feet of professional office space. Parkville's ability to capture office space demand will be based on further population growth and the population's high education levels. Downtown Parkville is forecasted to capture 15 percent of Platte County's office-related employment growth through 2030, translating into the absorption 68,625 to 80,000 square feet of office space.

The Parkville Commercial Underground is considered unconventional office space and isn't viewed as directly comparable to existing office space in the core of Downtown Parkville. New conventional office space built in Downtown Parkville won't be considered directly competitive given the nature, design and large suite sizes offered at the Parkville Commercial Underground. Given that Downtown office space and the Parkville Commercial Underground service distinctive markets they could both coexist and support each other.

Three prospective future office development sites were identified in Downtown Parkville, including: 1) surface parking lot on the east side of Main Street south of the rail road track; 2) east side of 9 Highway from 1st Street north to 6th Street; and 3) west side of 9 Highway from 1st Street north to 6th Street. Each prospective development site is within the flood-plain, which will require site and building modifications. The properties along the east side of 9 Highway are viewed as the premier location, benefitting from excellent highway access and exposure, location adjacent to Park University and the ability to accommodate large-scale, mixed-use development.

Competitive Hotel Market

Kansas City is a regional tourist and family destination supported by a wide selection of shopping and dining and host of sporting, gaming, recreational and cultural attractions. In 2010, 21.6 million out-of-town visitors to the Kansas City MSA spent $2.57 billion with a total economic impact of $4.3 billion. Tourism expenditures for the year were led by lodging at $728 million, food and beverage at $596 million, shopping at $492 million and recreation at $341 million. Parkville is located in Platte County, which garnered 18 percent of total visitor spending.

Given its historic character and mix of independently-owned specialty shops, Downtown Parkville serves as a heritage tourism destination. Heritage tourism targets older, affluent travelers. According to the *2010 Economic Impact Study & Visitor Profile* prepared by Reach Market Planning, nearly 18 million leisure travelers visited Kansas City, the average age of a visitor to Kansas City was 44.5 years, and top activities for leisure travelers included shopping (40%); dining (21%); casino (15%); museum (13%); nightlife (10%) and historic sites (9%). These visitation patterns bode well for the opportunity of Downtown Parkville to attract out-of-state visitors, particularly heritage tourists.

Existing lodging in Downtown Parkville, Missouri is limited to the Main Street Inn, a 4-room bed & breakfast. Of the peer cities selected only Weston and Independence support Downtown hotels. Hotels in Weston, Missouri include the historic 47-room Saint George Hotel opened in 1845, 4-room Weston Landing and 4-room Hatchery House B&B. Downtown Weston's ability to generate hotel room demand stems from its rural destination location, many festivals and presence of such attractions as the Weston Brewing Company and Pirtle Winery. Ophelia's Restaurant & Inn is an 8-room boutique hotel operating in Downtown Independence, Missouri.

Thirty hotel properties operate within Northwest Kansas City totaling 3,757 guest rooms. The competitive hotel properties are located primarily at major Interstate 29 interchanges in close proximity to the Kansas City International Airport and cater to leisure and business travelers. The inventory of hotels by type includes three full-service hotels (968 rooms); eleven limited-service hotels (1,391 rooms); ten budget/economy hotels (586 rooms) and a 258-room casino resort hotel. The closest hotels to Downtown Parkville include the Argosy Casino Hotel & Spa and Super 8 at Interstate 635 and 9 Highway approximately five miles to the east.

The site in Downtown Parkville located on the east side of 9 Highway between 1st and 6th Streets possesses the necessary location and site characteristics to support future hotel development, but its dependence on Park University as a lodging demand generator and location on a secondary highway reduces its market feasibility to a B-rated location. Its presence within a mixed-use project would improve the feasibility of future hotel development. Prospective property types include a limited-service or boutique hotel

Competitive Housing Market

Parkville is a growing suburban community that benefits from convenient access to Downtown Kansas City, Missouri; several employment centers; and a wide array of retail, dining, entertainment and cultural options. Household income levels in Parkville are among the highest in the Kansas City MSA; and, thus the city has supported high-end new home construction in such premier communities as The National and Riss Lake.

Consistent with national trends, single-family home construction in Parkville peaked from 2002 through 2006, with a total of 263 permits issued. Due to local job losses and tighter lending practices, new home construction declined to very low levels through 2010. By 2011, the Parkville new housing market began to recover and by 2012 permit levels were nearing pre-recession levels. Through August 2013, year-to-date new single-family construction activity continued to escalate and is on pace to total 50 to 60 permits for the year.

Over the past decade, the average construction valuation for new single-family homes in Parkville peaked at $541,429 in 2008. Since 2011, the value of new home construction has averaged just over $263,000, suggesting smaller homes are now being built.

Parkville is located within the Northland region. Over the past two years, apartment market conditions in the Northland region have remained healthy marked by increased occupancies and rental rates, as well as reduced rental concessions. By year-end 2012, the average occupancy rate for apartments in the Northland region reached 93 percent, resulting in a significant decline in rental concessions. The improving market conditions have warranted new construction with 298 units under development by year-end 2012.

New residential construction is expected to continue in Parkville, prompted by continued employment and population growth within the Kansas City MSA, as well as the ongoing expansion of Park University. Through 2030, local employment and population growth is forecasted to generate demand for 990 new housing units in Parkville, including 790 owner-occupied units and 200 rental units.

Most Park University students and employees don't live in Parkville for a variety of reasons including high housing values and the lack of quality rental housing.

Park University estimates on-campus housing demand for 400 additional students through 2017, bringing the total on-campus resident population to 750 students. The current and planned on-campus housing will leave approximately 1,400 students living off campus. However, a large percentage of Park University's students are commuters for reasons such as residing with family, location of employment, lifestyle and others. Regardless, the large number of students living off campus represents a potential market for rental housing in Parkville. The Downtown area could capture a modest portion of students residing off campus assuming adequate and affordable housing is available.

The site along the east side 9 Highway is the superior location for future apartment development in Downtown Parkville, possessing the necessary location, size and site characteristics. Prospective development formats include a large-scale apartment community or a mixed-use project with residential over ground floor commercial space.

Recent home sales velocity and pricing trends suggest Downtown Parkville is a desirable for-sale single-family housing market. Vacant lots remain available in Downtown Parkville for future single-family home construction, though the rolling topography poses challenges. The historic character of the existing residential neighborhoods surrounding Downtown's commercial district should be maintained and enhanced. New construction or additions should be compatible with existing housing.

Downtown Parkville's Market Niche

Downtown Parkville is already a destination benefitting from an existing branding and market niche. Main Street's historic character and predominance of independent merchants sets Downtown Parkville apart from other commercial districts. Prominent retail categories include restaurants, art galleries, hair salons, antique shops, home furnishings, and gift and collectible stores. **Downtown's survival and redevelopment hinges on expanding the current market niches, introducing new market niches and provide consumers a larger selection of merchandise and services**.

Downtown Parkville is already a destination benefitting from an existing branding and market niche. Main Street's historic character and predominance of independent merchants sets Downtown Parkville apart from other commercial districts. Prominent retail categories include restaurants, art galleries, hair salons, antique shops, home furnishings, and gift and collectible stores. Downtown's survival and redevelopment hinges on expanding the current market niches, introducing new market niches and providing consumers a larger selection of merchandise and services.

Downtown Parkville's principal assets in expanding on current niches or establishing new niches include the historic character of Main Street; hosting of major festivals; farmers market; proximity to Park University; Missouri River and riverfront park; the area's high income levels; convenient access to the metropolitan area; and Kansas City's large tourism market.

Suitable consumer-based niches for Downtown Parkville include heritage tourists/retirees, out-of-town visitors, local residents and ethnic groups. Park University represents a secondary niche, due primarily to its small student and employee population and small number of on-campus residents. Some communities with colleges and universities have successfully targeted the student population. Smaller communities with commuter campuses similar to Park University tend to have more difficulty developing this niche. Even as the campus population grows, only a small segment of Downtown businesses will likely attract considerable sales associated with Park University.

Existing goods and services niches in Downtown Parkville suitable for expansion include restaurants, entertainment/culture, antiques, home furnishings, arts and crafts, and gifts and collectibles. Improving the selection of merchandise within these goods and services niches will generate increased customer traffic and sales. What is needed is to create larger "clusters" and a critical mass of commercial space.

An untapped market niche for Downtown Parkville is the visitors to English Landing Park. The planned construction of a new waterfront County park at the foot of Main Street will include a marina/boat ramp and introduce an entirely new potential customer base. Recreation-based niches could play a growing role in Downtown Parkville's business mix. Potential recreation-based niches include a bicycle shop, yoga studio, fitness center, runner's shoe store, kayak rentals, pet store, and bait and tackle shop.

To facilitate the growth of recreation-based niches, pedestrian and vehicular linkages along Main Street between the Missouri River and the core of Downtown must be established. This could be accomplished through street improvements, a landscaped pedestrian corridor, the construction of new commercial buildings south of the railroad track and relocation of the existing farmers market to the current location of a baseball field in the southeast corner of Main and McAfee Streets. This strategy would also increase the economic impact on Downtown businesses from major events hosted at the English Landing Park.

Summary Forecast Demand for Commercial Space and New Housing

Demand for commercial space and new housing in Downtown Parkville through 2030 has been forecasted and quantified. Based on trade area population and employment growth through 2030, Downtown Parkville is estimated to absorb approximately 172,500 to 207,000 square feet of commercial space and 125 to 175 multi-family dwelling units.

Most Park University students and employees don't live in Parkville due to high housing values and the lack of quality rental housing. Park University estimates on-campus housing demand for 400 additional students through 2017, bringing the total on-campus resident population to 750 students. The current and planned on-campus housing will leave approximately 1,400 students to secure housing off campus. Though most of those students are recognized as commuters, a potential market for student housing exists in Downtown Parkville.

Prospective Development Opportunities

A key in improving the business climate in Downtown Parkville will be to increase the inventory of commercial space and level of business and customer activity. Higher density, mixed-use development should be encouraged. This development format promotes increased density, security, pedestrian activity and business activity. Increasing the housing stock through "infill" development will be a key component in enhancing the pedestrian activity and economic vitality of Downtown. A mix of attached housing catering to students and young adults is recommended along with infill, single -family housing within the neighborhoods surrounding the central business district. Second floor office and/or residential over commercial space should be encouraged. Currently, existing second floor space in the commercial core is underutilized. The benefits of locating office/residential uses on the second story include:

- Allows retail uses to occupy fist floor where they need access, visibility and foot traffic.
- Adds more users and customers to the Downtown who need goods and services, without introducing more ground floor space.
- Allows building owners to increase rental/lease revenue.
- Creates additional destinations in Downtown.

Prospective commercial development sites evaluated in this report include: 1) surface parking lot on the east side of Main Street south of the rail road track; 2) east side of 9 Highway from 1st Street north to 6th Street; and 3) west side of 9 Highway from 1st Street north to 6th Street.

The 2.2-acre surface parking lot bound by the rail road track to the north, McAfee Street to the south, East Street to the east and Main Street to the west is ideal for extending commercial development on Main Street south of the rail road track, as well as increase the inventory and critical mass of commercial space in the Downtown core. The best suited development formats include downtown-style, mixed-use commercial buildings, supporting retail and office uses. Two-story

buildings are appropriate on the western portion of the site fronting Main Street, with surface or structured parking on the eastern half. Assuming a zero setback on Main Street the site could accommodate an estimated 50,000 to 70,000 square feet of commercial space. The design must address limitations for existing floodplain and floodway.

Development of 9 Highway from 1st to 6th Streets would provide a much needed highway entry window for Downtown and facilitate a broader range of goods and services businesses. Development of this section of 9 Highway would also provide a "bridge" more effectively connecting Downtown Parkville with Park University.

The prospective development site located on the east side of 9 Highway from 1st Street north to 6th Street consists of nine individual parcels totaling approximately 3.66 acres. Existing land uses include a U.S. Post Office, former restaurant, two single-family homes, Glen's Automotive, Four Seasons Lawn & Landscape and vacant land. This site is considered Downtown's premier development site, offering superior access, visibility, exposure and the size to facilitate the development of several commercial formats. The most appropriate development format is 2- and 3-story mixed-use structures supporting retail, office and residential uses. Assuming a "Main Street" design the site could accommodate an estimated 240,000 to 280,000 square feet of building area. The mix of space would be approximately half commercial and half residential, with the inventory of housing totaling approximately 125 to 175 dwelling units.

The prospective development site located on the west side of 9 Highway from 1st Street north to 6th Street consists of twelve individual parcels totaling approximately 1.07 acres. Existing land uses include the French Bee Bakery, parking lot, nine single-family homes and a 4-unit apartment building. The street right-of-way patterns and shallow lot depths for the properties fronting the west side of 9 Highway will limit the potential to accommodate large-scale mixed-use development. Likely development scenarios include the adaptive re-use of the existing residential structures or razing current structures to facilitate the construction of single-tenant commercial buildings or multi-family housing.

Prospective Downtown Businesses

Based on the peer city Downtown business and trade area demographic comparison analysis as well as Downtown Parkville's current market niches, prospective retail businesses for Downtown Parkville include:

- Eating & Drinking (emphasis on ethnic foods)
- Bakery
- Coffeehouse
- Apparel
- Jewelry
- Hair & Nail Salon
- Furniture & Home Furnishings
- Antiques
- Books
- Sporting Goods
- Gifts & Collectibles
- Florists
- Entertainment/Cultural
- Art Galley
- Art Supplies
- Bike Shop
- Nutrition & Fitness

Potential recreation-based niches associated with English Landing Park and the Missouri River include a bicycle shop, yoga studio, fitness center, runner's shoe store, kayak rentals, pet store, and bait and tackle shop.

Future office demand will be generated through continued population growth led by personal/professional services and healthcare. Prospective personal and professional services firms include banking and financial services, accounting and tax services, insurance, real estate, architect, legal, technology, physical and massage therapist, fitness and wellness.

Public Infrastructure

To improve the ability of Downtown Parkville to support commercial and residential development, additional public infrastructure and façade improvements should be considered.

Recommended streetscape improvements to Main Street south of 2nd Street include new pavement, curbing, gutters, sidewalks, historic street signs, period street lights, seating, trash cans, banners, planters and public restrooms.

Street improvements to East Street (9 Highway) between 1st and 6th Streets would improve traffic patterns and vehicular and pedestrian safety, accommodate growth, and create viable redevelopment opportunities. Recommended street improvements include two lanes of traffic, bicycle lanes, on-street parking, curbing, gutters, sidewalks, landscaping, historic street signs, period street lights and a roundabout at the intersection of 1st and East Streets. An iconic monument, sculpture or landscaping of the roundabout would create a unique entryway into Downtown.

Parking at the north end of the commercial core is limited to on-street parking. If it is found that, after redevelopment, additional parking is needed in Downtown, parking north of Second Street could be explored. The development of parking would need to address a few critical issues: the preservation of buildings or structures that contribute to the character of Downtown; the potential removal of buildings or structures that do not fit within the character of Downtown; and the identification of lots that are large enough to accommodate efficient parking.

Gateway features on Main and East Streets leading into Downtown would establish boundaries for the Downtown business district, as well as create a sense of arrival and place. This can be accomplished through streetscape improvements and monument signs.

Historic markers could be erected in Downtown, identifying historic places and events in Parkville's history. Self guided or docent guided tours of Downtown and local historical landmarks should be considered. This strategy would assist in promoting heritage tourism.

Economic Incentives

When used with private funding sources, government financing/incentive programs can greatly enhance a real estate project's financial feasibility, particularly when redevelopment or extensive rehabilitation is necessary. To generally qualify for government incentives, a project must serve a public purpose, stimulate economic growth and conform to local planning and development guidelines. Downtown commercial and mixed-use development often meets all three requirements, providing goods and services to often under-served residential areas, offering opportunities for employment, increasing the community's tax base and meeting all local requirements for zoning and construction.

Development incentives in Downtown Parkville could be utilized to help implement plan recommendations and to attract new development and businesses. Incentives could include infrastructure improvements as well as direct subsidies, when determined necessary to make projects financially feasible. Tax increment financing is often preferred over creation and implementation of specific incentive districts, such as a Business Improvement District due to greater returns and other benefits, but the current impact to the City's transportation sales tax collections requires careful cost benefit analysis before using this or other incentives. Alternatives include use of improvement districts, transportation development districts, impact fees or special taxes. Potential applications include using incentives to fund costly off-site infrastructure improvements to Main and East Streets. It should be noted that financing tools should only be utilized to facilitate real development deals (i.e., a specific business plans to construct a facility), but not as a tool to foster speculative future development (i.e., construct infrastructure with the hopes of stimulating economic development).

Building improvements are usually the first visible evidence of positive economic change in a traditional

commercial district. However, during the early years of a Downtown revitalization program, business and property owners may be reluctant to make substantial capital investments in building improvements. A matching fund façade improvement grant program, investment abatement program or other incentives should be implemented in Downtown Parkville to encourage enhancing the physical appearance of buildings as well as return buildings to their original historic character. To that extent, Parkville should formally recognize those business and property owners that invest in building rehabilitation and improvements that enhance the character of Downtown.

The buildings on Main Street between the railroad tracks and 2nd Street possess a historic character; however, the district is not on the National Register of Historic Places. Business and property owners expressed concerns for restrictive rules and other perceived limitations of a historic designation, resulting in little support for a district. However, Parkville should continue to evaluate the financial benefits of obtaining a historic district designation. Such a designation would promote property investment through use of federal historic tax credits and could also add to the historic identity of Downtown and enhance heritage tourism. Many successful downtowns utilize a historic designation for these reasons. To aid consideration, better understanding of the designation is needed. For example, nomination to the National Register of Historic Places does not place restrictions on the use or physical appearance of properties in the district. However, for those properties seeking the 20 percent federal tax credit, the National Park Service must review the rehabilitation work proposed to ensure that it complies with the Secretary of the Interior's standards for rehabilitation.

Chapter 3.0
Recommendations

3.1 Introduction

The heart of the Parkville Downtown Master Plan (PDMP) is the Master Plan Recommendations. The PDMP attempts to distill the community input, existing conditions analysis, and market analysis into a defined group of recommendations to help guide future efforts to manage change and enhance success in Downtown Parkville.

As stated in Section 1.7, the Overarching Theme/Vision for the Master Plan is:

"Preserving the character of Downtown, while capitalizing on opportunities to enhance commerce, economic activity, and community interaction is critical to the future success of Downtown Parkville."

The community's key principles for achieving this vision are:

- Preservation and protection of residential neighborhoods
- Preservation and protection of Main Street Transition Area (from 2nd Street to 6th Street)
- Preservation and enhancement of small town historic and charming look, feeling and aesthetics
- Preservation and enhancement of park and natural resources
- Ensure that all future development/redevelopment/infill is compatible with the Downtown character
- Enhance Downtown as a destination for local/regional tourism and commerce

The recommendations of the Vision reinforce these principles. This Chapter includes recommendations for near- and long-term strategies to implement the vision for Downtown. Like the Vision as a whole, the recommendations in this chapter are to be used as a guide to help evaluate decision making, future plans, policies, public and private investments, financial priorities, grant opportunities, requests to participate in improvements and similar opportunities for Downtown. In order to remain relevant and reflect changes over time, the Vision and the recommendations of this chapter must be reviewed and re-evaluated periodically and adjusted as determined appropriate. These recommendations are not intended to bind or obligate the City or other entities to specific approvals, financing, deadlines or other actions. Similarly, it is understood that these recommendations must be evaluated and prioritized among other community issues.

3.2 Definition of Downtown Character

Key to the discussion of the vision for the Master Plan is the idea of Downtown character. Through many discussions, the one constant was the thought that Downtown Parkville needed to be Downtown Parkville and that the character of the feeling of Downtown needed to be preserved.

This, however, did not mean that no changes should be made to Downtown, or that the specific current state of buildings, streetscape, materials, maintenance, quality, mix of available services or uses, and general finish was the measure of Downtown character.

What was clear was that Downtown character meant the idyllic image of small-mid-western river town: historic buildings with restored facades; an interesting and invigorated streetscape that is human scale; buildings that match the size and scale of the current buildings in Downtown Parkville; 'historic' detailing in buildings, signage, lighting, and overall appearance; colors that match the style of the buildings and the historic feel; materials that are compatible with their use (commercial or residential) and are durable and appropriate; tree-lined residential streets with sidewalks.

The community's definition of Downtown character didn't preclude new development from happening, but wanted it to 'fit' in with the overall nature of the Downtown. This also accepted the fact that there are numerous existing conditions in and around Downtown that do not fit this vision of Downtown character. The reinforcement of Downtown character, through enhancement, redevelopment, maintenance, or improvement is critical to community's desires for the future of Downtown Parkville, and is addressed in the Master Plan Recommendations.

3.3 Master Plan Recommendations

The Master Plan recommendations are divided into eight categories for clarity and focus. Those eight categories are:

- Land Use
- Transportation and Parking
- Utility Infrastructure and Flooding
- Parks, Recreation, and Natural Resources
- Character of the Built Environment/Aesthetics
- Operations and Function
- Economic Development
- Development, Redevelopment, and Infill

Each Master Plan category identifies the key issues to be addressed that emerged during the master planning process. They are followed by recommendations designed to address these issues. For each recommendation, an additional set of supporting strategies fleshes out the recommendation and provides additional background, understanding, and implementation of the recommendations. These strategies provide the detail with which to accomplish the recommendation. Further implementation strategies are discussed in greater detail in Chapter 4, but it is important to first understand the opportunities that exist to achieve each of the recommendations. In some cases, there is overlap between the categories and their recommendations and strategies, which illustrates how interconnected the issues in Downtown Parkville are with each other.

3.4 The Big Picture

It is important to note that there are certain community and culture issues that emerged in the community engagement process that do not fit neatly into one of the eight recommendation categories. They are not about physical improvements needed to preserve and enhance Downtown Parkville. Instead, they relate mostly to the interpersonal relationships that exist between the property owners, business owners, and residents of Downtown Parkville.

These issues make creating a coordinated effort for the betterment of all involved in Downtown Parkville difficult. Frustration runs high and participation waxes and wanes based upon how 'new' a person is to the historic interpersonal challenges in the area. These issues must be addressed for long-term success in Downtown Parkville. What follows is a summary of these 'Big Picture' issues and recommendations for addressing them.

Key Issues

- Internal relationships are difficult.
- There are many entrenched and opposing views by stakeholders in the area.
- There is a lack of community leadership to unify and unite the disparate parties and interests in the Downtown area.
- People are polarized by self interest. Apathy reigns because 'nothing changes'.
- The inability to create change on a larger scale is a real issue.
- Interpersonal relationships and lack of leadership in the area causes frustration and a lack of participation in Downtown issues.
- Most people's image of Parkville is of Downtown. This gives Downtown brand recognition in the wider marketplace for good or ill.
- The conditions and the public face of relationships Downtown can reflect positively/negatively on the entire community.

Recommendations

1. Establish a Leadership Committee for the Downtown area. This committee should be made up of representatives from the polarizing groups. It should be felt that the 'deck is not stacked' for or against any one interest or agenda. This committee could be the voice for the Downtown area.

- Focus efforts on creating manageable and supported successes that can lead to forward progress and momentum.
- Small successes that are visible, collective, and noncontroversial in nature can be especially effective

in building momentum toward even greater successes in the future.

- Given time and economic interest, new leadership may emerge that could unite the Downtown groups toward a common goal.

2. Encourage community leaders with no vested interest in Downtown (other than its hopeful success for the good of the community) to participate and mediate between the various groups to find common ground so a direction can be taken. This de facto leader could help disparate groups realize that they have more in common than they think and to work toward common goals.

- Find common ground.
- Understand what the opposing groups want.
- Find out what each group is willing to compromise on for the overall good of Downtown.
- Get people involved again. People are no longer staying involved in the betterment of Downtown because of these issues.
- Ensure that everyone will gain more with success than with the status quo.
- Understand the conflicts and mediate.

3. Create a coordinated Marketing and Branding Plan.

- There is an opportunity for Downtown to capitalize on its brand recognition and facilitate the creation of a destination that people want to come back to and visit by reinvesting in the quality and character of the area and providing amenities, goods, and services those visitors desire.
- Focus on creating a comprehensive marketing program for the entire area. That showcases the unique offerings of the area (shops, parks, dining). Market as a whole shopping/entertainment district.
- Pool the collective resources of the various groups and individuals doing marketing for Downtown. Create a plan that meets the needs of all those groups, but doesn't create duplication or the wasting of limited resources.

3.5 Land Use Recommendations

Land use planning is used to address a growing or shifting population and their current and projected future needs and desires. It sets general guidelines for development patterns that serve the population through a mix of land uses. In the case of the PDMP, land use planning is about the preservation of those existing uses that fit with the preservation of Downtown character and the identification, enhancement or redevelopment of those that do not.

Key Issues

- The residential neighborhoods add significantly to the historic character and value of Downtown.
- The Main Street Transition Area (from 2nd Street to 6th Street) offers a unique, organic blend of uses that serve as an ideal buffer between the Downtown commercial district and the residential neighborhoods.
- The residential neighborhood along West Street does not fit with the character of Downtown, includes large areas of vacant land, and has poor pedestrian access to the commercial core that causes residents to feel isolated.
- Residents along West Street feel isolated from Downtown.
- The Downtown area offers a limited range of housing choices.
- The Downtown commercial district is not currently capitalizing on the visitors and energy generated by English Landing Park.
- The Downtown commercial district struggles to balance the need to serve the local community, versus the desire to become a destination shopping experience.
- The Downtown commercial district lacks the proper mix of retail, service, and dining options that would be required to make it a true destination draw.

Recommendations

1. Preserve and protect the historic character of the residential neighborhoods in the Downtown area.

- Establish a non-encroachment boundary that restricts non-residential uses in the residential land use zone.
- Modify the zoning and subdivision regulations for the Downtown area to allow for historic development patterns to be implemented in the residential land use zone.
- Develop and adopt an overlay district for the residential land use zone that ensures that:
  - All future redevelopment and/or infill in the residential neighborhood is similar to the existing neighborhood in size, massing, scale, materials, architectural style.
  - Teardowns of existing properties are discouraged.
  - Consolidation of multiple properties is effectively discouraged.
  - Removal of street trees and overstory vegetation is discouraged.
- Use overlay district design guidelines to encourage home rehabilitations in lieu of teardowns/new house construction in order to maintain historical character.
- Establish a Missouri 353 Redevelopment program to encourage and assist in the rehabilitation of existing homes through the use of tax abatement for actual improvements made to rehabilitated structures.
- Encourage the redevelopment of the West Street residential properties identified in the Future Land Use Zones Diagram, Figure 3.4. The residential redevelopment should be single family in nature, and should complement the character of the existing housing in the Downtown residential neighborhood (see 3.12 Redevelopment and Infill Recommendations).

Fig. 3.1 – Example of the historic character to be preserved in the residential neighborhoods.

Fig. 3.2 – Street trees are vital to preserving the character of the Downtown neighborhoods. Their removal should be discouraged.

Fig. 3.3 – Example of the type of single-family homes that would be appropriate for the potential redevelopment of West Street.

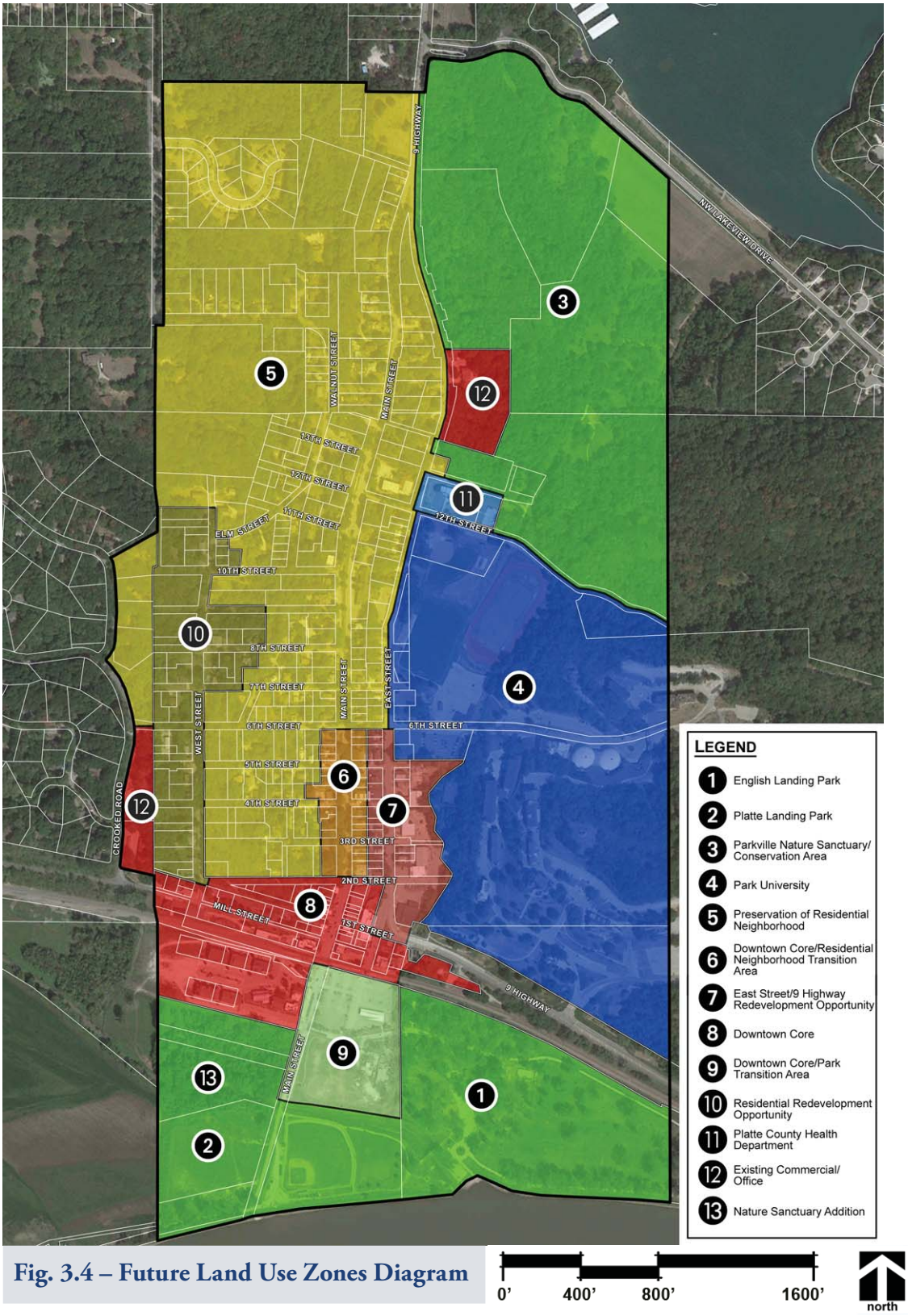

Fig. 3.4 – Future Land Use Zones Diagram

Future Land Use Zones Diagram

Figure 3.4 on the opposite page identifies the recommended land use patterns that should be used to guide future planning decisions as they relate to development, redevelopment and infill in the Downtown Parkville area.

Key elements of the Future Land Use Zones Diagram include:

#5 – The character of the residential neighborhood should be preserved and protected, with the exception of the redevelopment opportunity identified on the map as #10.

#6 – The mixed-use nature of the transitional area that connects the Downtown core with the residential neighborhood should be preserved and protected, but not allowed to expand beyond the proposed boundaries.

#7 – The East Street/9 Highway corridor, from 1st to 6th Street, should be redeveloped to better match the Downtown character of Main Street.

#8 – The Downtown core should be enhanced so that the built environment offers an improved user experience and increased cross traffic between East Street, English Landing Park, and the residential neighborhoods.

#9 – The municipal parking lot and small baseball field south of the railroad tracks could be redeveloped in order to provide additional commercial development opportunities and increase cross traffic between the Downtown core and English Landing Park.

#10 – The residential properties along West Street could be redeveloped so that they better match the character of the residential neighborhoods along Main Street.

Fig. 3.5 – The transition area along Main Street, between 2nd and 6th Street, adds to the unique character of Downtown.

Fig. 3.6 – East Street lacks the historic feel of Main Street and should be considered for future redevelopment opportunities.

Fig. 3.7 – Redeveloping the municipal parking lot would improve connectivity between the Downtown core and the English Landing Park.

2. Preserve and protect the mixed use nature of the Main Street Transition Zone (from 2nd Street to 6th Street), while clearly defining its boundaries to limit encroachment into the residential neighborhood.

- Establish a non-encroachment boundary that restricts encroachment into the surrounding residential neighborhood, and commercial encroachment into the Transition Zone from the commercial core south of 2nd Street.
- Modify the zoning and subdivision regulations for the Downtown area to allow for historic development patterns to be implemented in the Main Street Transition Zone.
- Develop and adopt an overlay district for the Main Street Transition Zone that ensures:
  - All future redevelopment and/or infill in the neighborhood is similar to the existing neighborhood in size, massing, scale, materials, architectural style.
  - Teardowns of existing properties are discouraged.
  - Consolidation of multiple properties is discouraged.
  - Removal of street trees and overstory vegetation is discouraged.
  - Tear down of existing residential property within the Main Street Transition Zone and replacement with commercial structures shall be prohibited.
  - Further construction of non-residential buildings in the Main Street Transition Zone shall be prohibited.
  - All residential structures with the transition area are allowed to maintain commercial uses in them.
  - All new construction in the Transition Zone should be limited to residential structures that match the existing character, style, mass, materials and stories of the surrounding area. New commercial buildings should not be allowed in the Transition Zone.
- Use the overlay district design guidelines to encourage home rehabilitations in lieu of teardowns/ new house construction in order to maintain historical character.
- Establish a Missouri 353 Redevelopment program to encourage and assist in the rehabilitation of existing homes through the use of tax abatement for actual improvements made to rehabilitated structures.
- Relax off-street parking requirements in the zoning code for commercial uses located within the transition area.

Fig. 3.8, 3.9 & 3.10 – The Main Street Transition Zone includes a number of commercial and office uses that are located within residential structures. These structures add to the historic character of Downtown and should be preserved.

3. Expand the boundaries of the Downtown commercial shopping district in a way that complements the character and mix of uses that already exist.

- Capitalize on the potential for commercial and/or mixed use redevelopment opportunities along East Street that would be compatible with Downtown Main Street (see '3.12 Redevelopment and Infill Recommendations').
- Capitalize on the potential for commercial redevelopment opportunities for the municipal parking lot south of the railway that would include commercial uses that would be compatible with Downtown Main Street (see '3.12 Redevelopment and Infill Recommendations').

4. Enhance Downtown synergy by increasing the cross traffic between the commercial district and English Landing Park.

- Improve the pedestrian experience between the commercial district and English Landing Park.
  - Develop a cohesive streetscape plan for Main Street and East Street that encourages the connectivity between the commercial district and the park. The streetscape plan should include improved sidewalks and crosswalk improvements, amenities, site furnishings, landscaping, signage, and wayfinding solutions to create a more inviting and enjoyable streetscape experience.
  - Provide amenities along the streetscape that are targeted at meeting the needs of park users. Examples include dog parking, dog fountain, electric pod stations, bike parking, and benches.
  - Improve pedestrian safety and the perception of safety for users crossing the railway.
  - Capitalize on the commercial redevelopment of the municipal parking lot south of the railway as way to 'close the gap' between the commercial district and the park (see 3.12 Redevelopment and Infill Recommendations).
- Encourage additional uses in the commercial district that cater to park users.

Fig. 3.11 & 3.12 – Examples of the type of commercial or mixed-use development that might fit along East Street and complement Main Street.

Fig. 3.13 – A cohesive streetscape plan can have a dramatic effect on the way visitors move through and interact within a space.

5. Encourage the Downtown commercial district to provide a more balanced mix of services that meet both the needs of the community and out-of-town visitors.

- Identify and foster the continued growth of full-time businesses that have proven to be successful in Downtown Parkville.
- Identify and encourage the establishment of additional full-time businesses that can and would be supported by the local community.
- Identify and encourage the establishment of destination services that would attract out-of-town visitors.
- Create a Downtown experience that meets the needs of out-of-town visitors. In addition to offering quality goods and services, Downtown must build on its historic character and develop a truly unique atmosphere that makes shoppers want to continue to come back.
- Develop a marketing plan that positions Downtown Parkville as a destination shopping experience.

3.6 Transportation and Parking Recommendations

A focus of the PDMP is to maximize existing transportation resources and minimize impacts to allow for livable and context sensitive solutions. Multi-modal transportation includes streets, sidewalks, trails, railroads and parking lots. Parking plays a key role in managing and operating an efficient Downtown transportation system; it is necessary to address parking issues which work hand-in-hand with managing transportation mobility.

Fig. 3.14 & 3.15 – Parkville Coffeehouse and Stone Canyon Pizza are both fine examples of a full-time businesses that continue to grow and contribute to the Downtown Parkville experience.

Fig. 3.16 – The marketing and branding of Downtown as a destination shopping experience is essential.

Key Issues

- The existing sidewalk and trail network is incomplete in Downtown Parkville. While there are competing perspectives on the level of investment that should be made on non-motorized connectivity, it is important to look at connectivity in a broader context that includes the surrounding Parkville community.
- Improving vehicular flow by addressing travel speeds throughout Downtown was an important discussion point. Many felt that there was a need to improve or "speed up" traffic through the Downtown. However, that directly competes with posted speed limits and the desire to make Downtown livable, accessible by pedestrians, bicycles and low-speed vehicles, and to maintain its current character.
- Parkville was built around transportation – the river and railroad – but over time conflicts have increased between the community and railroad. Noise, safety and the barrier created by trains are issues that concern property and business owners, as well as residents.
- In a small-scale downtown, the need for access to parking is critical for the success of some businesses. While data shows that parking utilization is at acceptable levels, there is a great desire to maintain adequate parking for the success of Downtown Parkville.
- Truck movements are critical for deliveries and service in Downtown Parkville. The Main Street businesses rely on on-street deliveries and key issues are maintaining the ability to operate trucks without impeding vehicle and pedestrian mobility through Downtown.

Recommendations

1. Improve connectivity by enhancing the pedestrian environment in Downtown Parkville.

- Complete a corridor plan for East Street/9 Highway to determine how best to improve the highway to safely and efficiently move traffic while providing improved pedestrian access from 45 Highway to Downtown.

Fig. 3.17 – Example of the lack of sidewalk connectivity that plagues Downtown Parkville.

Fig. 3.18 – Improving vehicular traffic flow along 9 Highway represents a key issue for the community. A balance should be struck between mobility and character.

Fig. 3.19 – Continuing to provide adequate parking for the Downtown commercial district is important.

- Develop and adopt a sidewalk program to repair, replace and install sidewalks and ADA ramps to connect to community destinations.
- Complete an off-road trail plan that follows White Alloe Creek and provides access from Park University to Downtown and other destinations.

2. Preserve and protect vehicular flow in and around Downtown.

- Preserve the 25 mph speed limit for Downtown to ensure opportunities for pedestrian, bicycle and low-speed vehicle transportation.
- Use design features to achieve operating speeds closer to posted speed limits (i.e., gateway medians, pavement markings, on-street parking).
- Investigate construction of a roundabout at East Street and 1st Street with any potential redevelopment along East Street. Refer to Figure 3.76 for an illustration of the recommended roundabout concept. The LCS has concluded this is a workable solution that is preferred over signalization.

3. Minimize the railroad as a barrier between Downtown, parking and the parks.

- Focus attention on near-term enhancements of the pedestrian experience along Main Street and East Street rather than high-dollar, long-range relocation concepts that distract from enhancing Downtown.
- The community needs to develop consensus on if and how train noise should be mitigated. Establishment of a Quiet Zone (trains would not blow their horn through Downtown) was evaluated as the primary option, but consensus did not exist to recommend this improvement. Noise mitigation should continue to be discussed and as part of future consideration of a Quiet Zone, the following should be considered:
  - To establish a Quiet Zone, one of two standards for safety must be met:
    1. A median must be installed to prevent a driver from snaking through the existing two gate crossing.
    2. A quad gate system must be installed to fully control the non-median crossing.
- Main Street and East Street cannot meet minimum standards for use of medians. Unless variances were granted by the Federal Railroad Administration with support of BNSF, quad

Fig. 3.20 – Example of a roundabout that controls the flow of traffic, while also serving as a prime location for a gateway feature for a shopping district.

Fig. 3.21 & 3.22 – Improving the pedestrian experience can go a long way toward minimizing the impact of the railroad.

gates would be required at both crossings.

- Installation of the quad gates is estimated to be approximately $500,000 per crossing. Total project cost is estimated to be $1,000,000.
- If quad gates are installed prior to construction of a second track parallel to the existing track (as previously projected by BNSF), an estimated $300,000 - $500,000 would need to be spent to install an additional detection system and modify components installed initially.

- Construction of a grade separated pedestrian or vehicular route over the railroad was studied to improve access and public safety to areas south of the tracks, but consensus did not exist to recommend this improvement. This option should continue to be discussed.

4. Proactively address parking needs.

- Conduct regular turnover and occupancy counts to monitor usage of Downtown parking to determine if and when parking restrictions should be implemented.
- Comply with ADA parking requirements when any streetscape enhancements or parking lot reconfigurations are completed.
- Include bicycle parking with any streetscape enhancements.

5. Preserve the ability to make truck movements in Downtown Parkville.

- Continue the "courtesy" approach to on-street deliveries that allows vehicles to traverse around trucks while loading/unloading.
- Follow professional design standards for truck turning radii when designing any streetscape or parking features.
- Enforce the designated truck route to eliminate large truck and trailer conflicts on Main Street and First Street.

6. Additional detailed transportation and parking recommendations may be found in the Livable Communities Study.

Fig. 3.23 – Example of a quad gate installation that would reduce noise and improve vehicular and pedestrian safety.

Fig. 3.24 – Continue to monitor parking usage for the Downtown commercial district.

Fig. 3.25 – The maneuverability of delivery trucks should be considered in future streetscape improvements along Main Street.

Fig. 3.26 – Sidewalk and Trail Improvements Plan

Sidewalk and Trail Improvements Plan

Figure 3.26 on the opposite page illustrates the key improvements being recommended in relation to pedestrian connectivity.

Recommended sidewalk improvements include:

- Safer sidewalk connections along Mill Street/ FF Highway for residents along the west edge of Downtown.
- Enhanced sidewalk/streetscape connections along Main Street and East Street, between English Landing Park/English Landing Center and the commercial district on the north side of the tracks.
- Infill/added sidewalk connection from the Chamber of Commerce to East Street.
- Infill/added sidewalk connections along Main Street and 9 Highway to the north (Parkville Commons and 45 Highway).
- Infill/added sidewalk connections along 6th Street from Park University to East Street.
- Infill/added sidewalk connections along 12th Street from the streamway trail connection to East Street.

Recommended trail connections include:

- Added streamway trail that follows White Alloe Creek and helps connect the Parkville Nature Sanctuary/White Alloe Creek Conservation Area with Park University and the rest of the Downtown community.
- Incorporation of a planned county trail extension that connects the northern portion of the Downtown residential community to Parkville Commons, 45 Highway and the larger Platte County trail system.

Fig. 3.27 – The existing sidewalk along Mill Street feels unsafe to residents trying to connect to Downtown.

Fig. 3.28 – The addition or infill of sidewalks along Main Street and East Street/9 Highway would improve pedestrian connectivity to the surrounding Parkville community to the north.

Fig. 3.29 – A trail that follows White Alloe Creek would offer improved connectivity along the east half of the Downtown area.

3.7 Utility Infrastructure and Flooding Recommendations

Utility infrastructure is a basic building block of development – existing, new development, redevelopment, and infill. Certain areas of Downtown Parkville are within the floodplain and historic flooding events have made a significant mark on the character and development of the Downtown.

Key Issues

- The age and quality of utility infrastructure was a repeated concern as it relates to accommodating the needs of existing development and providing service to future development/redevelopment/infill. While desires for specific services like public WiFi were discussed, the general outcome focuses on the need for basic upgrades and assurance that future development is served by sufficient infrastructure.
- Historically, flooding has impacted Downtown Parkville through park and road closures and damage to structures. While the community comes together during critical flood events, there is a perception that information on flood levels in the Downtown is not accurate and limits the day-to-day operation of Downtown businesses. There is also a general concern that future development in flood prone areas incorporates appropriate flood control measures.

Recommendations

1. Ensure that all future development/redevelopment/ infill is compatible with flood boundaries.

- Require appropriate and adequate flood control measures for future development/redevelopment/ infill.

2. Provide consistent and clear messaging during flood events on the status of Downtown operations to media and visitors.

3. Ensure that adequate utility service is provided in Downtown Parkville.

- Investigate ways to reduce public utility service costs provided in the Downtown.
- Plan for utility upgrades to aging systems for existing customers.
- Require appropriate and adequate utility installation for future development/redevelopment/ infill.

Fig. 3.30 – Communication to the public is key during flood events. In 2011, the community used social media to communicate hazards but not their locations.

Fig. 3.31 – Upgrading existing infrastructure systems and planning for additional services, like WiFi, is necessary if Downtown wants to begin attracting more full-time businesses.

3.8 Parks, Recreation, and Natural Resources Recommendations

Parks, recreation, and natural resources can have a dramatic impact on the sustainability and the quality of life in a community. This is especially true of Downtown Parkville. The Missouri River, English Landing Park, Parkville Nature Sanctuary/White Alloe Creek Conservation Area, hilly topography, and dense woodlands all add up to create a truly picturesque setting that is flush with both active and passive recreational opportunities. Preservation and enhancement of these resources is vital to the continued success of Downtown Parkville, and a key component of the Downtown character.

Key Issues

- English Landing Park is an invaluable asset to the present and future success of the Downtown area.
- The community compartmentalizes English Landing Park and the Downtown commercial district as two different places.
- The Downtown commercial district and the park do not capitalize on the proximity to each other.
- Platte Landing Park will bring new traffic to Downtown as it continues to be developed.
- Bruce Watkins Park and Adams Park are underutilized, aging, and in need of updating to serve the surrounding neighborhoods.
- Greenspace and trees are integral to maintaining the character of the Downtown neighborhoods and parks.
- The railway acts as a barrier between English Landing Park and the surrounding community.
- Individuals have proposed moving the existing railway south through English Landing Park.

Fig. 3.32 – Downtown's two neighborhood parks are in need of revitalization in order to better serve residents of the area.

Fig. 3.33 – The Nature Sanctuary is a prime example of the hilly topography and dense woodlands that make Downtown Parkville so unique.

Fig. 3.34 – The railway limits connectivity between English Landing Park and the surrounding community.

Recommendations

1. Amend the Parkville Parks Plan (P3).

- Preserve, protect, and enhance English Landing Park and Platte Landing Park.
- Develop a long-range English Landing Park Enhancement Plan that would aim to preserve the beauty of the parks and continue to create new interest and demand.
  - The reconstruction of the park is complete from the previous flood. Additional amenities could be added, but would need to address their vulnerability to flood damage.
  - Additional amenities could include shelters, gardens, overlooks, plazas, fountains, etc.

2. Enhance Downtown synergy by increasing the cross traffic between the commercial district, English Landing Park, and the newly developed Platte Landing Park.

- Improve the pedestrian experience between the commercial district and English Landing Park.
  - Develop a cohesive streetscape plan for Main Street and East Street that addresses the relationship between the commercial district and the park. The streetscape plan should include sidewalk and crosswalk improvements, amenities, site furnishings, landscaping, signage, and wayfinding.
  - Provide amenities along the streetscape that are targeted at meeting the needs of park users. Examples include dog parking, dog fountain, pod stations, bike parking, and benches.
  - Improve pedestrian safety and the perception of safety for users crossing the railway.
- Consider commercial redevelopment of the municipal parking lot south of the railway as a way to 'close the gap' between the commercial district and the park (see 3.12 Redevelopment and Infill Recommendations).
- Encourage a mix of services in the commercial district that cater to park users.
- Encourage compatible store hours with peak park use times.

Fig. 3.35 – Enhancement efforts at English Landing Park will ensure that the park continues to be one of the community's most valuable resources.

Fig. 3.36 – Improvement of the pedestrian experience will improve the cross traffic between the park and Downtown, and lead to better customer retention for the Downtown business community.

Fig. 3.37 – Redevelopment of the municipal parking lot to include additional retail could 'close the gap' between the commercial district and the park.

3. Prepare a park redevelopment plan for Pocket Park on Main Street.

- The current park does not have significant uses or users.
- The current park layout is old and worn. The proliferation of differing materials and level changes makes the current park design unnecessarily cluttered and busy.
- Access to hillside uses now currently vacant or sporadically open dominates the space for very little benefit.
- A revised park plan should focus its design on creating a central gathering space in the Downtown, that would allow for people watching, relaxing, taking a break from shopping, or enjoying food services provided in the Downtown. The focus should not be on developing 'green space' but community space. Potential improvements include seating, fountain, wayfinding, signage, interpretive signage, lighting, shade structure, landscape beds, non-dominant vertical access to hill side, plaza and paving improvements.

4. Develop park improvement plans to the two neighborhood parks located Downtown (Bruce Watkins Park and Adams Park).

- Develop a Parks Improvement Plan that assesses the current state of these two parks and offers solutions to increase activity and improve aesthetics.
- Currently, the parks are underutilized, potentially because of a lack of amenities and the aged condition of existing amenities.

5. Protect the existing woodland and hilly topography that limits development throughout much of the west half of the Downtown residential neighborhood.

- Discourage the development of land in this area that would result in the loss of these natural resources.
- Erosion and slope issues currently discourages development of these areas.

Fig. 3.38 – A redeveloped pocket park that serves as a central gathering space could have a dramatic impact on Downtown.

Fig. 3.39 – Bruce Watkins Park in its current state.

Fig. 3.40 – An example of what an improved Bruce Watkins Park might look like.

6. The protection of open space and vegetation are important to reinforcing Downtown character.

- Develop tree preservation ordinances, with penalties for removing mature trees.
- Develop a tree preservation program for parks in Downtown that inspects them for age, condition, disease and hazards. Actively manage significant trees to ensure their continued survival.
- Develop a tree replacement program for the Downtown neighborhoods.
- A comprehensive management plan that recognizes the importance of natural resources to Downtown character should be developed. The plan should consider trees, vegetation, water, erosion, hillsides, slopes, views, and wildlife.
- Minimum standards for open space dedication, landscape standards, and connectivity, compatible with the Downtown character, should be developed to address potential future development and redevelopment in the Downtown area.

7. Relocation of the railroad through English Landing Park should not be pursued because of the negative impacts to the park.

- The vision for relocating the railroad line is contrary to the vision of building on the success of the park. Refer to 3.12 Redevelopment and Infill Recommendations, Relocation of the Railroad Tracks for a complete review of the issues surrounding relocation of the railroad tracks.
- The alignment that meets railroad standards will run directly through the middle of English Landing Park, bisecting the park with the relocated rail line and side slopes for road bed.
- Grading operations to relocate the tracks would destroy significant existing trees.
- Relocation of the track would significantly impact or eliminate facilities in the park.
- The track would remain at its current elevation, resulting in an approximate 9 foot elevation change from the top of the tracks to the lower elevation of the Park. This would have the corresponding side slopes, further widening the impacted area.
- Significant impact to the visual and physical connections to the Missouri River would occur as well.
- Relocation would create two narrow linear parks on each side of the east-west tracks instead of the larger

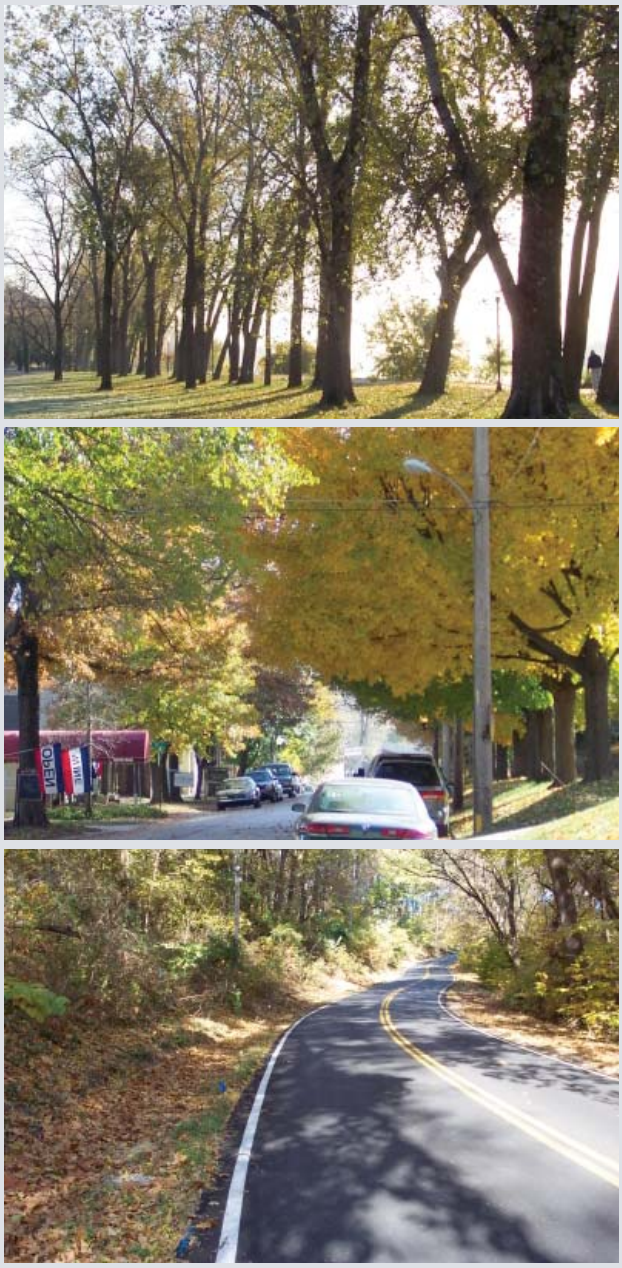

Fig. 3.41, 3.42, & 3.43 – The protection of open space and vegetation is critical to reinforcing Downtown character, especially in the parks and residential neighborhoods that are part of Downtown.

contiguous park space that exists today. This would reduce the programmability, usability, and variety of potential park uses.

3.9 Character of the Built Environment/ Aesthetics Recommendations

The character of the built environment is essential to the overall quality of life of a community. It can influence how people move through and interact within a space. It can also significantly impact people's perceptions of quality and value. The built environment of Downtown Parkville has a unique historic character that should be preserved and enhanced in a way that adds to the user/ visitor experience and reinforces Downtown character.

Key Issues

- The charming nature of the Downtown commercial district is an invaluable asset to Downtown Parkville and the greater Parkville community.
- The residential neighborhoods add significantly to the historic character and value of Downtown.
- Downtown Parkville lacks a sense of arrival, particularly for those traveling along 9 Highway and FF Highway/Mill Street.
- The Downtown commercial district suffers from visual clutter and there is a sense that overall upkeep and maintenance is lacking.
- Many of the storefronts in the Downtown commercial district would benefit from rehab efforts to refreshen and update their look.
- It is important that Parkville be itself, and not attempt to replicate another community's success.
- There is concern from the Downtown community that the creation of a historic district would result in overreaching regulation and loss of private property rights.
- The streetscape within the Downtown commercial district is generally uninviting for visitors due to narrow sidewalks, minimal seating opportunities, a lack of amenities, and deteriorating conditions.
- The lack of branding in Downtown Parkville represents a missed opportunity to beautify the area while also enhancing the visitor experience.

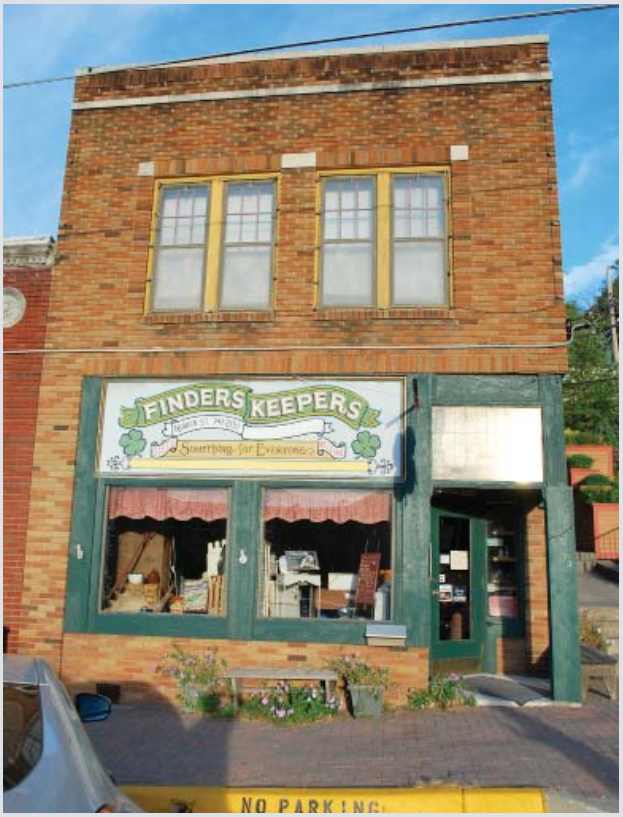

Fig. 3.44 & 3.45 – Downtown Parkville is full of quaint charm, but its aging storefronts and streetscape would benefit from improvements that enhance the overall user experience.

Recommendations

1. Develop a full set of commercial district design guidelines for the commercial area so that new infill, redevelopment, and rehab projects fit the desired Downtown character.

- Preservation of the charming nature of Downtown commercial area is important.
- The guidelines should be developed with the understanding that many of the structures in the Downtown core are historic in nature. Most have been renovated continuously, but the underlying structure of the historic buildings still exists in many cases.
- The removal of facade clutter, non-commercial grade materials, and materials and finishes that do not match Downtown character should be a key component of the guidelines.
- The guidelines should define the architectural styles, elements, materials, massing, heights, mix of acceptable uses, colors and detailing.
- The design guidelines should include guidelines for new construction, rehabilitation, storefront renovation, and demolition.
- Establish a Missouri 353 Redevelopment Program to encourage and assist in the rehabilitation of existing structures through the use of tax abatement for actual improvements made to rehabilitated structures.
- To ensure the unilaterally fair application of the guidelines, pass an ordinance requiring the application of the guidelines for both rehabilitation and new construction.
- Ensure compliance of the guidelines by proposed projects one of two ways:
  - Set up an appointed design review committee of Parkville citizens and City staff to review compliance of design with the guidelines. This committee would be a recommending body to the Planning and Zoning Commission, which could require changes for compliance with the design guidelines.
  - City Staff should, in their normal course of duties, use the design guidelines as a reference document during the design/permit review process.

Fig. 3.46, 3.47, 3.48 & 3.49 – The existing storefronts along Main Street represent a broad range of materials, styles and finishes.

- A more detailed review of design guideline strategies is included in the technical report, A Preliminary Commercial Rehabilitation Design Guideline for Downtown, kept on file in the office of the Parkville City Clerk.

2. Develop a fully layered gateway, signage and wayfinding plan.

- The Plan will help to define visitors' first impressions of Downtown Parkville.
- The Plan should unite signage and wayfinding with Downtown's branding and marketing efforts.
- The Plan should include the following elements:
  - Primary Downtown gateways that welcome out-of-town visitors to Downtown Parkville.
  - Secondary Downtown gateways that welcome the surrounding Parkville community to Downtown.
  - Downtown markers that highlight high-traffic intersections within the Downtown commercial district.
  - Neighborhood markers that identify the key entry points into the Downtown residential neighborhood.
  - Vehicular wayfinding signage that helps visitors navigate to the major areas within Downtown (Park University, Main Street, English Landing Park, English Landing Center, Platte Landing Park, public parking).
  - Pedestrian wayfinding signage that informs pedestrians of specific amenities, shopping, dining, services and recreation opportunities available in the Downtown area.
  - Pedestrian interpretive signage that informs pedestrians about the history, stories and people that have helped shape Downtown.
  - Branding and marketing elements tied into the overall plan.
  - Specific concept, design development and construction documentation of elements in the Plan.
  - Cost estimates for the plan.

Fig. 3.50 & 3.51 – Examples of gateway features that might fit the character of the built environment in Downtown Parkville.

Fig. 3.52 – Wayfinding signage can be a valuable resource for visitors who are not familiar with the community. Wayfinding plans should consider both drivers and pedestrians.

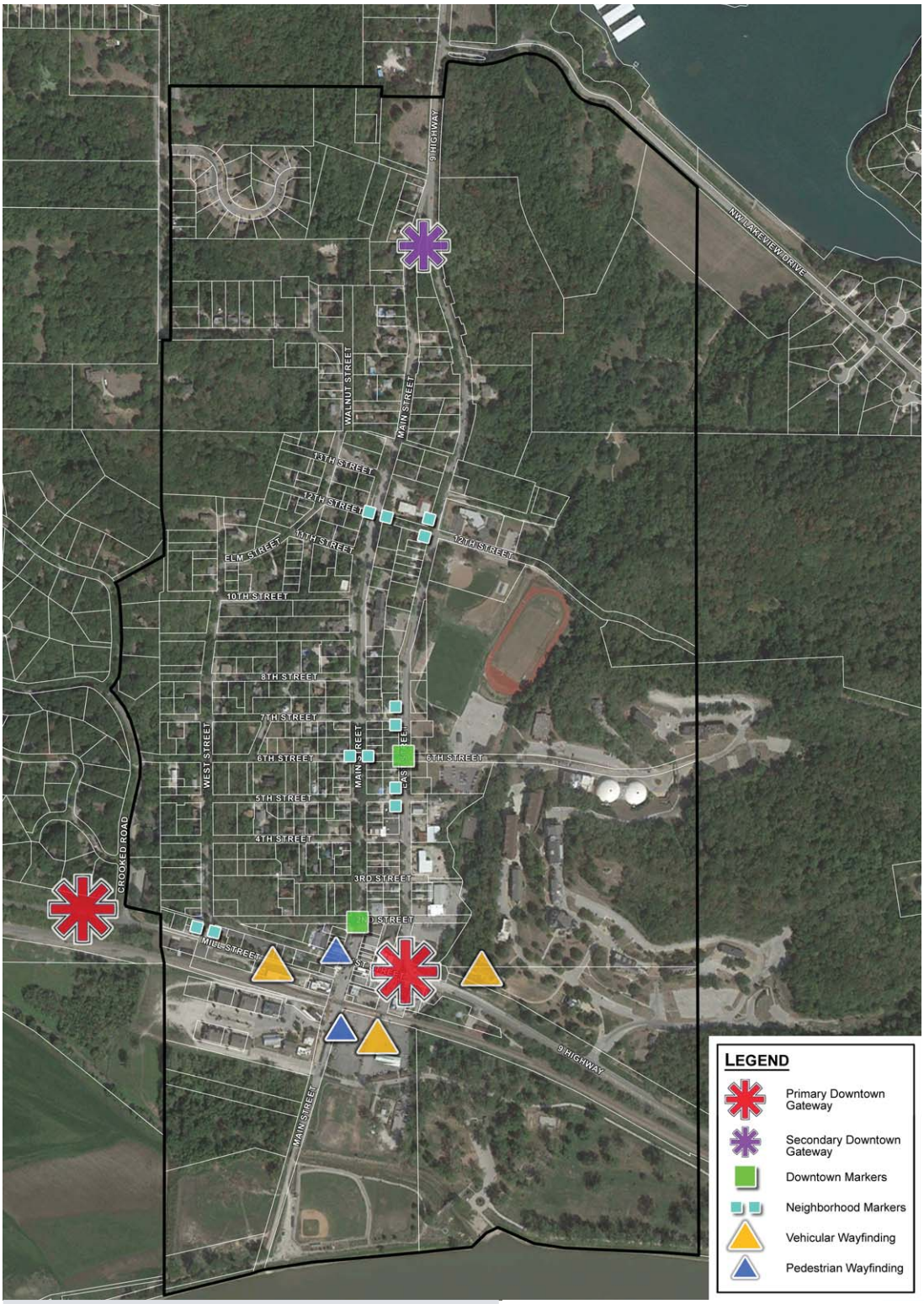

Fig. 3.53 – Gateways and Wayfinding Plan

0' 400' 800' 1600'

north

Gateways and Wayfinding Plan

Figure 3.53 on the opposite page identifies the locations most ideally suited for monumentation meant to establish identity and signage designed to direct visitor traffic.

Gateways are typically located at important intersections, nodes or boundaries within an area. Not all gateways are created equally though. A gateway plan generally consists of a collection of elements that range in scale and significance. Though each gateway element may have a different level of importance, they should all fit within an overall hierarchy that aims to create identity, improve first impression, and maybe even tell a story. Recommended gateways elements for Downtown Parkville include:

- **Primary Downtown gateways** should signal a sense of arrival into Downtown and speak to its history and character as the center of the greater Parkville community. Located along 9 Highway and FF Highway, the two primary gateways should be directed at out-of-towners who are likely to visit the Downtown commercial district.
- A **Secondary Downtown gateway** element, located at the intersection of Main Street and 9 Highway, should be more directed toward the surrounding Parkville community entering the Downtown area from the north. Though smaller in scale, it should be similar in style and materials to the primary gateways.
- **Downtown markers** should be located at significant, high-traffic areas within the Downtown area. Consisting of a column or pair of columns with logo branding, they should be more pedestrian in scale when compared to the primary and secondary gateways.
- **Neighborhood markers** should identify important entry points into the Downtown residential neighborhoods. They should be even smaller in scale than the Downtown markers, and should consist of a pair of column at each entry point.

Wayfinding signage is used to inform visitors of the services being provided in an area and direct those visitors to said services. An effective wayfinding plan considers both the driver and the pedestrian with the intent of guiding visitors from their cars to their desired location in a convenient and efficient manner. Recommended wayfinding signage for Downtown Parkville includes:

- **Vehicular wayfinding signage** should help visitors navigate to the major areas within Downtown (Park University, Main Street, English Landing Park, English Landing Center, Platte Landing Park, public parking). They should be located so that drivers can easily read and digest the information being presented before making a decision.
- **Pedestrian wayfinding signage** should inform pedestrians of specific amenities, shopping, dining, services and recreation opportunities available in the Downtown area. They should be placed so that visitors getting out of their cars can quickly locate the specific services their looking for.

These gateway and wayfinding elements should be considered as part of a larger plan that includes additional signage and branding opportunities, as described in 3.9 Character of the Built Environment/Aesthetics Recommendations, Recommendation #2.

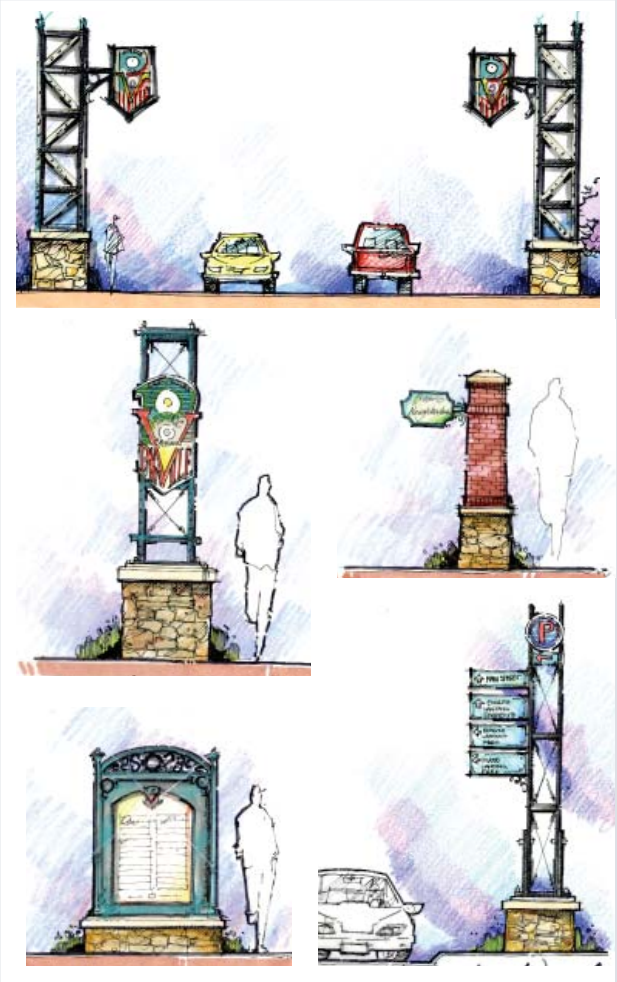

Fig. 3.54 – Examples of preliminary concepts for gateway and wayfinding elements.

3. Preserve the historic character of the Downtown neighborhoods.

- Refer to 3.5 Land Use Recommendations, Recommendation #1 and 3.8 Parks, Recreation, and Natural Resources Recommendations, Recommendation #6 for proposed recommendations for preserving the historic character of the Downtown neighborhoods. Identify properties that fit within the historic context of the neighborhoods and those that do not.

4. Prepare a Design Guideline that provides direction and guidance for the redevelopment of East Street so that it fits in with the desired Downtown character.

- Currently East Street is developed as a state highway, with lots focused on access to 9 Highway, with varied architectural and site scale, style, character, material, and use.
- In its current state, the existing development on both sides of 9 Highway/East Street and the roadway itself does not fit with the vision of preserving and enhancing Downtown character. Redevelopment of the area, as recommended in 3.12 Redevelopment and Infill Recommendations, would allow the area to be planned to fit in with the fabric of the Downtown, increase critical mass of the Downtown area, provide for additional connectivity, provide options for additional uses and add amenities to Downtown.
- Attention should be given to streetscape, pedestrian amenities, lighting, crosswalks and landscape so that they may fit into the recommended streetscape improvements for Main Street.
- Attention should be given to the site planning and architecture of the redevelopment to ensure it fits in with Downtown character. Appropriateness of style, massing, height, materials, location and relationship of parking and buildings, signage, and colors are all critical issues to be dealt with.
- Attention should be given to the nature and character of the roadway to address the current transportation issues, redevelopment needs, and future transportation needs when the roadway is redeveloped.

Fig. 3.55 – The historic character of the residential neighborhoods is an asset to Downtown and the surrounding Parkville community.

Fig. 3.56 & 3.57 – Views along East Street/9 Highway.

5. Further discussion with the community is required to determine its desire to pursue any designation of a Historic District.

- There was discussion with the community in the Parkville Master Plan, the Livable Community Study, and in the PDMP about establishing a historic district, but consensus or support by property owners has not been indicated.
- The Parkville Downtown core has sufficient historic integrity to satisfy a preliminary Determination of Eligibility (DOE) which is the first step toward the creation of a Downtown historic district.
- A Downtown historic district could assist the Downtown by attracting new businesses, as well as providing incentives for the rehabilitation of these historic properties.
- The Downtown could be listed on the National Register as a historic district or could be locally recognized as a historic district through city ordinance.
- A conservation district or planned zoning ordinance are other ways to protect the historic character of the area and promote the rehabilitation of existing properties.
- These mechanisms are accomplished through increased awareness and approval of the property owners and community and by approval by the City of Parkville through the ratification of a city ordinance.
- A variety of funding strategies for rehabilitating existing properties are available depending on the route chosen. These include state and federal historic tax credit programs if listed on the National Register (either individual properties or as a historic district) and low interest loans or grants from a variety of public and non-profit sources.
- A more detailed evaluation of historic district strategies is included in the technical report, Downtown Historic District Report, kept on file in the office of the Parkville City Clerk.

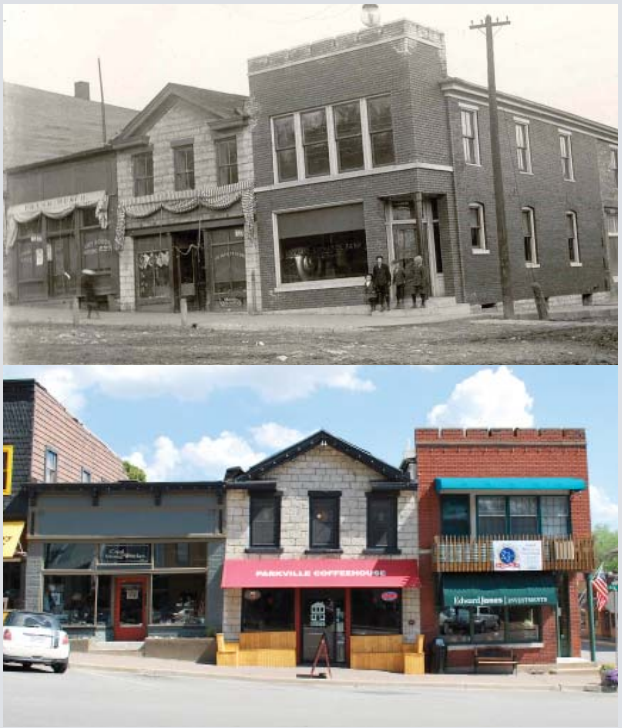

Fig. 3.58 & 3.59 – View from 1st and Main St., circa 1900 (top image) and 2013 (bottom image).

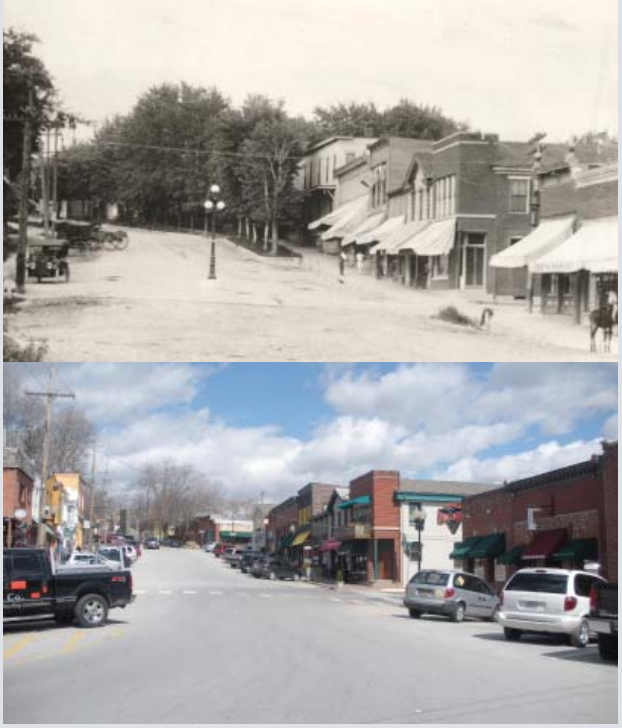

Fig. 3.60 & 3.61 – View looking north on Main St., circa 1920s (top image) and 2013 (bottom image).

6. Develop a streetscape redevelopment plan in the commercial core of Downtown to address the worn, and tired existing streetscape.

- Elements of the plan should include:
  - Updated walks and crosswalks that are designed to fit the historic quality of Downtown, increase safety and provide for increased attractiveness of the area.
  - Development of site furnishing standards to be used throughout the district.
  - The incorporation of added seating opportunities throughout the district.
  - Branding and amenities that enhance the look and experience of Downtown streetscape.
  - Amenities along the streetscape that are targeted at meeting the needs of park users. Examples include dog parking, dog fountain, pod stations, bike parking, and benches.
  - Improved pedestrian safety and the perception of safety for users crossing the railway by installing pedestrian gates if a quad-gate system is installed at the railroad crossings.
  - The incorporation of signage and wayfinding efforts into the streetscape.
  - Moving of the railroad signal tower obstruction at the southeast corner of the railroad tracks and Main Street to open up views of Downtown to the public parking lot south of the tracks.

Fig. 3.62, 3.63, 3.64 & 3.65 – A revitalized streetscape that addresses the inadequacies of Downtown could result in new visitors and new businesses.

3.10 Operations and Function Recommendations

Operations and function refers to the way that a business or group of businesses is run on a day-to-day basis in order to satisfy the needs/demands of their potential clientele base. The regulation or standardization of business operations can be quite complex when multiple, individually owned and managed businesses with different goals and aspirations are involved. Downtown Parkville's focus, in regards to operations and function, is to ensure that the business community work collectively to establish and maintain a basic level of professional service that adds to the overall user experience, meets visitor expectations and improves customer retention of the area.

Key Issues

- Many of the businesses Downtown do not have standard or consistent operation hours that are conducive to attracting and retaining visitors.
- The regulation of business operations Downtown is often met with resistance.
- The lack of directional and informational signage and wayfinding makes Downtown difficult to navigate for those unfamiliar with the area.
- There is interest amongst business owners in providing recycling services within the Downtown commercial district.
- There is interest in providing public restrooms within the Downtown commercial district.

Recommendations

1. Establish a business atmosphere in the Downtown commercial district that encourages the type of full-time, professionally run businesses that are necessary to attract repeat customers.

- Identify and foster the continued growth of full-time businesses that have proven to be successful in Downtown Parkville.
- Identify and encourage the establishment of additional full-time businesses and/or destination services that would be successful and fit within the contextual atmosphere of Downtown Parkville.
- Consider regulating the hours of operation for the Downtown commercial district for a minimum of peak shopping and park user times.

Fig. 3.66 – Inconsistent days and hours of operations can have a negative impact on customer retention.

2. Introduce regulatory procedures in the Downtown commercial district that are proven to lead to increased business through improved visitor experience.

- Encourage, mediate, and help build consensus amongst the business community for regulatory procedures that will positively affect Downtown. Examples of issues that may need to be addressed with regulatory procedures include:
  - Storefront parking for owners and employees;
  - Hours of operation;
  - Maintenance and upkeep of streetscape and buildings;
  - Development of Design Guidelines; and
  - Formation of a Design Review Committee.

3. Enhance the visitor experience, marketing, and brand identification by improving the wayfinding and signage throughout Downtown.

- Develop a comprehensive Wayfinding and Directional Signage Plan for vehicular, bicycle, and pedestrian level traffic that achieves the following:
  - Directs traffic in and out of the Downtown area.
  - Informs visitors of the services and activities available to them Downtown and directs them in the direction of said services and activities.
  - Creates interaction and excitement for visitors.
  - Reinforces the identifiable brand of Downtown in the market to continue to build on marketing efforts.
  - Display a consistent marketing message and brand.
  - Refer to 3.9 Character of the Built Environment/ Aesthetics Recommendations, Recommendation 2 for plan content.

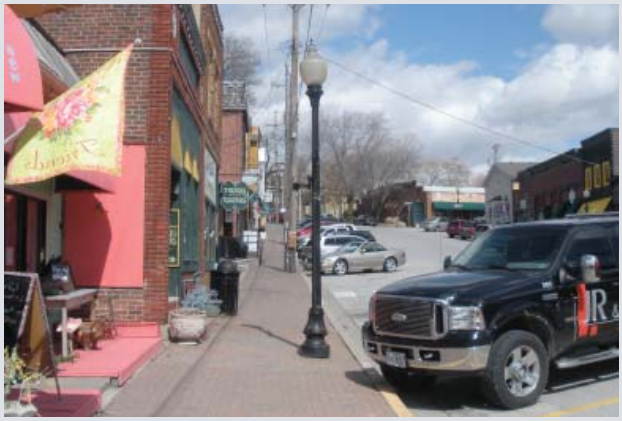

Fig. 3.67 – Continued maintenance and upkeep of the streetscape and buildings should be a priority for Downtown. This may require the introduction of regulatory procedures.

Fig. 3.68 & 3.69 – Wayfinding, signage, and branding efforts should be designed in coordination with one another so that they reinforce a singular identity for Downtown.

4. Provide additional public services (recycling, restrooms) that can benefit visitors, business owners, and employees of Downtown Parkville.

- Explore the scope, feasibility, and available funding resources for providing recycling services Downtown.
  - Include storefront side recycling alongside trash receptacles as streetscape furniture.
  - Provide back of house recycling for the businesses in Downtown if the needs are warranted.
- Develop a Downtown Restroom Feasibility Plan so that cost, location, operation, and maintenance issues can be determined for providing a public restroom in the Downtown commercial core.
  - There are currently no public restrooms in Downtown.
  - Restrooms are made available by some merchants.
  - Many districts do not provide public restroom facilities because of operation, safety, and maintenance issues. Those districts rely on businesses to provide restroom facilities. That in turn drives customers to those businesses.
- Hours of operation issues in the Downtown prevent access to restroom facilities if businesses are closed.

Fig. 3.70 & 3.71 – Recycling and other public services that promote sustainability could be implemented within Downtown Parkville and possibly even incorporated into the branding/marketing campaign.

Fig. 3.72 – Cost, location, operation and maintenance are all factors to be considered in the feasibility of providing public restroom facilities.

3.11 Economic Development Recommendations

Economic development typically provides the means for growth through job expansion, new residents, new homes, demand for new consumer goods and services, and added sales and property taxes. For Downtown Parkville, steady and sustainable growth of the commercial district is essential to making it a destination for local/regional tourism and commerce.

Downtown's economic survival and redevelopment hinges on expanding the current market niches, introducing new market niches, and providing consumers a larger selection of merchandise and services.

Key Issues

- The future growth in population and income will generate additional consumer purchasing power and retails sales growth.
- The future growth of office-related employment will increase the demand for professional and medical office space in Platte County and Parkville.
- Growth in population and employment will create a demand for new housing.

Recommendations

1. A key in improving the business climate in Downtown Parkville will be to increase the inventory of commercial space and level of business and customer activity.

- Higher density, mixed-use development should be encouraged. This development format promotes increased density, security, pedestrian activity and business activity.
- Increasing the housing stock through infill development will be a key component in enhancing the pedestrian activity and economic vitality of Downtown.
- A mix of attached housing catering to students and young adults is recommended along with infill single-family housing within the neighborhoods surrounding the central business district. Second floor residential over commercial space should be encouraged.

Fig. 3.73 – Example of the type of higher density, mixed-use development that should be encouraged in Downtown Parkville.

Fig. 3.74 – Example of single-family infill that complements the existing housing stock.

Fig. 3.75 – Example of attached townhomes that would diversify the housing stock and increase density.

2. Prospective commercial development/ redevelopment sites include:

- Development of the surface parking lot on the east side of Main Street, south of the railroad track.
  - The 2.2-acre surface parking lot bound by the railroad track to the north, McAfee Street to the south, East Street to the east and Main Street to the west is ideal for extending commercial development on Main Street south of the railroad track as well as increase the inventory and critical mass of commercial space in the Downtown core.
  - The best suited development formats include downtown-style, mixed-use commercial buildings supporting retail and office uses.
  - Two-story buildings are appropriate on the western portion of the site fronting Main Street with surface or structured parking on the eastern half.
  - Assuming a zero setback on Main Street the site could accommodate an estimated 50,000 to 70,000 square feet of commercial space.
- Development of the east side of 9 Highway from 1st Street north to 6th Street.
  - The prospective development site located on the east side of 9 Highway from 1st Street north to 6th Street consists of nine individual parcels totaling approximately 3.66 acres.
  - Existing land uses include a U.S. Post Office, former restaurant, two single family homes, Glen's Automotive, Four Seasons Lawn & Landscape and vacant land.
  - This site is considered Downtown's premier development site offering superior access, visibility, exposure and the size to facilitate the development of several commercial formats.
  - The most appropriate development format is 2- and 3-story mixed-use structures supporting retail, office and residential uses.
  - Assuming a "Main Street" design the site could accommodate an estimated 240,000 to 280,000 square feet of building area. The mix of space would be approximately half commercial and half residential, with the inventory of housing totaling approximately 125 to 175 dwelling units.
  - Development of 9 Highway from 1st Street to 6th Street would provide a much needed highway entry window for Downtown and facilitate a broader range of goods and services businesses.
  - Development of this section of 9 Highway would also provide a "bridge" more effectively connecting Downtown Parkville with Park University.
- Development of the west side of 9 Highway from 1st Street north to 6th Street.
  - The prospective development site located on the west side of 9 Highway from 1st Street north to 6th Street consists of twelve individual parcels totaling approximately 1.07 acres.
  - Existing land uses include the French Bee Bakery, parking lot, nine single-family homes and a 4-unit apartment building.
  - The street right-of-way patterns and shallow lot depths for the properties fronting the west side of 9 Highway will limit the potential to accommodate large-scale mixed-use development.
  - Likely development scenarios include the adaptive reuse of the existing residential structures or razing current structures to facilitate the construction of single-tenant commercial buildings or multi-family housing.
  - Where redevelopment or conversions occur, they must be compatible with the scale and desired character of Downtown and must minimize impacts on the abutting development, particularly abutting single-family uses.

3.12 Redevelopment and Infill Recommendations

As has been identified in previous recommendation sections, there are several redevelopment and infill opportunities that exist within Downtown Parkville. What follows is a description of these opportunities and how they may benefit the long-term success of Downtown, along with supporting graphics and conceptual plans.

Redevelopment of East Street - East Side

The 9 Highway/East Street corridor, from 1st Street to 6th Street, represents an excellent redevelopment opportunity that could serve as a catalyst for future growth and investment in Downtown Parkville. Given its significance within the transportation network of Parkville, a reimagined East Street could improve community connectivity, create additional commercial critical mass by effectively doubling the Downtown commercial area, and safely and efficiently move vehicular and pedestrian traffic, while also helping 9 Highway fit better into the Downtown character desired by the community.

Multiple concepts for East Street Redevelopment have been created. Figures 3.76 illustrates what such a reimagined East Street might look like. Regardless of the specific redevelopment design of the area, key elements incorporated include:

1. The introduction of a roundabout at the intersection of 1st Street and 9 Highway as a way to efficiently control traffic through this major intersection, improve pedestrian crossings, and provide an ideal location for a significant gateway element that signals the arrival to Downtown Parkville.

2. Redevelopment of the road and streetscape from 1st Street to 6th Street to include consistent sidewalks, street trees, street lights and improved pedestrian crossings.

- Road redevelopment is critical to the redevelopment of East Street/9 Highway.
- Current posted speed restrictions are seldom followed.

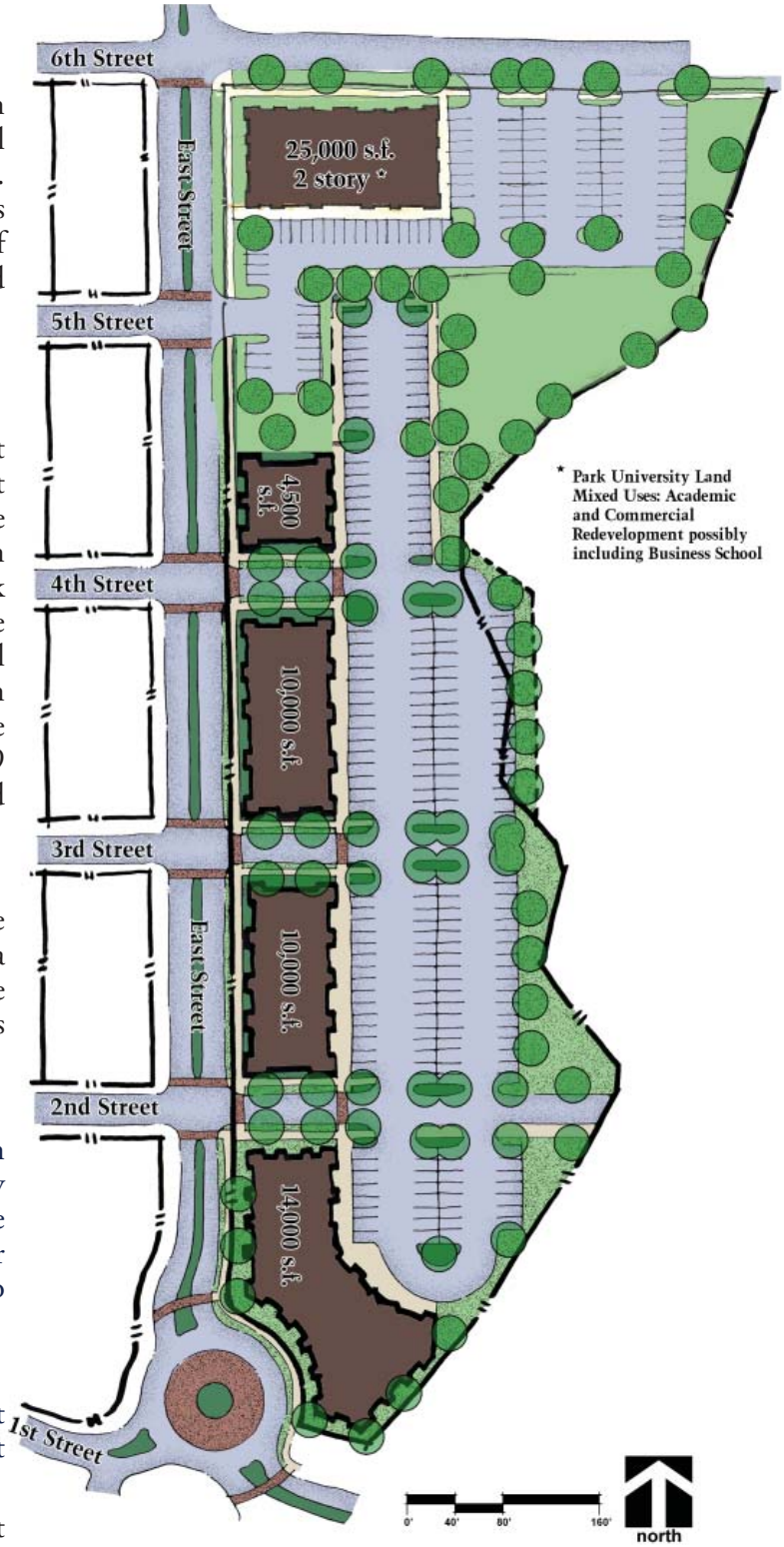

Fig. 3.76 – East Street Redevelopment Concept

- The design and function of the roadway will determine the development design of the redevelopment area to a large extent.
  - A road designed to encourage speedy travel of vehicular traffic does not encourage connectivity of other modes of transportation, encourage Downtown character, or allow commercial buildings to face the street.
  - A road designed to maintain current posted speed limits, while safely and efficiently moving traffic, can fit into the community's desired Downtown character and allow the safe crossing of pedestrians.
  - Building facades will face their main parking field, unless they have a minimum of parking at their front entrance. A redeveloped East Street/9 Highway without on-street parking will ensure that the front entrance facades of the buildings will face east, away from the road.

3. The redevelopment area should adhere to the following standards.

- All redevelopment should reinforce the desired Downtown character in style of architecture, massing, scale, height, materials, and detailing.
- Redeveloped properties should be commercial or mixed-use in nature.
- Buildings should be oriented toward East Street with minimal street offsets and all parking should be located toward the rear of the properties.
- All redevelopment efforts should be coordinated with Park University. The University owns property at the north end of this redevelopment area, so it will be important to understand, accommodate, and complement its future plans.
- Shared parking for the development area is important to yield required parking.
- Connections to the White Alloe Creek Trail should be made.
- Pedestrian and vehicular connections to the university should be accomplished if possible.
- Install a pedestrian-activated crossing signal at 6th Street.

Fig. 3.77 – View of East Street/9 Highway, looking north, from the approximate location of the proposed roundabout.

Fig. 3.78 – Example of a roundabout that incorporates a combination of sculpture, monumentation and landscaping.

Fig. 3.79 – Examples of commercial or mixed-use developments with buildings oriented toward the street. This encourages pedestrian activity and creates a more inviting atmosphere for potential visitors.

Redevelopment of East Street - West Side

- Redevelopment of the properties along the west side of East Street, from 2nd Street to 6th Street.
  - Because of narrow lot depths on the west side of East Street/9 Highway, redevelopment of this area is more limited in nature.
  - Adaptive reuse of existing residential structures for commercial uses is possible.
  - Redevelopment of existing building sites would allow for single building commercial redevelopment or new residential uses.
    - Care must be taken to ensure that the character of development of new commercial and residential sites is in concert with the stated vision of reinforcing Downtown character. Narrow depth lots and side parking lots will make this a challenge.
    - The use of screening, materials, buildings, fencing and landscape on the street side edge of all development sites is critical to ensure redevelopment of properties fit in with the character of Downtown, particularly on abutting single-family uses.
  - The ultimate design and function of the roadway will have a significant effect on redevelopment of properties.

Fig. 3.80 – Adaptive reuse of existing residential structures for commercial uses is common along Main Street and may be a solution for properties along the west side of East Street.

Fig. 3.81 – Attached townhomes or detached rowhomes could be incorporated into the redevelopment of the west side of East Street. Designed properly, they would increase density, while maintaining or even adding to the charm of Downtown.

Redevelopment of Residential Neighborhood along West Street

There are numerous issues in the residential neighborhood on West Street that would lend itself to being a potential site for residential redevelopment. Such issues include:

- Hilly terrain and a broken street grid cause the area to feel isolated from the rest of Downtown.
- Pedestrian connections to the Downtown core are limited and unsafe.
- The overall character of West Street is very different from Main Street.
- The homes along West Street do not have the same historic character as those located on or close to Main Street.
- Numerous properties are in disrepair.
- Numerous properties are vacant.

Figure 3.82 indicates a potential redevelopment scenario for a modest residential development. Key elements of this concept include:

- The preservation of the existing woodland and topography.
- 15 single-family, 2-story homes with detached 2-car garages that complement the historic character of the Downtown neighborhoods.
- Single-family homes built to the current average home value of new home permits in Parkville.
- Sidewalk connections and landscape buffers along Mill Street, from Crooked Road to Main Street.
- Sidewalk replacement/infill where needed along the west side of West Street.
- Neighborhood Markers that identify entry into the neighborhood.
- Adding new members of the community to utilize the goods, services, and amenities offered in the Downtown area.
- Provides potential housing to the area that fits with the Downtown character and fabric of the Downtown neighborhoods.
- Removes existing blight.
- A larger contiguous redevelopment area is more marketable for redevelopment than single infill lots.

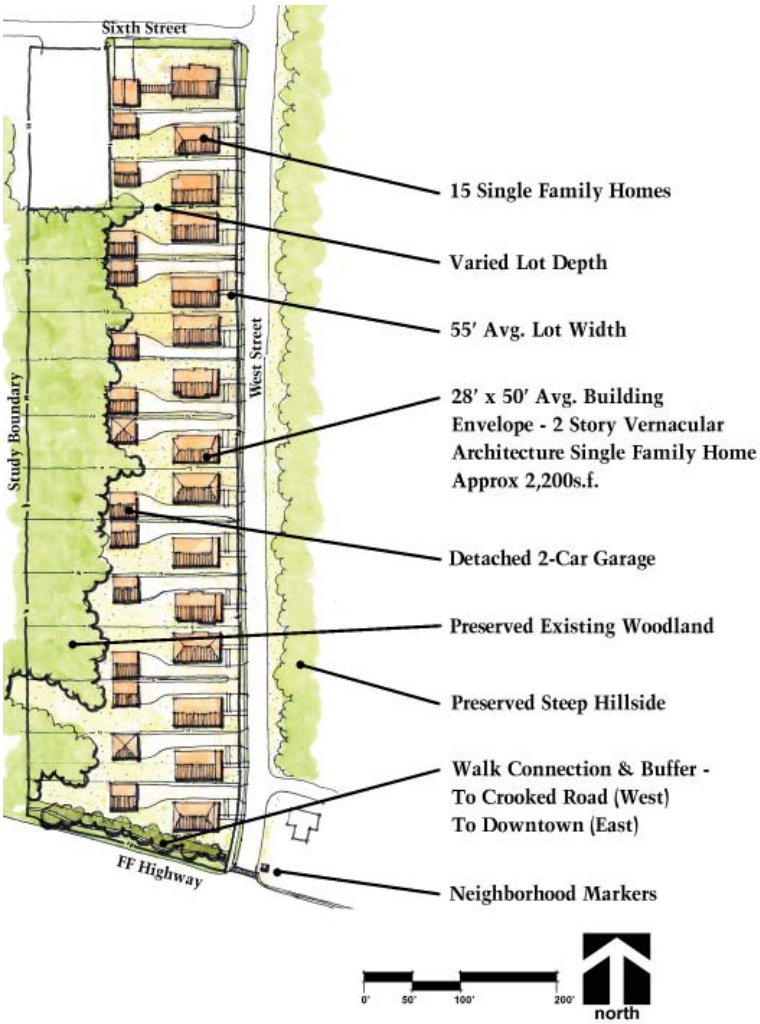

Fig. 3.82 – West Street Redevelopment Concept

Fig. 3.83 – Example of a single-family home with a detached garage that would be appropriate for the potential redevelopment of West Street.

Redevelopment of the Downtown Core/Park Transition Area

The lack of cross traffic between the Downtown core and English Landing Park is a problem that could be addressed from multiple perspectives. The simplest solution would be to redevelop the streetscape along Main Street and East Street, from McAfee Street to 2nd Street. Improvements would include:

- Bulb-outs to accommodate additional landscaping and improved pedestrian safety;
- Sidewalk and crosswalk improvements;
- ADA accessible routes;
- Amenities and site furnishings; and
- Signage and wayfinding.

Making these improvements would create a more unified, cohesive Main Street that would encourage movement across the railroad tracks.

A second solution, shown in Figure 3.87, would be to bridge the gap by completely redeveloping the municipal parking lot and small baseball field south of the tracks. Elements of this concept would include:

- Streetscape improvements as identified in the first solution.
- Additional retail development on the east side of Main Street, south of the tracks.
- Regrading of Main Street, south of the tracks, to accommodate the elevation of the new retail development.
- Relocation of the Farmers Market to the current location of the small baseball field south of McAfee Street.
- Redevelopment of the remaining portion of the small baseball field to a multi-purpose greenspace.
- Reorganization of the parking in this transition area to accommodate both shoppers and park users.

Fig. 3.84 – Illustration of the streetscape improvements along Main Street, as recommended in the Livable Community Study.

Fig. 3.85 – The existing view of Downtown from the municipal parking lot.

Fig. 3.86 – Example showing how a well designed streetscape can have a significant impact on the aesthetic quality of a development, resulting in a better user experience, and in the case of Downtown Parkville, increased cross traffic.

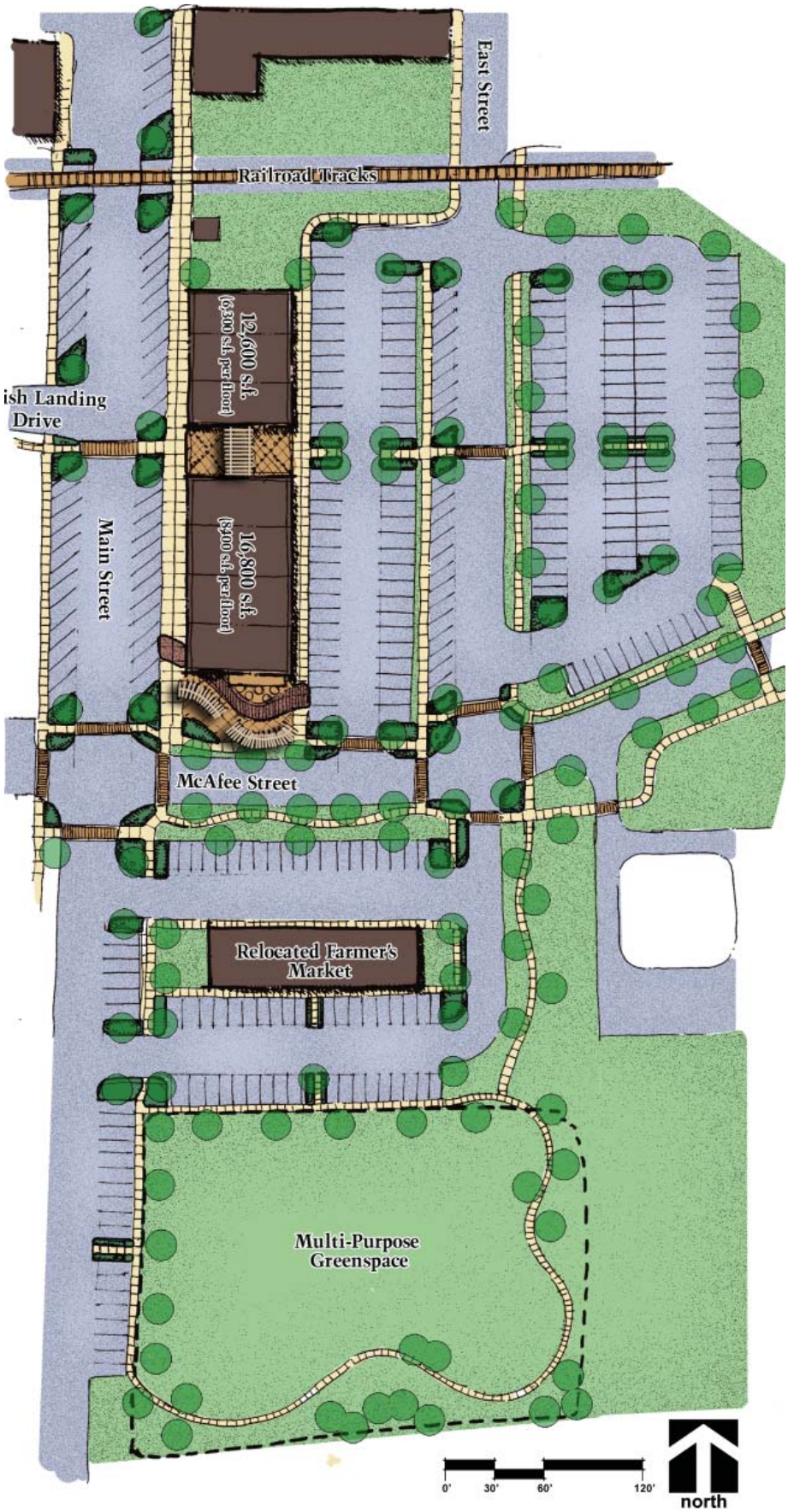

Fig. 3.87 – Downtown Core/Park Transition Area Redevelopment Concept

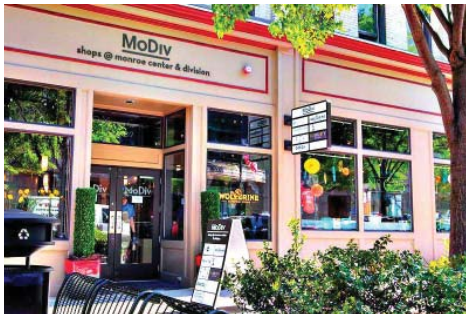

Fig. 3.88, 3.89, 3.90 & 3.91 – A business incubator program could be incorporated into the new retail development south of the railroad tracks. The program could offer new businesses a temporary location to grow their customer base before hopefully establishing a more permanent location in Downtown Parkville.

Relocation of the Railroad Tracks

The impact of the existing railroad tracks on Downtown continues to be a source of frustration for many in the community. Though the tracks are integral to the history and culture of Parkville, their proximity to the Downtown commercial district creates numerous issues that have to be dealt with on a frequent basis. Issues include, significant horn and train noise, vibration, and blocking access in and out of English Landing Park, the municipal parking lot and English Landing Center just south of FF Highway/Mill Street on Main Street and East Street.

Within the Downtown Parkville business community, a few property owners prepared a solution for moving the railroad tracks south of the municipal parking lot and English Landing Center. This alignment had some impact to English Landing Park. Upon review of this concept, TranSystems, Inc., (lead consultant on the Livable Communities Study Transportation Study, and a member of the Downtown Master Plan Team) determined that the horizontal curves and layout would not meet railroad standards and could not be considered a viable option for that reason alone. TranSystems, an expert in railway design, did however provide a track layout that would meet railroad standards. The Livable Communities Study explored options and costs for this route and considered the cost of the relocation very high for the potential with numerous negative impacts. It was therefore not recommended as a course of action in the Livable Communities Study (LCS).

While the LCS investigated the transportation impacts and costs of the concept, additional study on the land use impacts, park impacts and potential redevelopment opportunities the concept may represent was not explored. The local property owners who prepared the original concept continued to request additional study of the concept. The Master Plan Team agreed to address the concept again.

The Master Plan Team prepared a concept plan for the relocation of the railroad tracks south from their current location to the location determined to meet their minimum design standards. This alignment can be seen on Figure 3.95. Figure 3.95 also depicts a potential redevelopment of the area if the tracks could be relocated.

To evaluate the concept, it is necessary to understand the positive and negative aspects of the plan.

Fig. 3.92, 3.93 & 3.94 – In addition to the noise and safety issues, the railroad acts as a physical barrier within Downtown.

The positive impacts can be seen as:

- Relocation of railroad tracks further from the Downtown core helps to address noise and vibration issues. Noise issues continue to exist if a quiet zone is not installed through Downtown.
- If the Railroad determines that a double track is going to be constructed, this would move the extra railway activity away from the Downtown core.
- The limiting of access to the municipal parking lot and English Landing Center when trains are running is eliminated. Full park access continues to be an issue.
- The potential of reorganizing circulation to address the offset of 1st Street and Mill Street/FF Highway in Downtown becomes possible.
- A potential new alignment of Mill Street could connect with the signalized entry at Park University on 9 Highway.
- New redevelopment opportunities may exist along reorganized circulation routes.
- Railway could be a potential flood control measure for minor flood events, but would not prevent events that would top the current elevation of the railroad tracks.

The negative impacts can be seen as:

- Relocation of the tracks would route the railway directly through English Landing Park. This would bisect the park, reducing the size of the Park and its basic character and nature.
- Grading operations to relocate the tracks would destroy significant existing trees.
- Relocation of the track would significantly impact or eliminate facilities in the park.
- The track would remain at its current elevation, resulting in an approximate 9 foot elevation change from the top of the tracks to the lower elevation of the Park. This would have the corresponding side slopes, further widening the impacted area.
- Significant impact to the visual and physical connections to the Missouri River would occur as well.
- Current views from 9 Highway are over tracks and to park and Missouri River. In the concept, views would be across a narrow park, then to railroad berm, which would then obstruct some views to river.
- Relocation would create two narrow linear parks on each side of the east-west tracks instead of the larger

Fig. 3.95 – Railroad Relocation/Redevelopment Concept

contiguous park space that exists today. This would reduce the programmability, usability, and variety of potential park uses.

- An at-grade crossing still exists south of English Landing Center that will continue to limit access to the baseball field, half of the redesigned park, and all of Platte Landing Park.
- The railroad does not have interest or desire in having their track and berm become a flood control dike. Any flood control measures, armoring, protection, etc would be the responsibility of the City, and so would the maintenance of those.
- Significant impacts to the floodway will occur with the relocation, which will require significant regulatory review.
- Estimated costs for relocation of only the railroad berm and new tracks is $6-8 million. This does not include the relocation or development of new roads and stream crossings, demolition of existing railroad, intersection improvements, 9 Highway improvements, relocation of the current sewer pump station, acquisition and ROW costs, park redesign and construction, additional grading to match surrounding grades, stream crossings or road crossings, attorney fees, design fees, and other miscellanea.

Proponents of the relocated railroad track concept have been small, but vocal. The majority of input the Master Plan Team has received from the community has not been supportive of the concept due to cost, impacts to English Landing Park and lack of assurance that relocation would guarantee elimination of the train noise.

Although, the concept could have positive impact for the Downtown commercial core and be financially beneficial for some property owners, the relocation is not recommended.

With the negative impacts to English Landing Park, the cost of executing the relocation, the unknown costs, the lack of full community support, and the floodway impacts it is our recommendation to not pursue this concept. Resources would be better utilized pursuing other solutions to reduce train noise and reduce traffic conflicts, as well as implementing other recommendations to improve Downtown as outlined in the Master Plan.

Other Redevelopment Opportunities

- Redevelopment of Bruce Watkins Park and Adams Park so that they may be more functional for the residents of Downtown Parkville (see 3.5 Parks, Recreation, and Natural Resources Recommendations).
- Redevelopment of the retail uses along Mill Street. As Downtown grows and traffic along FF Highway/ Mill Street increases, this area will become a logical location for future expansion of the Downtown shopping experience.
- There are multiple opportunities throughout the residential neighborhood to redevelop single lots that are in disrepair or don't fit the historic context of Downtown. Many of these properties are multi-family in nature, and it may make sense to convert some of them back to single-family homes.

Infill Opportunities

By definition, infill is the development of underutilized or undeveloped land or properties surrounded by other utilized properties or buildings. The residential neighborhood has a few properties that fit this definition, and those properties have been identified on Figure 3.96. However, it is important to note that there are a number of currently vacant lots along the west half of the neighborhood that have not been recommended for infill. These lots are typically dense in vegetation and steep in slope, which would be a challenge for any kind of infill development. More importantly, these characteristics are viewed as an asset by the community. They have more value as undeveloped greenspace than they do as new, single-family homes.

PDMP Redevelopment and Infill Plan

Figure 3.96 on the opposite page illustrates the redevelopment and infill opportunities discussed in this section.

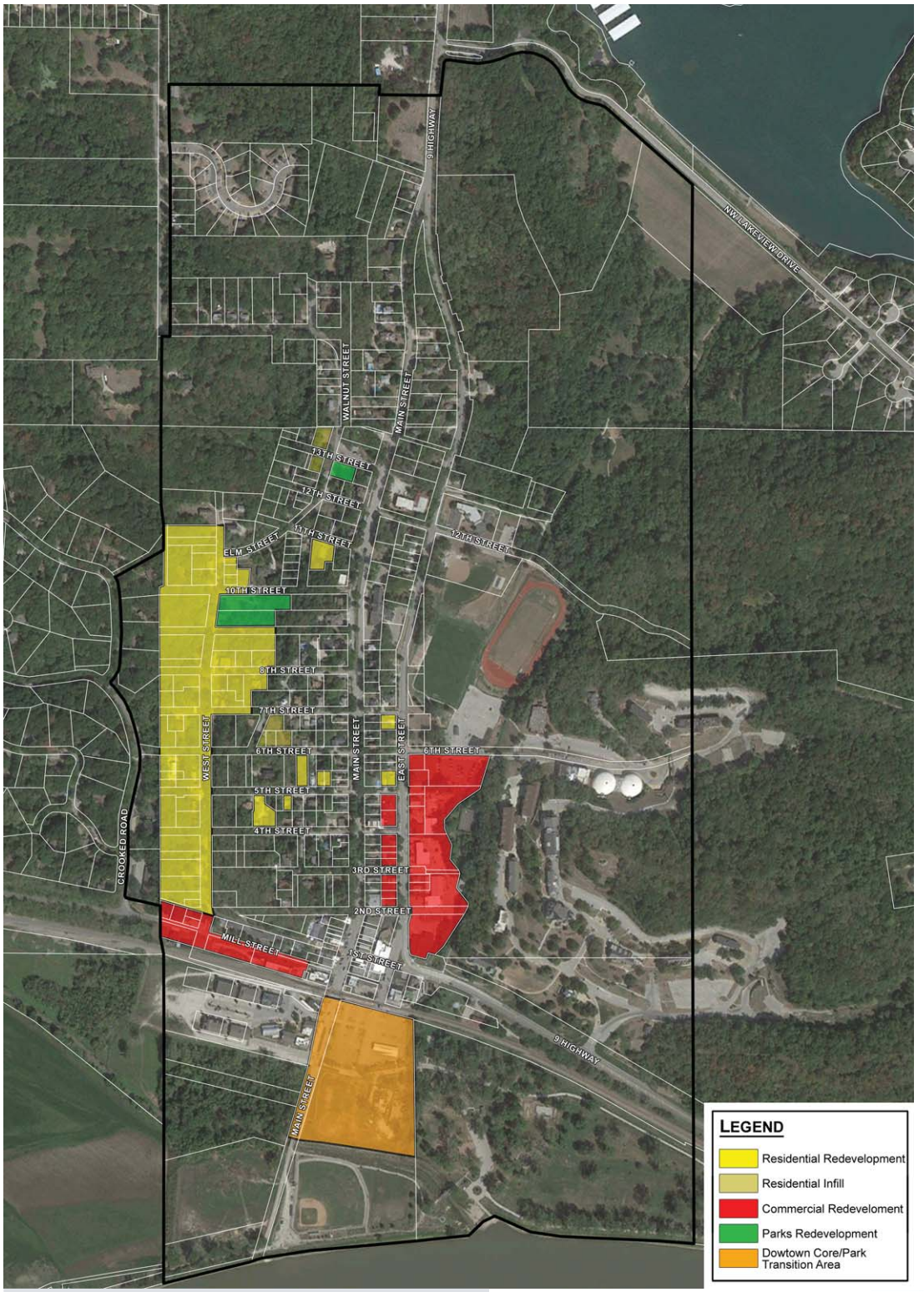

Fig. 3.96 – Redevelopment and Infill Plan

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north

Chapter 4.0
Implementation

4.1 Introduction

The Master Plan presents many recommendations for capitalizing on opportunities in the Downtown Parkville area. The Master Plan is focused on articulating a long-range vision for the Downtown, upon which projects may be implemented as next steps. Those next steps are the Implementation Plan.

Implementation of the Vision requires both short- and long-term decision making, an understanding of the potential value of such decisions, and the ability and willingness to capitalize on opportunities as they make themselves available. The following chapter will attempt to simplify and guide this process by presenting policies, strategies and available incentives to be evaluated. In some sections, roles, leaders and sequencing are suggested. These suggestions are not intended to bind or obligate specific entities to tasks, approvals, financing or other actions. Instead, the suggestions are made to help guide implementation. Over time, implementation may be undertaken by different entities and partnerships as appropriate and as funding and other opportunities become available.

4.2 Implementation Overview

There are numerous steps that should be taken to begin the implementation of the Master Plan. The following steps should be taken:

1. Project Start Up and Policy
2. Advancing the Master Plan
3. Detailed Planning and Engineering Study of Key Plan Recommendations
4. Available Economic Development Incentives
5. Benchmarking of Plan Strategies

4.3 Project Startup and Policy

The initial stage of the Implementation Plan is regulatory in nature. This stage is about setting policy and ensuring that the Plan is an important part of future decision making in Downtown.

Several policy changes should be implemented by the City of Parkville in order to set the stage for future implementation. They are as follows:

Adopt the Parkville Downtown Master Plan.

The PDMP should be adopted by the Board of Aldermen with the intent that it be used by the City of Parkville as the official resource for future decision making in Downtown Parkville.

Amend relevant ordinances and plans.

Once the PDMP has been adopted, the City should amend ordinances and plans so that they may be coordinated with this document, including:

- Zoning Ordinance
- Parkville Master Plan
- Parks Master Plan

Update the Master Plan.

The Master Plan is a foundation document. The Master Plan contains recommendations that were made at the time of its creation based upon existing conditions, market analysis, and community input. This process has set the direction for the next 20 years in Downtown Parkville. But, while there are strong recommendations in the Master Plan for achieving the desired vision, the needs and desires can change given time, unforeseen circumstances, and new opportunities. The Master Plan should be able to react to those changes and be revised to fit the community's needs over time. Changes should not be made frivolously. Changes should be made to the Plan only after community and stakeholder review, comment and public hearing.

It is recommended that The Master Plan should be reviewed occasionally for progress, relevance, and change.

It is recommended a cursory annual progress report be conducted and presented for Board of Alderman review. Should that review indicate that conditions, needs or new opportunities warrant further study, that study

should be conducted and the Master Plan Document revised as necessary.

Develop additional plans recommended in the Master Plan.

See 4.5 Detailed Planning and Engineering Study of Key Plan Recommendations for a complete list of plan development recommendations.

Develop a strategy with City Staff and the Board of Alderman for incorporating the Master Plan recommendations for transportation, utilities and infrastructure improvements in the City of Parkville's short- and long-range Capital Improvements Plan (CIP). Fund initial priority infrastructure improvements based on the 10-year Capital Improvement Plan.

The ever changing revenue landscape for most cities makes any CIP assurances for long range planning strategies difficult at best. But, it is important to develop a plan for the incorporation of the recommended public infrastructure improvements into the CIP.

The City should develop a strategy to allocate CIP funds for the Master Plan recommendations, recognizing that there are limited public funds available and that the minimum standards of care must be met first in the community. A commitment of funding that address plan recommendations from the City will send a message to the community that the Downtown area is important to the City of Parkville, and to private investors that the City is willing to invest in Downtown. This support is critical to fueling early and long-term efforts for change in the Downtown, as well as leveraging those available public dollars for private investment.

4.4 Advancing the Master Plan

Redevelopment and revitalization takes time. To be successful, the community must allow Downtown that time. There must also be recognition that there are constraints on available resources and funding to accomplish the recommendations of the master plan. In order to accomplish the recommendations of the Master Plan, a short term and long term process is proposed.

Short Term Goal

The initial stage moves the project forward and lays the groundwork for developing the much needed cooperation and communication of the organizations and entities with a stake in Downtown. Important issues to address in this stage include:

- Address policy issues.
  - Update City Codes and Plans to Incorporate the Parkville Downtown Master Plan
- Complete recommended plans, guidelines and studies as resources and funds are available. Important initial plans and guidelines include:
  - Prepare Overlay Districts and Design Guidelines for Residential, Transition, Commercial Core, and Redevelopment Areas
  - Prepare Gateway, Signage, and Wayfinding Plan
  - Prepare Downtown Streetscape and Amenity Plans
  - Prepare Pocket Park Redevelopment Plans (in concert with Streetscape Plans)
  - Prepare Downtown Restroom Feasibility Plan (in concert with Streetscape Plans)
  - Prepare Sidewalk and Trail Infill Plans
- Explore Specific Available Funding Sources (2014-2015) for Compatibility with Master Plan.
- Continue to educate new public officials on the objectives and recommendations of the Master Plan.

In addition to the previous actions, a critical initial step is the formation of a Downtown Master Plan Leadership Committee (DMLC). It is recognized that communication amongst the existing organizations with interest in Downtown is poor. The purpose of the DMLC is to create common ground and understanding between the different organizations; develop on-going working relationships with the different organizations; foster good, working communication between groups; identify initial areas where different organizations are duplicating efforts for bettering the Downtown

and implementing the Master Plan. The DMLC is a committee made up of members of the existing organizations and groups that have interest in the Downtown area. Each organization would have one (1) member on the committee who is responsible for participation, as well as articulating their organizations' goals, objectives, and initiatives. In addition, they would also be responsible to report back to their organizations' progress, issues and possible solutions to common issues, goals and objectives.

Long Term Goal

It is the desired outcome that a long range solution for coordinating efforts for funding, marketing, projects, and other concerns are addressed. Although successful in many aspects, Downtown Parkville can learn from the successes of other communities and organizations, most of which are led or managed by single organizations. In Chapter 3.0 it was identified that a major obstacle for Parkville to overcome is the diversity of organizations lacking a common vision. Although hard to envision for Parkville, a single implementation entity or multiple entities working in concert could greatly improve the ability to implement the Vision. The following structure for a Master Plan implementation entity is suggested as a best management practice that can be aspired to long term. Meanwhile, the community of Parkville can draw form the outline to help organize one or more entities toward implementation.

An entity or partnership that is charged with addressing, advancing and completing the recommendations of Master Plan should be focused on:

1. Seeking funding for projects;
2. Seeking potential tenants, retailers and businesses to locate Downtown;
3. Soliciting developer interest in redevelopment projects; and
4. Implementing recommendations, leveraging available dollars with larger funding sources.

This approach is a long-term solution for moving the plan forward. It recognizes that without a daily champion working on creating and managing change in Downtown, the Master Plan will take much longer to implement. Additional challenges include the recognition that seeking funding will generally be totally reliant on an already overworked staff responsible for the entire City and not just Downtown; that competing commercial sites have realtors and other marketing and real estate professionals actively competing for available tenants and users; that Downtown has numerous factions with polarizing views and positions; and that a unified voice is needed to provide leadership, direction and to push the plan forward.

The following organizational structure has been successful in other communities performing redevelopment and revitalization. It has been modified to fit the unique issues and challenges facing Downtown Parkville. As Downtown Parkville evolves and successes are realized, this organization could help advance the Vision to the mutual success of property owners, business owners, residents, the City, and the community. Meanwhile, one or more entities may be structured similarly to help implement the plan.

Leadership Committee

A Leadership Committee should be formed with representation from key citizens and stakeholders. The Leadership Committee should be charged with developing a long-term strategy, including budget, and for securing financial support for implementation from participating entities and other sources. Financial resources should be provided at inception to conduct a leadership retreat which would have as its goal a framework for action and a draft action plan.

The Leadership Committee may take the form of a Board of Directors, but should be comprised of individuals capable of ensuring the project's success. The Committee should provide corporate governance, oversight, marketing and resource identification as well as guidance and oversight to an implementation staff, charged with day-to-day operations of plan implementation. Strong multi-year commitments from the initial Leadership Committee are recommended to ensure continuity and focus for the start-up and initial operations of the Committee.

The Leadership Committee should be incorporated in the State of Missouri. The corporation should establish as a separate entity or seek for its own corporate designation 501(c) 3 not-for-profit status to receive funds for implementation of certain aspects of the project.

Advisory Committee

Advisory Committee

In order to facilitate broad-based participation in plan implementation, it is recommended that the Leadership Committee engage a committee of Advisors for information exchange and discussion of policy alternatives for the Master Plan. The community-wide membership should include representatives of community groups and organizations interested in community improvement and development as well as residents of the Downtown. It is further recommended that the majority of the Advisors live or work within the Downtown area.

Use of Implementation Task Forces

The Leadership Committee and Advisors may choose to establish task forces for further planning and implementation of the specific plan recommendations. Mobilization of a large group of advocates in Downtown will increase resources for implementation, bring more unity and multiply the education efforts.

Although one of the major implementation goals is unification of entities, persons and ideas, it is suggested that task forces could provide additional focused energy and ideas for specific recommendation implementation techniques. Task forces would not exceed 7-9 members charged with developing strategies and actions that would supplement work of the Leadership Committee, Advisors and staff. They may be comprised of elected officials, stakeholders, business leaders and institutional leaders with sufficient diversity and experience to bring their expertise to bear in order to ensure implementation. A Task Force's work would be coordinated by the implementation staff. Area-wide ad hoc committees could be formed to address very specific interests, but are not specifically needed.

Outside Consultant Assistance

The Leadership Committee may retain the services of outside consultants to address any number of planning, design, engineering, legal, management, and financial issues. These consultants should be hired, funded and answer directly to the Leadership Committee.

Redevelopment Office

It is recommended that a high quality, visible, and in the Downtown, office, meeting and display space for housing the operation of the various implementation components be established. The facility should provide communications, space for leadership meetings and audio-visual technology. It should also be utilized for facilitation of policy discussions by the Leadership Committee and all participating entities. The office may be a funded, free-standing operation, or may be provided in-kind by a participating entity. The office should be the focus of initial marketing efforts for introducing prospective property owners, business owners, developers and donors to the Master Plan and Downtown.

Office Staffing

The participating entities should fund staffing for the implementation office, if they are allowed to by law. In addition to carrying out specific projects, the staff would provide technical assistance to property owners, residents, and groups addressing the various concerns related to the plan. The success of the plan implementation will be based on the commitment of funds and qualified staff to oversee the project on a day-to-day basis. An annual statement of goals and timetable for accomplishment of the same should be prepared and adopted by the Leadership Committee. Staff will be accountable to the Leadership Committee.

Development of a Marketing Plan

The Leadership Committee should undertake development of a visual identity and joint marketing effort to make a new identity for the Downtown area for future marketing and communications efforts. The identity should include a logo and theme, which will be visible in the Downtown and in all communications and

marketing efforts. The marketing component should be considered an economic development campaign. Resources should be pooled to prevent duplication of efforts and maintaining a consistent message to the public about Downtown.

4.5 Detailed Planning and Engineering Study of Key Plan Recommendations

The following plans or studies should be developed to further the recommendations of the Master Plan:

Parkville Downtown Residential and Residential Transition Overlay District

The Parkville Downtown Residential Overlay District would implement the Land Use Recommendations that are focused on preserving the quality and character of the Downtown residential neighborhoods. This would allow issues of boundaries, teardowns, rehabs, style, character, and use to be addressed in a simpler manor than rezoning to the Old Town District (OTD) zoning classification. The OTD zoning classification requires the rezoning of properties and has detailed requirements and guidelines which are a much more robust and full featured response to zoning issues. Property rezoning would not be required for the addition of the overlay district. It would be used to preserve and protect key issues raised in the Master Plan process and be a required guide for appropriateness of action in the Downtown neighborhoods.

9 Highway Corridor Study

The complexity of the transportation, land use, and connectivity issues on 9 Highway/East Street warrant additional study. The specific routing of pedestrian connections along 9 Highway to 45 Highway; right-of-way acquisition; road alignment and design and specific transportation solutions designed in concert with the community needs and the needs of the proposed redevelopment of 9 Highway/East Street; grading; crossings and controls; and many other factors will need to be considered to develop a solution for the roadway and pedestrian connections on 9 Highway/East Street. The Master Plan recommends the redevelopment of the corridor. The Master Plan provides guidelines for addressing critical issues in the redevelopment of the area. It also provides conceptual options detailing how the area might be redeveloped. Additional and specific study will need to be conducted to further develop specific redevelopment plans.

Municipal Parking Lot Redevelopment Plan

The redevelopment of the Municipal Parking Lot will require additional study to understand the complexities of the redevelopment. The development of the type of retail space, the relocation of the farmers market, the redevelopment of parking, engineering, grading and flooding issues, the pedestrian connectivity issues, aesthetics, specific economic analysis of development plan options, and the impact to English Landing Park all require additional analysis to arrive at a redevelopment solution. Additionally, programmatic issues within the park and the Downtown and how they would interact with the redevelopment need to be addressed.

Sidewalk Connectivity Plans

The missing links in the pedestrian sidewalk system should be filled in to connect the Downtown with itself and the rest of the community. Specific deficiencies described in the recommendations as well as the Livable Communities Study (LCS) should be addressed. A phased approach to fill in the gaps can be taken over time and as funds allow. In addition, limited local, state and federal funding has been available for connectivity projects. Recommended sidewalks projects include:

- West Street, from Elm Street to 6th Street to Mill Street
- Mill Street, from Crooked Road to Main Street, with improved safety in mind
- 9 Highway, from the Chamber of Commerce to East Street
- East Street, replacement and infill gaps between 1st and 6th Streets
- 6th Street, from Park University to East Street
- Main Street/9 Highway sidewalk connection to 45 Highway to the north

Off-Road Trail Plans

The missing links in the pedestrian trail system should be filled to connect the Downtown throughout itself and with the surrounding natural resources, places of interest, and the rest of Parkville. A phased approach to fill in the gaps can be taken over time and as funds allow. In addition, limited local, state and federal funding has been available for connectivity projects.

English Landing Park Long Range Enhancement Plans

Enhancement plans for English Landing Park should be developed to increase the variety, attractiveness, and potential programmable space within the park. Careful attention to flood concerns, needs, programming, and design should be taken. A long-range enhancement plan with concept design of enhancements should be developed so that timing, cost, funding, and potential fundraising issues may be addressed as over time.

Pocket Park Redevelopment Plan

A Pocket Park redevelopment plan should be prepared to take a fresh look at the park, its function, and potential to be a central open space for the Downtown. The existing Pocket Park was designed to create convenient access to amenities at the top of the hill. Currently those amenities are not operating. Simplifying this access would allow a larger area for a park space at ground level that would be more complementary to the Downtown shopping district.

Bruce Watkins Park and Adams Park Redevelopment Plan

A redevelopment plan for Bruce Watkins Park and Adams Park should be prepared to provide enhancement for the neighborhood and upgrades in aesthetics, safety, and usability.

Commercial District Design Guidelines

Commercial District Design Guidelines should be developed to address existing issues with storefronts, maintenance, colors, materials, and compatibility of existing and future commercial buildings in Downtown. The guidelines should be developed as a district overlay.

Fully Integrated Gateway, Signage, and Wayfinding Plan

A fully integrated Gateway, Signage, and Wayfinding Plan should be developed for the Downtown area. The gateway plans should welcome visitors to Parkvillle and Downtown, indicate the arrival sequence, locations, and specific designs for gateways and monumentation. The signage and wayfinding plan should be integrated with the gateway and monumentation plans. The signage and wayfinding signs should indicate directional and location information in a simple and easily read and understood format, for both the pedestrian and vehicular visitor to Downtown. Storefront signage, information kiosks, and history and interpretive elements should also be incorporated into the overall plan and design. Additionally, branding and marketing elements should be fully coordinated with marketing and branding efforts for Downtown Parkville.

East Street Redevelopment Design Guidelines

A design guideline for redevelopment of East Street should be developed to ensure future compatibility for all redevelopment activity with the vision and goals of the Parkville Downtown Master Plan. The Design Guidelines should ensure that redevelopment fits the desired character, massing, height, style, materials and site planning elements as described in the PDMP, but allows sufficient flexibility to create an economically viable redevelopment plan. The balance of these two concerns is critical to the success of redevelopment efforts on East Street.

Downtown Streetscape Redevelopment Plans

The current Downtown streetscapes are well worn and tired, and are in need of redevelopment. A new streetscape and pedestrian amenity plan should be developed in the Downtown commercial core. This streetscape plan should address sidewalk connectivity issues, signage and wayfinding, pedestrian amenities such as site furniture and bicycle racks, lighting, planters and plant material, sidewalks and paving, as well as other amenity opportunities available in the Downtown. The streetscape plans should be focused on creating a quality pedestrian environment that is an aesthetically pleasing and engaging public space, causing pedestrians to feel safe, engaged and linger in the Downtown.

Downtown Restroom Feasibility Plan

A Downtown restroom feasibility plan should be developed to fully explore the needs, locations, availability of infrastructure, security and long-term maintenance and operations of a potential public restroom facility in the Downtown commercial core.

Downtown Tree Protection Ordinance

A tree protection ordinance should be developed in Downtown Parkville. The development of such an ordinance would recognize how important the mature overstory trees are to the Downtown residential neighborhoods, streetscapes, parks, and overall character of Downtown. Protection of these trees as well as those on private property from development and redevelopment should be stressed, with penalties levied for their removal. Additionally, replacement of protected trees with species, caliper and number requirements should be included as well.

Downtown Tree Preservation and Replacement Program

A Tree Preservation, Maintenance and Replacement Program should be prepared for Downtown Parkville. The development of such a plan would recognize how important the mature overstory trees are to the Downtown residential neighborhoods, streetscapes, parks, and overall character of Downtown. The program should address public property and rights-of-way. The program should address periodic reviews and inspections of overstory trees, street trees, and park trees for health, vigor, disease and maintenance needs. Provisions for removing diseased or dead trees should also be included. Ongoing needs and issues should be addressed on an annual basis.

4.6 Available Economic Development Incentives

There are numerous potential funding tools available for use to implement the Parkville Downtown Master Plan. These tools are detailed below. It is important to note the objective of securing funding is to pay for improvements that otherwise would not have a source of funding, and to provide seed monies for the encouragement of private investment to occur. There will never be enough public funding to complete the recommendations in the plan. For this reason the investment and leverage of private dollars is crucial to the success of the plan.

For each tool, general advantages and disadvantages are listed as they existed at the time. Additional consideration must be given to whether they could be used by Parkville and when it would be appropriate. Unless another entity or organization is clearly charged with recognition, application and acquisition of funding resources for the implementation of the Master Plan recommendations, the City, in cooperation with the Downtown stakeholders and organizations, should analyze the appropriateness, cost benefits and best application of these tools as necessary to implement the Parkville Downtown Master Plan objectives.

Regulatory Options

Impact Fees - The development applicant pays a fee as a condition of the City's approval of the development.

Advantages:

- No voter approval required as long as the fee is structured to be consistent with Missouri case law related to user fees.
- Fees only paid by those individuals or areas benefited by the improvement(s).

Disadvantages:

- All fees collected must be spent for improvements that benefit those who pay the fee.
- Monies must be spent within a "reasonable" period of time from the date paid and must be spent on the type of improvements for which it is paid.
- Amount of the fee collected cannot exceed an amount that reasonably reflects the cost of constructing those improvements needed as the result of the demand created by the new development. In other words, you can't collect enough money to improve a mile of a major road if a traffic study shows the new development only impacts the demand on a quarter mile of the road.

- Impact fees are routinely challenged in court by developers.

Taxing Options

Excise Tax - A tax levied on a particular activity, measured by the amount of business done or income received.

Advantages:

- Excise taxes are not subject to the benefit or location requirements of impact fees. There need not be a quantifiable relationship between the tax imposed and the demand for public services created by the activity the tax is imposed on.
- There is no legal limit on the rate of an excise tax.
- There is no prescribed methodology a city must use to establish the rate of the tax.
- Funds collected from the tax do not have to be earmarked for a particular purpose. It could actually just be put in the general fund for any valid public purpose. But, from a practical standpoint, cities usually state what the tax revenues will be spent for.
- Excise taxes can also be imposed in the form of a license tax on "building contractors."

Disadvantages:

- Requires the approval of a simple majority in a public vote.
- Although there is no legal limit on the amount of tax, it can't be "confiscatory."

Economic Development Tax - a new sales tax (up to 1%), approved by last year's legislative session.

Advantages:

- Sales taxes have been successful in most communities.
- Sales taxes generate revenues from non-residents.
- Can use the revenue not only for infrastructure, but operating expenses within certain parameters. After the revenue is used as defined in items #2 and #3 below, remaining funds can be used for almost any economic development-related activity: marking, grants to companies for job training, equipment acquisition, training programs, legal and accounting expenses related to economic development planning and preparation.
- When imposed within special taxing district such as Tax Increment Financing (TIF), Community Improvement District (CID), or Neighborhood Improvement District (NID), the tax is excluded from the calculation of revenues available to those districts.

Disadvantages:

- Tax must be approved by a simple majority of the voters.
- No more that 25% can be used annually for administrative (staff and operating) costs.
- At least 20% must be used for long-term economic development. However, this includes land acquisition, infrastructure for industrial or business parks, water and wastewater treatment facility improvements, streets, public facilities directly related to economic development and job creation, matching dollars for state or federal grants.
- Need to establish a 5-member, volunteer board that prepares recommendations on projects. However, Council has final decision on how monies spent.
- Can't be used for retail projects.

Capital Improvements Tax - a tax levied on all retail sales for the purpose of funding capital improvements.

Advantages:

- Sales taxes have been successful in our community.
- Sales taxes generate revenues from non-residents.

Disadvantages:

- There is a limit on each authorized CIP tax of up to ½ of a percent.

- Tax must be approved by simple majority of the voters.
- If any one tax measure fails at the polls, it cannot be resubmitted to the voters for at least 12 months.
- Revenue bonds backed by CIP sales tax revenue must be approved by either a 4/7ths or 2/3rds majority, depending on the election date.

Transportation Sales Tax - a sales tax of one-half percent on all retail sales to generate revenues for transportation purposes. The City currently has one-half percent transportation sales tax, which is primarily dedicated to road maintenance and operation of the Streets Department. In addition, the City receives a percentage of proceeds from a Platte County one-half percent transportation sales tax dedicated to capital improvements. Neither is dedicated to implementation of the recommendations herein, but may benefit Downtown to the extent priorities may overlap.

Advantages:

- The same as those for the CIP Tax.
- Any bonds issued by these revenues do not count against the city's debt limit.

Disadvantages:

- Tax must be approved by simple majority of the voters.
- Proceeds must be used for transportation purposes – streets, roads, bridges, parking lots, garages, and public mass transportation.

Storm Water Control and Local Parks Sales Tax - a sales tax of up to one-half percent on all retail sales in order to provide funds specifically for storm water control or parks, or both. Same basic pros and restrictions as in the two other taxes above.

District Options

All of the following are districts formed to create funding mechanisms in order to finance public improvements. An overall advantage to most of these districts is that they can be layered on top of each other and used in the same area – for example a Transportation Development District (TDD) can be layered on top of a TIF, etc.

Special Assessment District - best used for small projects the City can afford to finance up front.

Formation: City draws the district and it is established by Ordinance.

Financing: City issues special tax bills to parcels within the district. Payback is within 10 years.

Advantages:

- No public vote needed.

Disadvantages:

- Not a widely used mechanism in Missouri. The special tax bills issued are not a familiar concept for investors and are not widely marketable, unlike bonds.
- Only useful if the City can front the cost of the improvement and can wait the 10 years for total repayment.

Community Improvement District (CID) - best used when there could be multiple improvements contemplated cover a large area.

Formation: Requested by a petition of property owners within the proposed district (more than 50% by both assessed value and by number of owners). City Council has a public hearing. District approved by ordinance. Can be a political subdivision or a not-for-profit corporation.

Financing: If a not-for-profit, funds raised through special assessments. If a political subdivision CID can also levy real property taxes after approval by a majority of district voters.

Advantages:

- Don't need to go to Circuit Court to form the district. And, although the amount of paperwork and the process involved in establishing the district is fairly extensive it's easier than a TDD (see below).
- The district has the ability to construct, reconstruct, maintain, equip a variety of public improvements.
- The District has several funding sources available.
- CIDs, as homes/merchants association, can provide revenue and management services of a flexible basis for residential or commercial areas. Each CID can be custom designed to the needs of each district.

Disadvantages:

- Creating a separate entity can cause problems unless a Redevelopment Agreement is used to stipulate exactly what projects are to be done, how long the district will exist, etc.

Neighborhood Improvement District (NID) - best used for single improvement projects within a fairly narrow geographical area.

Formation: Council designates particular areas of land as a "neighborhood" that will benefit from a particular public improvement. Landowners authorize the NID either by a vote or by a petition signed by owners representing 2/3rds of the area. If the election method is used, majority needed for approval follows the same guidelines as for General Obligation (GO) bonds.

Financing: Council may authorize issuance of GO bonds to finance construction of the identified improvements. Special assessments against the benefiting property owners go to pay back the bonds.

Advantages:

- Don't need to go to Circuit Court to form the district.
- Requirements to form the district are not as involved as in the CID and the NID is not a separate public entity.
- City does not need to do an election to issue GO bonds if it pledges current revenue streams to back the bonds in case the special assessments prove to be insufficient to fund repayment.
- These bonds don't count against the City's overall debt limit.

Disadvantages:

- A fairly large majority of landowners must approve formation of the district.
- The City could end up picking up the tab for landowners who default on their payments and for which tax liens prove uncollectable.
- Amount of debt can't exceed 10% of the assessed value of tangible property. (However, it would have to be a huge project to do that).
- Compared to a CID, the NID financing purposes are limited to specific projects, although the project need not be inside of the district.
- Only special assessments can be issued.

Special Business District - best used in areas with a heavy concentration of commercial businesses.

Formation: Requested by a petition of one or more property owners within the proposed district, then approved by a majority of the property owners in the district. City Council appoints a commission or advisory board to recommend how money is spent.

Financing: District can levy property taxes (up to $.85 per $100 valuation) and special fees (a license tax). Can also issue up to 20 year GO bonds with Council approval and a majority vote of property owners (4/7ths or 2/3rds).

Advantages:

- Discretion as to types and amounts of expenditures lies solely with the Council.
- Funds can be used for a variety of "maintenance and improvement projects" within the district including new and improved streets.

Disadvantages:

- Any license fees levied can be protested by businesses representing a majority of the total license taxes being collected.
- Any bonds issued do count against the City's debt limit.
- Would only apply to "business" within the area.

Transportation Development District (TDD)

Formation: Approved by the circuit court after receiving a petition from either at least 50 registered voters, or from real property owners in the proposed district, or by City Council. If the court approves the petition, a simple majority vote by the registered voters or property owners (depending on the type of petition) is needed. Within 120 days of this election, another election is held to elect a board of directors.

Financing: Transportation related projects can be funded by special assessments and tolls (no limit), property taxes (up to $.10 per $100), or sales taxes (up to 1%). TDDs can issue bonds without a vote of the public.

Advantages:

- The district has a wide range of funding mechanisms available (although the types of mechanisms have to be approved through an election of district members).
- The TDD is a separate political subdivision with powers of condemnation, power to contract, to lease or purchase property, and to sue (and be sued), can be multi-jurisdictional.
- Any bonds issued do not count against the City debt limit.
- Although uses of TDD funds can be limited, if overlaid on a TIF, its revenues are captured by the TIF become "TIF dollars" and can be spent with same way as TIF revenues.
- Projects need not be totally inside of the District funding them.

Disadvantages:

- Since it is a separate political entity, the City would have no control over it unless defined by contract.
- Procedure for setting up the district is fairly complicated and can take months to approve.
- Types of projects are approved by the Circuit Court when the district is first formed and cannot be changed unless authorized by the voters and MODOT and the City (depending on the project).
- Projects must be transportation-related – streets, parking, and "other" transportation uses.
- If the initial attempt to form a TDD fails with the voters, it cannot be resubmitted for 2 years.

TIF Districts

"Regular TIF" - best used for retail development or for-sale residential development.

Formation: Approved by the City Council after recommendation from TIF Commission. Plan is required to meet specific findings, including Blight, as described in state statute.

Financing: Revenues are generated through property taxes (100% of real property taxes above the base that was there before a TIF district was formed), and sales & franchise taxes (50% of the new taxes). TIF bonds can be issued based on the revenue stream.

Advantages:

- TIF allows future real property taxes and other taxes generated by new development to pay for the costs of construction of public infrastructure and other improvements required to make the project possible.
- TIFs can be easily combined with other development tools using cooperative agreements.
- Provides a way to fund public infrastructure projects the City would otherwise have no means of financing.

- TIF bonds can be issued without a vote.

Disadvantages:

- Establishing a TIF district is complicated.
- Projects have to be able to generate enough revenue to pay off the reimbursable costs, either on a pay-as-you–go basis, or by paying off the debt service on TIF bonds.

"MODESA TIF" (Missouri Downtown Economic Stimulus Act) - best suited for large projects involving public infrastructure in the central business area of the city.

Formation: Similar to a regular TIF, however a Downtown Economic Stimulus Authority must be created to administer the provisions of MODESA within the City. This takes the place of the regular TIF Commission.

Financing: In addition to the revenues captured by the regular TIF, the MODESA can capture 50% of the new state sales taxes generated as well as 50% of state income taxes generated by new jobs created within the development area.

Advantages:

- Same as with the regular TIF, plus diversion of state tax monies to the project.

Disadvantages:

- Much more complicated to set up than a normal TIF. Many restrictions on where the district can be formed; on how the state-generated funds can be used (only 10 specific uses defined); and on how the district is to be administered.

"TIF Light" (Tax Rebate Agreements) - best used in retail or other "sales" related projects where a TIF isn't feasible and public improvements required for project's success.

Formation: Not actually a district. It is an alternative to a formal TIF. Established as a contract between the developer and the City (although other entities, like the County, could partner in the agreement)

Financing: Agreement stipulates what amount of incremental city sales and/or property tax to be captured by the City in order to reimburse City costs for public improvements made in association with a private project.

Advantages:

- No plans or other formalities to follow.
- Agreement is strictly between the City (and any other public entity that wants to join) and the developer.

Disadvantages:

- Limited revenues available unless other partners agree to forsake their portions of new taxes.
- Revenues can only reimburse public improvements related to the project.

Bonding Options

General Obligation Bonds - bonds issued with the City's full faith and credit. Paid by a dedicated amount of property tax.

Advantages:

- Can be used for streets and other public improvements.
- Tax is usually community-wide unless it has been levied under the authority of one of the various districts mentioned above.

Disadvantages:

- Requires voter approval (4/7ths in an April, August or November election), 2/3rds approval any other time.
- Limits on how much a City can issue based on a set percentage of assessed valuation.

Revenue Bonds - bonds issued to finance facilities with a definable user or revenue base. Citizens using the services pay for the financing through rates or fees.

Advantages:

- Revenue bonds can be issued without voter approval (in certain circumstances).
- Revenue bonds do not count toward the City's debt limit.

Disadvantages:

- Unless there is a dedicated revenue source to pay off the bonds, voter approval may be needed to put a property tax, sales tax or other funding mechanism in place.
- Limits on how much a City can issue based on a set percentage of assessed valuation.

Chapter 353 Redevelopment Corporation

Allowed by State Law - to correct blighted conditions and attract new investment in a designated area.

Advantages:

- Corporation redevelopment is locally run to address specific area defined in a redevelopment plan and may include provisions for recreational facilities – 353 includes residential and commercial redevelopment.
- Offers incentive of abatement of real property taxes for 25 years – 10 years are 100 percent and the remaining 15 years are at 50 percent.
- Redevelopment corporation has flexibility within the plan area and within established goals.
- May be combined with other economic development incentives.
- Good track record for reversing decline and attracting investment.

Disadvantages:

- Initial detailed planning is required.
- Major funding may be required for acquisitions to ensure success.
- Participation in program is largely voluntary.

These tools can and should be used in combination with each other to provide the greatest amount of incentive and assistance that is possible. It is common to utilize multiple funding tools like TIF and TDD together to generate more available funding for large projects. Because each project is unique, each project should be evaluated on its individual funding needs. A legal consultant should be retained by the Master Plan Organization and the participating entities to assist them in the legal interaction and availability of these tools.

Additional funding may be sought through grants, in-kind donations, or donations by corporations, businesses, and citizens. Funding of this kind should be acquired through fundraising campaigns and direct outreach to those organizations and individuals. This type of fundraising should be conducted by the Master Plan Organization. Additionally, a professional fundraiser should be hired as a consultant to assist in the fundraising effort.

Additional information on development and redevelopment programs available in the State of Missouri and their submission and qualification requirements can be found on the Missouri Department of Economic Development website in the development toolbox section at http://www.ded.mo.gov/Programs.aspx.

4.7 Next Steps

The following next steps should be taken to help guide the initial stages of the Master Plan. These steps include benchmarks focused on providing the necessary background studies, plans and design to create early, visible wins in Downtown. Implementation will help proactively coordinate improvements, build momentum and hopefully generate interest in private investments in Downtown.

1. Update City Plans to incorporate the Parkville Downtown Master Plan.

Who will carry it out?

Staff, Planning Commission and Board of Alderman with community support

When should it take place?

1st quarter 2014

What resources are needed?

Meeting space, notification and outreach

2. Form a Master Plan Implementation Entity.

Who will carry it out?

Staff, Board of Alderman, community organizations and other major stakeholders

When should it take place?

1st and 2nd quarter 2014. To be formed to improve communication, coordinate efforts and prioritize efforts prior to implementing plan recommendations.

What resources are needed?

Meeting space, notification, outreach and support from partner organizations

3. Update City Codes to implement the PDMP planning, zoning and overlay recommendations.

Who will carry it out?

Staff, Planning Commission and Board of Alderman with support from the implementation entity

When should it take place?

2014-2015. The City has budget $40,000 in 2014 to start the update process with the expectation to budget additional funds in 2015 as necessary to complete an update.

What resources are needed?

Funding, assistance from a consultant, meeting space, notification, outreach and support from the community

4. Evaluate and approve funding sources to implement the Downtown Master Plan.

Who will carry it out?

Staff, Board of Aldermen and the implementation entity with community support

When should it take place?

2014-2015, depending on the availability of funding and community support. No City funds are budgeted for 2014. However, some evaluation can be completed without funding with assistance from local experts or through funding provided by other organizations.

What resources are needed?

Assistance from financial/economic development consultants, legal counsel and funding, as needed. May require contracted services.

5. Prepare Gateway, Signage, and Wayfinding Plan.

Who will carry it out?

Staff, Board of Alderman, Planning Commission, implementation entity and design consultant, with community support.

When should it take place?

Upon available funding. Prior to installation of gateway improvements, district signage or wayfinding improvements. No funds budgeted for 2014. May be eligible to be funded through transportation enhancement grants, or other grant funding supported by local matching funds.

What resources are needed?

Funding, design consultant, meeting space, notification, outreach and community support

6. Prepare Downtown Streetscape and Amenity Plans and install initial improvements.

Who will carry it out?

Staff, Board of Alderman, Planning Commission, implementation entity and design consultant, with community support

When should it take place?

Upon available funding. Prior to installation of streetscape improvements and amenities. No funds currently budgeted. May take place in phases – i.e. Main Street design, East Street design, etc.

What resources are needed?

Funding, design consultant, meeting space, notification, outreach and community support

7. Prepare Pocket Park Redevelopment Plans.

Who will carry it out?

Staff, Board of Alderman, Community Land and Recreation Board, implementation entity and design consultant, with community support

When should it take place?

Upon available funding and in conjunction with any Main Street streetscape and amenity plans. No funds currently budgeted. Should take place prior to any major investment in Pocket Park.

What resources are needed?

Funding, design consultant, meeting space, notification, outreach and community support

8. Prepare Downtown Restroom Feasibility Plan.

Who will carry it out?

Staff, implementation entity and a design consultant, architect, engineer, contractor and other expertise as needed

When should it take place?

Initial evaluation and feasibility determination in 2014. If initially determined to be feasible, further evaluation and retention of expertise upon available funding. If not, 2014-2015 coordination with building and business owners to identify and promote use of private restrooms available to the public. No funding currently budgeted.

What resources are needed?

Meeting space, notification and funding, as needed.

9. Prepare Sidewalk and Trail Infill Plans.

Who will carry it out?

Staff, implementation entity and an engineer, contractor and other expertise as needed

When should it take place?

Inventory and conditions assessment in 3rd and 4th quarter 2014. Design and construction upon availability. Limited funds available where previously budgeted as part of the City Capital Improvement Program or where project overlap with the City's existing curb and sidewalk budget. No other funds currently budgeted. Additional design and construction upon available funds.

What resources are needed?

Funding, engineering consultant, meeting space, notification, outreach and community support

The preparation of plans is critical to the success of the Master Plan. They provide the fine grain detail of implementation of specific recommendations. But, plans should not be prepared for specific recommendations unless a source of funding beyond the plans themselves can be found. The goal of the Master Plan is to create real, on the ground change in Downtown. Those changes will take resources and funding to complete. The public will only recognize real, on the ground changes, so it is critical that ***available resources are leveraged to capture other resources and investment***.

4.8 Benchmarking of Plan Strategies

Statistical data can be used to establish goals and measure progress ("benchmarking") of the Parkville Downtown Master Plan. Metrics can be used to compare Downtown Parkville's performance over time and to determine whether goals are being met. They can also be used in comparison with high performing peer city downtowns as a basis for refining strategic goals and objectives.

Statistical indicators for measuring performance can take many formats, including: 1) demographics; 2) employment; 3) investment; 4) housing; 5) retail and office space; 6) arts and entertainment; 7) lodging; 8) restaurants and 9) transportation and safety.

From a market perspective the goal of the Parkville Downtown Master Plan is to improve the competitiveness of Downtown and ensure long-term prosperity. Principal objectives in meeting this goal include expanding Downtown's market niche and selection of goods and services; increasing business activity and retail sales; increasing the housing stock; promoting private sector investment; and business retention and expansion. Therefore, pertinent statistical indicators to measure the future performance of Downtown Parkville include:

Employment Indicators

- Total Downtown employment and growth
- Employment by sector

Investment Indicators

- Private and public sector investment dollars
- Total square footage of newly constructed buildings
- Total construction costs of newly constructed and renovated buildings
- Projects in the pipeline
- Increase in property tax base

Housing Indicators

- Number of newly constructed housing units
- Residential vacancy rates
- Average apartment rental rate
- Sales velocity and average pricing of single family home sales

Commercial Space Indicators

- Average vacancy rate
- Average rental rate
- Net space absorption
- Tenant movement into and out of Downtown
- Growth in annual retail sales and number of retail establishments

Restaurant Indicators

- Annual restaurant sales and growth rate
- Restaurant composition by sector (i.e., casual, fine dining, café, bar, etc.)
- Restaurant composition by style of restaurant
- Total seating capacity

Transportation and Safety Indicators

- Total number of parking spaces
- Vehicular traffic counts at key intersections
- Pedestrian counts
- Per capita crime rate

4.9 Closing

The implementation of the Master Plan is a lengthy and sometimes difficult process. Progress can and should be made to implement the Master Plan Recommendations because there is great potential for a revitalized and resurgent Downtown Parkville. Revitalization and redevelopment takes time. It is important to give it that time. Revitalization and redevelopment doesn't just simply happen. It must be planned for, daily. If Downtown Parkville is an important place in the City of Parkville, then the efforts must be made to find common ground, rally behind a common vision, and capitalize on its tremendous potential.