



City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, Kansas 66048

CITY COMMISSION REGULAR MEETING  
COMMISSION CHAMBERS  
TUESDAY, FEBRUARY 24, 2026 6:00 P.M.

Welcome to your City Commission Meeting – Please turn off or silence all cell phones during the meeting  
*Meetings are available for viewing on YouTube*

**CALL TO ORDER** – Pledge of Allegiance Followed by Silent Meditation

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**OLD BUSINESS:**

**Consideration of Previous Meeting Minutes:**

1. Minutes from February 10, 2026 Regular Meeting and February 17, 2026 Special Meeting **Action:** Motion (pg. 02)
- 

**NEW BUSINESS:**

**Public Comment:** *Public comment is limited to 3 minutes per speaker. In the interest of time, we ask that groups wishing to speak limit their public comment to one presenter. This is an opportunity for the City Commission to hear the thoughts of the public prior to conducting official City business. The Mayor, City Commission, and City staff have been asked not to respond to those giving public comment, and action may not be taken by the Commission on public comment items. The Mayor may direct staff to follow-up with specific individuals after the meeting. When speaking, please state your name and address. A sign-up sheet will be provided in the commission chambers for anyone wishing to speak.*

**Resolutions:**

2. Resolution B-2416 Annual Report for Stormwater 2025 **Action:** Motion (pg. 06)
  3. Resolution B-2417 Section Eight Management Assessment Program (SEMAP) Certification **Action:** Motion (pg. 36)
- 

**First Consideration Ordinances:**

4. First Consideration Ordinance for Special Use Permit for a Jail/Prison in I-2, Heavy Industrial Zoning District at 100 Highway Terrace **Action:** Consensus (pg. 51)
- 

**Consent Agenda:**

Claims for February 6, 2026 through February 19, 2026, in the amount of \$1,235,118.28; Net amount for Payroll # 3 effective February 6, 2026 in the amount of \$446,259.61 (No Police & Fire Pension). **Action:** Motion

**Other:**

**Adjournment**

**Action:** Motion



**CITY OF LEAVENWORTH**  
100 N. 5th Street  
Leavenworth, Kansas 66048

**City Commission Regular Meeting**  
**Commission Chambers**  
**Tuesday, February 10, 2026 6:00 p.m.**

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**CALL TO ORDER** - The Governing Body met for a regular meeting and the following commission members were present in the commission chambers: Mayor Nancy Bauder, Mayor Pro Tem Rebecca Hollister, Commissioners Sam Maxwell, Holly Pittman and Joe Wilson.

**Staff members present:** City Manager Scott Peterson, Assistant City Manager Penny Holler, Planning & Community Development Director Kim Portillo, Police Chief Patrick Kitchens, Public Works Director Brian Faust, Assistant to the City Manager Trevor Cook, City Attorney David E. Waters and City Clerk Sarah Bodensteiner.

Mayor Bauder asked everyone to stand for the pledge of allegiance followed by silent meditation.

**AWARDS AND PROCLAMATIONS:**

**Mayor's Award** – Mayor Bauder presented the Mayor's Award of Community Service to Linda Alexander for her continued volunteerism, compassion and dedication to the animals at Leavenworth Animal Control for the past 7 years.

**Susan B. Anthony Day** – Mayor Bauder read the proclamation proclaiming February 15, 2026 as Susan B. Anthony Day. The proclamation was accepted by TerriLois Todd of the Leavenworth County Historical Society.

**OLD BUSINESS:**

**Consideration of Previous Meeting Minutes:**

Commissioner Maxwell moved to accept the minutes from the January 27, 2026 regular meeting. Commissioner Hollister seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 5-0.

**Second Consideration Ordinance:**

**Second Consideration Ordinance No. 8276 for Special Use Permit to Allow In-Home Daycare at 1922 5<sup>th</sup> Ave** – Planning & Community Development Director Kim Portillo reviewed the Ordinance. There have been no changes since first introduced at the January 27, 2026 meeting.

Mayor Bauder called the roll and Ordinance No. 8276 was unanimously approved.

**NEW BUSINESS:**

**Public Comment:** *(Public comment on non-agenda items or receipt of petitions- limited to 2-3 minutes)*

Suzanne Sievers, 86 6<sup>th</sup> Infantry Rd. Ft. Leavenworth:

- Urged the Commission to vote no on the CoreCivic Special Use Permit

- Has concerns with safety and the influx of hospitalizations with only 1 community hospital
- Concerned for Leavenworth

Aidan Murphy, 2510 S 22<sup>nd</sup> Terrace:

- Opposes CoreCivic Special Use Permit
- Not the America he was promised; this is a scary time for everyone

Jeff Gardner, 901 Pottawatomie:

- Please vote no on CoreCivic

John Wyman, 801 Osage St.:

- Pastor of First City Fellowship in town
- Announced a Job Fair on March 4, 2026 at the Heritage Center, 109 Delaware

Cam Robles, 11121 Winchester Ave., KCMO:

- Opposes CoreCivic
- What legacy do you want to have in this matter
- Urges Commission to vote no on Special Use Permit

William Rogers, 7362 Yecker Ave., KCKS:

- Thanked Commission and Police Department
- Opposes CoreCivic, but if it has to open there needs to be oversight and transparency
- Wants there to be an ability for detainees to contact their families

Ellen Johnson, No Address Given:

- Had family in ICE detention facility and detailed their conditions
- Opposes ICE and CoreCivic
- Commission needs to put teeth into the Special Use Permit

### **General Items:**

#### **Mayor's Appointments**

Mayor Bauder moved to appoint to the Grow Leavenworth County Development Corporation Board Phillip Parsons to terms ending May 31, 2028. Commissioner Maxwell seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 5-0.

### **Bids, Contract and Agreements:**

**Consider Award of Bid for 2026 Pavement Management Project – Micro-Surfacing Program** – Public works Director Brian Faust presented for consideration possible aware of the 2026 Pavement Management – Micro-Surfacing and Crack Seal Program. Surface seals help extend the useful life of our streets by preserving pavements that are in fair to good condition. Applying a surface seal at the appropriate time is significantly less expensive than waiting until the pavement degrades further and a mill/overlay or reconstruction is required. Streets were evaluated using both actual field observation and their Pavement Condition Index (PCI). Streets with a PCI of 55 or greater are considered good candidates for some type of surface treatment. The components of the 2026 Pavement Management Program include micro-surfacing,

mill and overlay, and reconstruction of concrete intersections. Project plans were prepared and the project was advertised for bid, with 1 bid being received. Like several surface preservation processes, micro-surfacing has a limited number of contractors that do this type of work. Vance Brothers was the sole bidder and has met all bidding requirements. The company has done numerous micro-surfacing projects for other cities in Kansas and Missouri and has the experience to satisfactorily perform this work for the City of Leavenworth. The project has an early start date of May 26, 2026 and a late start date of June 30, 2026. The contractor will have 60 calendar days to complete all the necessary work. The crack sealing and any required base patching will occur early while the actual micro-surfacing will likely occur after the completion of prep work. The 2026 Budget includes \$2.205M for the Pavement Management Program. Staff will refine streets within the 2026 Pavement Management Program to ensure the total cost is \$2.205M or less.

Commissioner Hollister moved to award the 2026 Pavement Management – Micro-Surfacing and Crack Sealing Program to Vance Brothers Inc., in an amount not to exceed \$528,622.11, and authorize the Public Works Director to add additional streets, as funding permits, with approval of the City Manager. Commissioner Wilson seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 5-0.

**Consent Agenda:**

Commissioner Wilson moved to approve Claims for January 23, 2026 through February 5, 2026, in the amount of \$2,650,086.75; Net amount for Payroll # 2 effective January 23, 2026 in the amount of \$436,361.39 (Includes Police & Fire Pension in the amount of \$7,966.80). Commissioner Maxwell seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 5-0.

**Other:**

City Manager Scott Peterson:

- Provided an update on Home2Suites' Lodging Establishment

Commissioner Hollister:

- Appreciate people voicing their opinions peacefully and respectfully ; we will continue listening

Mayor Bauder:

- Mentioned the passing of Larry Dedeke and his dedication to the City; he served the City from 1995 to 1996 and from 2001 to 2019 as Commissioner and served 5 times as Mayor
- Larry was a good man and made good decisions and was a great mentor
- Appreciates the comments from the community

**Adjournment:**

Commissioner Pittman moved to adjourn the meeting. Commissioner Wilson seconded the motion and the motion was unanimously approved and the meeting was adjourned.

Time Meeting Adjourned 6:36 p.m.

Minutes taken by City Clerk Sarah Bodensteiner, CMC



**CALL TO ORDER** - The Governing Body met for a special meeting and the following commission members were present in the commission chambers: Mayor Nancy Bauder, Mayor Pro Tem Rebecca Hollister, Commissioners Sam Maxwell, Holly Pittman and Joe Wilson.

**Staff members present:** City Manager Scott Peterson, Assistant City Manager Penny Holler, Planning & Community Development Director Kim Portillo, City Attorneys David Waters and Joe Hatley, and City Clerk Sarah Bodensteiner.

**Mayor Bauder asked for a motion to open the Special Meeting:**

Commissioner Maxwell moved to open the special meeting. Commissioner Wilson seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 5-0.

**Executive Session – Attorney-Client Privilege** – Mayor Bauder moved to recess into executive session for 60 minutes for the purpose of *discussing development matters in consultation with an attorney which would be deemed privileged in the attorney-client relationship, pursuant to K.S.A. 75-4319 (b)(2)*. The City Commission, City Manager, Planning & Community Development Director, and City Attorneys will be present. The open meeting will resume in the City Commission Chambers at 7:01 p.m. Commissioner Hollister seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 5-0.

Mayor Bauder, Commissioners Maxwell and Pittman returned to open session at 7:01 p.m.

Mayor Bauder moved to recess into executive session for 20 minutes for the purpose of *discussing development matters in consultation with an attorney which would be deemed privileged in the attorney-client relationship, pursuant to K.S.A. 75-4319 (b)(2)*. The City Commission, City Manager, Planning & Community Development Director, and City Attorneys will be present. The open meeting will resume in the City Commission Chambers at 7:21 p.m. Commissioner Pittman seconded the motion and the motion was unanimously approved. Mayor Bauder declared the motion carried 3-0.

The City Commission returned to open session at 7:21 p.m.

**Mayor Bauder asked for a motion to close and adjourn the Special Meeting:**

Commissioner Maxwell moved to close and adjourn the special meeting. Commissioner Wilson seconded the motion and the motion was approved. Commissioner Hollister was not present for the vote.

Time Special Meeting Adjourned 7:21 p.m.  
Minutes taken by City Clerk Sarah Bodensteiner, CMC

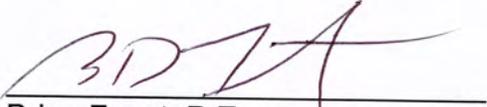
POLICY REPORT PWD NO. 26-09

REVIEW FINAL 2025 KDHE ANNUAL REPORT  
FOR STORMWATER AND ADOPT RESOLUTION NO. B-2416

February 24, 2026

Prepared by:

Submitted by:

  
\_\_\_\_\_  
Brian Faust, P.E.,  
Director of Public Works

  
\_\_\_\_\_  
Scott Peterson,  
City Manager

**ISSUE:**

Adopt a resolution approving the annual KDHE report for 2025 stormwater activities.

**BACKGROUND:**

The City of Leavenworth is regulated by the Kansas Department of Health and Environment (KDHE) and US Environmental Protection Agency (EPA) as a Phase II City for stormwater purposes. The City has been required to submit an annual report on stormwater activities every year since 2003. The report summarizes actions the City has taken the previous year to protect and enhance stormwater quality.

The draft report was reviewed by the Commission on February 17, 2026 and is available on the City's website. No input or concerns were received from residents regarding the report.

The final report includes statements that the City has reduced pollution in accordance with the requirements to the "Maximum Extent Practicable" (MEP). Staff opinion is that the City has met the intent of the regulations to reduce pollution through the Six Minimum Control Measures as described in the report.

There is considerable additional information in the appendices that will be included when the report is submitted.

**RECOMMENDATION:**

The report is due to KDHE on February 28, 2026 via digital delivery. It is recommended the City Commission adopt Resolution B-2416 supporting the final report.

**ATTACHMENTS:**

- Resolution 2416
- Final Report (partial)
  - Executive Summary
  - Comments on Section IV of the Permit (Final Report)
  - Stormwater Management Program Requirements (Six Minimum Control Measures)
  - KDHE Annual Report for 2025 – link here:  
<https://www.leavenworthks.gov/publicworks/page/2025-kdhe-annual-stormwater-report>
  - Revised Stormwater Management Program - link here:  
[Stormwater Documents | Leavenworth, Kansas](#)

**RESOLUTION NO. B-2416**

**A RESOLUTION APPROVING THE 2025 KANSAS DEPARTMENT OF HEALTH AND ENVIRONMENT (KDHE) ANNUAL REPORT FOR STORMWATER AND AUTHORIZING THE CITY OF LEAVENWORTH, KANSAS, TO SUBMIT THE REPORT TO KDHE.**

**WHEREAS**, the City of Leavenworth, Kansas is regulated by the Kansas Department of Health and Environment (KDHE) and the US Environmental Protection Agency (EPA) as a Phase II City for stormwater purposes; and

**WHEREAS**, the City of Leavenworth, Kansas has prepared the Annual Report for Stormwater as required and reviewed such report at the February 17, 2026 City Commission study session meeting allowing time for public review and input prior to approval by the Governing Body.

**NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF THE CITY OF LEAVENWORTH, KANSAS:**

**Section 1.** That the 2025 Annual Report for Stormwater reflects the direction, efforts and accomplishments by City of Leavenworth for calendar year 2025. It shall be an official record of these actions to meet the requirements of Kansas Department of Health and Environment (KDHE) for an Annual Report until or unless changed by official action.

**PASSED AND APPROVED** this 24th day of February 2026.

CITY OF LEAVENWORTH, KANSAS

\_\_\_\_\_  
Nancy D. Bauder, Mayor

ATTEST:

\_\_\_\_\_  
Sarah Bodensteiner, CMC, City Clerk

(SEAL)

# **City of Leavenworth, Kansas**



**January 1, 2025 - December 31, 2025**

**Kansas Permit No: M-MO12-SN01**

**Federal Permit No: KSR440011**

**February 25, 2026**



February 25, 2026

Municipal Programs Unit  
Kansas Department of Health and Environment  
1000 SW Jackson, Suite 420  
Topeka, Kansas 66612-1367

**RE: CITY OF LEAVENWORTH  
KANSAS STORMWATER 2025 ANNUAL REPORT FORM FOR  
MUNICIPAL SEPARATE STORM SEWER SYSTEMS (MS4)**

Please find the following submitted for compliance with the 2025 Annual Report for Stormwater.

Please do not hesitate to call me at (913) 684-0375 if you have any questions.

Sincerely,

Brian D. Faust, P.E.,  
Director of Public Works

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*All Six Minimum Control Measures Examples can be found at:  
[2025 KDHE Annual Stormwater Report | Leavenworth, Kansas](#)*

# Executive Summary

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To satisfy the requirements of the NPDES permit, this annual report summarizes the City of Leavenworth's plans and actions to reduce the discharge of pollutants from the municipal separate storm sewer system (MS4) to the maximum extent practicable, to protect water quality, and to meet the appropriate water quality requirements of the Clean Water Act. The information contained within this report was obtained through interviews with City staff, review of permits and projects from 2025, and examining communications and publications made available to the citizens of Leavenworth.

The City of Leavenworth continues to struggle with filling vacant positions in our Operations Division. Significant increases in construction costs have also impacted our day-to-day operations. The City created a two-person stormwater team that works out of our Municipal Service Center. This team addresses localized stormwater complaints while the Stormwater Utility fee on all properties is used for larger stormwater projects.

City staff pursued activities in all of the Six Minimum Control Measures throughout the year. Key observations for the purposes of this report are shown below.

1. **Were there any aspects of the program that appeared especially effective at reducing pollutants in your stormwater discharge?**
  - Street sweeping is an effective tool for removing pollutants.
  - Use of "Stormwater Utility" funds to address long-standing issues has reduced erosion in several locations through the "Orange Fence Repair Projects".
  - Contractor and public compliance with the Land Disturbance Permit requirements is generally satisfactory.
2. **Were there any aspects of the program that provided unsatisfactory results?**

While most items identified as BMPs (Best Management Practices) are believed to be effective at some level, the passive education and information sharing such as leaving material at the Library and City Hall along with informational brochures available on the City's website were probably the least effective tools identified.
3. **What was the most successful part of the program?**

The visibly effective measures of correctly installed construction site runoff control and post-construction activities were the most successful parts of the program. On numerous public improvement projects, City staff ensured that measures were installed and maintained. These activities are very visible to residents living in the area and to the traveling public.
4. **What was the most challenging aspect of the program?**

The most challenging aspect is having developers install and properly maintain construction site runoff control. New development remained slow in 2025 with the limited number of buildable lots. The City does notify all developers with a land disturbance permit of their responsibilities each time there is more than 0.5" of rain. The city has had to remind developers on multiple occasions to inspect, repair and maintain their measures.
5. **Describe any City/County area MS4 clean ups and the participation.**
  - Leavenworth County provides HHW (Household Hazardous Waste) services throughout the year.
  - The city collects tires, used electronic equipment and we offer a free 'First Saturday' each month where residents can bring virtually all unwanted items to our Municipal Service Center for free.
  - The city offers a free large item pickup where city staff will pick up large items once per month from residential properties.

- The city maintains a brush disposal site for residents.
- The city has a “Three-Mile Creek” monthly clean-up program from March through November in which citizens pick up trash. In 2025, there were nine citizen groups that participated.
- City residents can dispose of unwanted items at the Leavenworth County Transfer Station.

**6. Describe the elected officials' participation in the stormwater pollution elimination.**

The City Commission has supported stormwater pollution elimination by creating a “Stormwater Utility” that is funded by a fee on all properties. This fee is used to address longstanding stormwater issues in the community, including reduction or elimination of erosion caused by failing roadways and culverts along with impacts to streambanks from shifting channel alignments. The Commission has also supported the goal of having public and private projects with some level of permanent water quality improvement included. The city requires both stormwater quantity and quality be addressed with each development.

The City Commission reviewed and approved the new Stormwater Management Plan (SMP) on October 27, 2020. Staff was also directed to proceed with ordinances related to fees/fines for operation of BMP installations, construction sites, grease traps and general maintenance of permanent water quality structures.

**7. Describe the collaboration with other organizations to eliminate stormwater pollution.**

- Leavenworth County provides HHW (Household Hazardous Waste) service throughout the year.
- The city coordinates a Three-Mile Creek clean-up program each month that involves various citizen groups

**8. If an audit/inspection of your MS4 program was conducted by EPA or KDHE during the year, list the items the audit/inspection report identified as required changes and provide a narrative explanation of how the changes were implemented or explain the plan to implement the changes and identify a target date for final implementation.**

There were no known inspections of the MS4 program by KDHE or EPA in 2025.

**RESOLUTION NO. B-2416**

**A RESOLUTION APPROVING THE 2025 KANSAS DEPARTMENT OF HEALTH AND ENVIRONMENT (KDHE) ANNUAL REPORT FOR STORMWATER AND AUTHORIZING THE CITY OF LEAVENWORTH, KANSAS, TO SUBMIT THE REPORT TO KDHE.**

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**WHEREAS**, the City of Leavenworth, Kansas has prepared the Annual Report for Stormwater as required and reviewed such report at the February 17, 2026 City Commission study session meeting allowing time for public review and input prior to approval by the Governing Body.

**NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY OF THE CITY OF LEAVENWORTH, KANSAS:**

**Section 1.** That the 2025 Annual Report for Stormwater reflects the direction, efforts and accomplishments by City of Leavenworth for calendar year 2025. It shall be an official record of these actions to meet the requirements of Kansas Department of Health and Environment (KDHE) for an Annual Report until or unless changed by official action.

**PASSED AND APPROVED** this 24th day of February 2026.

CITY OF LEAVENWORTH, KANSAS

\_\_\_\_\_  
Nancy D. Bauder, Mayor

ATTEST:

\_\_\_\_\_  
Sarah Bodensteiner, CMC, City Clerk

(SEAL)

## KANSAS STORMWATER 2025 ANNUAL REPORT FORM FOR MUNICIPAL SEPARATE STORM SEWER SYSTEMS (MS4)

Please place an "X" in the left box if any information has changed from previous years

Reporting period covers activities from January 1, 2025 through December 31, 2025.

	Permittee [Agency Name] Mailing Address 1:	City of Leavenworth
	Mailing Address 2:	100 N. 5th Street
	Municipality:	Leavenworth
	State:	Kansas
	Zip Code:	66048
<input type="checkbox"/>	MS4 Program Contact - Person:	Brian D. Faust
<input type="checkbox"/>	Contact E-Mail Address:	brian.faust@leavenworthks.gov
<input type="checkbox"/>	Contact Phone Number:	913-684-0375
<input type="checkbox"/>	MS4 Program Construction Contact - Person	Michael T. Stephan
<input type="checkbox"/>	Construction E-Mail Address:	mstephan@leavenworthks.gov
<input type="checkbox"/>	Contact Phone Number:	913-684-0375
	Kansas Permit Number: - Ex. M-MC21-SU01	M-MO12-SN01

This annual report must be submitted to the Kansas Department of Health and Environment (KDHE) by February 28th, 2026. The annual report is to be submitted as PDF files to KDHE via Kansas Environmental Information Management System (KEIMS). There is no requirement to provide hard copies of any documents.

**IN ADDITION**, provide the following:

1. Include an executive summary to this report which briefly covers the major aspects of the MS4 stormwater management program enacted during the year. In completing the executive summary, the preparer should address the following questions:
  1. Were there any aspects of the program that appeared especially effective at reducing pollutants in your stormwater discharge?
  2. Were there any aspects of the program that provide unsatisfactory results?
  3. What was the most successful part of the program?
  4. What the most challenging aspect of the program?
  5. Describe any City/County area MS4 clean-ups and the participation.
  6. Describe the elected officials' participation in the stormwater pollution elimination.
  7. Describe the collaboration with other organizations to eliminate stormwater pollution.
  8. If an audit/inspection of your MS4 program was conducted by EPA or KDHE during the year, list the items the audit/inspection report identified as required changed and provide a narrative explanation of how the changes were implemented or explain the plan to implement the changes and identify a target date for final implementation.

The executive summary does not need to be extensive and detailed. It is anticipated the executive summaries will range from one half of page to two pages in length depending on the scope of the program.

2. Any new stormwater ordinances/resolutions or revised ordinances/resolutions which have not already been submitted to KDHE for review and retention.

#### **TOPICS REQUIRED TO BE ADDRESSED IN THIS REPORT AS IDENTIFIED IN PART IV OF THE PERMIT**

Within the next one or two pages, or perhaps more if so desired, provide comments addressing the following items:

1. **Provide the status of compliance with permit conditions, an assessment of the appropriateness of the implemented Best Management Practices, progress towards achieving the statutory goal of reducing the discharge of pollutants to the maximum extent practicable (MEP), and the measurable goals with an indication of the progress toward meeting the goals for each of the six minimum control measures.**

City of Leavenworth's opinion is that the information shown in each of the "Six Minimum Control Measures" tables support the conclusion that meaningful reduction in discharge of pollutants has occurred. The ability of our residents to attend and participate in public meetings and events is an important part of our process. As a result, the City's efforts related to Public Education/Outreach as well as the Public Involvement/Participation minimum control measures continue to improve.

2. **Provide results of information collected and analyzed, (for example test results, surveys or public comments/inputs) during the annual reporting period. This may include monitoring data used to assess the success of best management practices with respect to reduction in pollutant discharge. Include an interpretation of the information which addresses success or failure of the portion of the program for which the information applies.**

The City has collected information on a wide variety of municipal activities associated with various BMPs. This includes data on street sweeping, deicing use (salt as well as salt brine), grease trap program, land disturbance permit issuance, SSO reporting and others. There has been no overall “trend” noticed in this data, but it is indicative of the effort of our community to be aware of important issues related to water quality. Specific data for many of these reporting items is in the assessment of the various BMP activities for the last year. It is clear that staff, public, contractors and businesses are aware of the various permitting programs associated with the SMP, and water quality is improved and/or maintained as a result.

**3. Provide results of information collected and analyzed, if any, during the annual reporting period, including monitoring data used to assess the success of the program at reducing the TMDL regulated pollutants.**

Part II (TMDL BMP and Surface Water Monitoring) and Part III (Industrial Stormwater Discharges) are not applicable to this permit.

**4. Provide a summary of the stormwater activities that were scheduled to be undertaken during the previous calendar year and the status of these activities.**

The following key programs associated with stormwater activities were conducted in 2025. There are many other smaller programs as well.

- ✓ Building Permits, Fills, Excavations are evaluated for needing an NOI, Land Disturbance Permit, Basic Erosion Control, SWPP and other clean water related elements.
- ✓ Projects under construction are inspected and deficiencies brought to the attention of the contractor, owner or other appropriate person.
- ✓ Grease Trap Program inspections and reports.
- ✓ Street Sweeping Program.
- ✓ Legacy Tree Program replaces old trees with new ones.
- ✓ Leaf Collection by the Refuse Service and free drop off at the City’s brush site.
- ✓ Free Drop-Off Recycling Program.
- ✓ Household Hazardous Waste Program (Coordinated with Leavenworth County).
- ✓ Free drop-off refuse disposal once per month.
- ✓ Maintain “Clean up your Dog Poop” effort at selected City parks.
- ✓ Adopt-A-Park Program to help maintain/clean City parks.
- ✓ Aggressive response to SSO calls 24/7.
- ✓ Sewer line cleaning and TV program.
- ✓ Stormwater articles posted in City newsletters, on social media and brochures placed at City Hall.

**5. Provide a summary of the stormwater activities which are scheduled to be undertaken during the next calendar year (including an implementation schedule).**

All activities as noted in #4 are expected to be continued in 2026. In addition, there is a city-wide spring cleanup scheduled for April 11, 2026. City Staff and Commission will continue to evaluate the measures taken and update any associated BMPs in 2026.

**6. Provide a map showing changes in the permittee’s Permit Area if the permit area has changed within the year.**

There were no changes to the City Limits in 2025.

**7. Provide a description of significant changes in any of the BMPs.**

There were no significant changes to the BMPs in 2025.

- 8. Provide a list of any ordinances or resolutions which were updated in the last year and are associated with the SMP. Please note, page one of this report requires submission of any new stormwater related ordinances or resolutions or any such updated ordinances or resolution be submitted with this annual report.**

There were no updates to ordinance or resolution in 2025 associated with the SMP.

- 9. Provide a list of other parties (such as other municipalities or consultants), which are responsible for implementing any of the program areas of the Stormwater Management Program.**

There were no other municipalities or consultants involved with implementing the SMP.

## **SIX MINIMUM CONTROL MEASURES FOR MUNICIPAL SEPARATE STORM SEWER SYSTEMS (MS4s) WITH NPDES PERMITS**

The following outlines the NPDES permit requirements for implementation of the Six Minimum Control Measures as required under Kansas MS4 permits issued by the KDHE. The NPDES permit provided to the MS4 authority should be reviewed for additional requirements associated with implementation of the Six Minimum Control Measures such as deadlines for the implementation of the requirements or supplemental requirements associated with the individual measures. The general requirements are as follows:

**A. Six Minimum Controls** - The permittee shall develop and implement Best Management Practices (BMPs with measurable goals for each of the six minimum control measures. The six minimum control measures and the associated requirements are listed and explained as follows:

### **1. Public Education and Outreach**

The permittee shall implement a public education program which includes distribution of educational materials to the community or conducting equivalent outreach activities which address the impacts of stormwater discharges on water bodies and the steps the public can take to reduce pollutants in stormwater runoff.

### **2. Public Involvement and Participation**

The permittee shall implement a public involvement and participation program to solicit public comment and recommendations regarding the BMPs and measurable goals utilized by the permittee to comply with the permit. The permittee shall comply with state and local public notice requirements when implementing a public involvement and participation program.

### **3. Illicit Discharge Detection and Elimination**

The permittee shall:

- a. Develop, implement and enforce a program to detect and eliminate illicit discharges into the MS4.

- b. Develop a storm sewer system map of the permittee’s MS4, showing the location of all outfalls, either pipes or open channel drainage, showing the names and location of all streams or lakes that receive discharges from those outfalls. A copy of the map shall be submitted to KDHE. This map may be submitted as a PDF file(s) on a CD or DVD.
- c. Enact ordinances or resolutions to prohibit non-stormwater discharges into the storm sewer system and implement appropriate enforcement procedures and actions if the permittee has such authority. A copy of the ordinances or resolutions shall be submitted to KDHE.
- d. Inform public employees, businesses, and the general public of hazards associated with illegal discharges and improper disposal of waste, and
- e. Develop and implement a plan to detect and address prohibited non-stormwater discharges, including, but not limited to illegal dumping, to the storm sewer system. Unless identified by either the permittee or KDHE as a significant source of pollutants to waters of the state, the following examples of non-stormwater discharges are not prohibited from entering the MS4.

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>1. Water line flushing</li> <li>2. Diverted stream flow</li> <li>3. Rising groundwaters</li> <li>4. Uncontaminated groundwater infiltration as defined under 40 CFR 35.2005(20) to separate storm sewers</li> <li>5. Uncontaminated pumped groundwater</li> <li>6. Contaminated groundwater if authorized by KDHE and approved by the municipality</li> <li>7. Discharges from potable water sources</li> <li>8. Foundation drains</li> <li>9. Air conditioning condensate</li> <li>10. Irrigation waters</li> <li>11. Springs</li> <li>12. Water from crawl space pumps</li> <li>13. Footing drains</li> </ul> | <ul style="list-style-type: none"> <li>14. Lawn watering</li> <li>15. Individual residential car washing</li> <li>16. Occasional not-for-profit car wash activities</li> <li>17. Flows from riparian habits and wetlands</li> <li>18. Dechlorinated swimming pool discharges excluding filter backwash</li> <li>19. Street wash water (excluding street sweepings which have been removed from the street)</li> <li>20. Discharges of flows from firefighting activities</li> <li>21. Heat pump discharge waters (residential only)</li> <li>22. Treated wastewater meeting requirements of a NPDES permit</li> <li>23. Sump pump drains</li> <li>24. Other discharges determined not to be a significant source of pollutants to water of the state, a public health hazard, or a nuisance</li> </ul> |
|--|--|

**4. Construction Site Stormwater Runoff Control**

The permittee shall develop, implement, and enforce a program to reduce pollutants in any stormwater runoff to the MS4 from construction activities that result in a land disturbance of greater than or equal to one acre. Reduction of stormwater discharge from construction activity disturbing less than one acre must be included in the program if that construction activity is part of a larger common plan of development or sale that would disturb one acre or more. The program must include the development and implementation, at a minimum, of the following:

- a. Permittees which have the authority to enact ordinances or resolutions shall enact such ordinances or resolutions to require erosion and sediment controls, as well as sanctions to ensure compliance, to the extent allowable under state and local law.
- b. Requirements for constructions site owners or operators to implement appropriate erosion and sediment control best management practices.

- c. Requirements for construction site owners or operators to control waste such as discarded building materials, concrete truck washout, chemicals, litter, and sanitary waste at the construction site that are likely to cause adverse impacts to water quality.
- d. Procedures for site plan review which incorporate consideration of potential water quality impacts.
- e. Procedures for receipt and consideration of information submitted by the public.
- f. Procedures for site inspection and enforcement of control measures.

**5. Post-Construction Stormwater Management in New Development and Redevelopment Projects**

The permittee shall develop, implement, and enforce a program to address post-construction stormwater runoff from new development and redevelopment projects that disturb greater than or equal to one acre, including projects less than one acre that are part of a larger common plan of development and implementation, at a minimum of the following:

- a. BMPs to prevent or minimize adverse water quality impacts.
- b. Strategies which include a combination of structural and/or non-structural BMPs appropriate for the municipality.
- c. For permittees which have the authority, ordinances or resolutions to address post-construction runoff from new development and redevelopment projects to the extent allowable under state and local law.
- d. Ensure adequate long-term operation and maintenance of BMPs.

**6. Pollution Prevention/Good Housekeeping for Municipal Operations**

The permittee shall develop and implement an operation and maintenance program that includes employee training to prevent and reduce stormwater pollution from municipal operations activities such as park and open space maintenance, fleet and building maintenance, new construction and land disturbances, and stormwater system maintenance.

**B. Stormwater Management Program**

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has the Stormwater Management Program (SMP) been developed and implemented?
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Has the SMP been modified or updated during this reporting period?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has the current SMP been submitted to KDHE via KEIMS?

If the answer to item 3 is a "NO", a copy of the updated SMP must be uploaded to KEIMS. If it is anticipated a measurable goal cannot be met in the next year, the SMP should be modified and submitted to KDHE for review. The modifications may include different BMPs and/or revised goals to avoid being in a position of non-compliance. However, reasonable BMPs with reasonable goals must be implemented or

KDHE may require the permittee to modify the SMP to include additional or better BMPs and/or more reasonable goals.

**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

1. Public Education and Outreach

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Has a program been developed and implemented to educate the public about stormwater topics?

**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

1. Public Education and Outreach (Table)

List all of the public education and outreach BMPs as identified in the SMP and provide the requested information in the following table. The BMPs listed in the below table should add up to a minimum of 7 points.

BMP ID NUMBER	BRIEF BMP DESCRIPTION	PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)	POINTS CLAIMED
PE&O - 1	Maintain a stormwater webpage for the permittee.	Stormwater webpage - <a href="https://www.leavenworthks.gov/publicworks/page/current-stormwater-projects">https://www.leavenworthks.gov/publicworks/page/current-stormwater-projects</a>	2
PE&O - 2	Distribute educational materials (either flyers, brochures, catalog mailings, handouts, or e-mails) addressing various pertinent stormwater public education topics.	Flyers and educational materials are available on the City's website and in City Hall.  <a href="https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0">https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0</a>	2
PE&O - 3	Provide either training or educational materials to permittee identified businesses at high risk of contributing to stormwater pollution.	Stormwater Education Brochures - <a href="https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0">https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0</a>	2
PE&O - 4	Apply notification, placard, covers/hatches with message, or stencil, on stormwater inlets to provide a message similar to "No Dumping - Drains to River".	Stormwater staff continued to apply placards to inlets and all new inlet tops/lids have the message imprinted on the concrete per our specifications. Unable to verify that the city has met the 5% threshold. Not taking any points.	0
PE&O - 5	Post the municipality's MS4 permit and SMP document on either the stormwater webpage or the municipal webpage.	SMP & MS4 - <a href="https://www.leavenworthks.org/publicworks/page/public-works-documents">https://www.leavenworthks.org/publicworks/page/public-works-documents</a>	1
PE&O - 12	Create a stormwater information brochure to provide to the public at public meetings and/or hearings.	Stormwater-related brochures can be found at: <a href="https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0">https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0</a>	1
PE&O - 15	Develop or participate in an ongoing social media program to share pertinent stormwater public education topics.	There were 6 social media posts related to public education about improving, reducing or listing the dangers of polluting the City's stormwater system.	2
<b>TOTAL POINTS CLAIMED FOR PUBLIC EDUCATION AND OUTREACH</b> 			<b>10</b>

**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

1. Public Involvement and Participation

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a public involvement and participation program been developed and implemented to solicit public comments and recommendations regarding BMPs and measurable goals utilized to comply with the permit?

**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

2. Public Involvement and Participation (Table)

List all public involvement and participation BMPs as identified in the SMP and provide the requested information in the following table. The BMPs listed in the below table should add up to a minimum of 6 points

BMP ID NUMBER	BRIEF BMP DESCRIPTION	PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)	POINTS CLAIMED
P I/P - 1	Hold a public hearing or public forum to notify the public about stormwater program activities and to solicit public comments regarding stormwater issues.	<p>The City Commission reviewed the 2025 KDHE Annual Stormwater Reports on February 17 and 24, 2026. The meetings were also broadcast on the City's channel Cable TV station and YouTube.</p> <p>City Commission reviewed stormwater projects for CIP in 2025, and approved design and construction of several projects which can be found at:  <a href="https://www.leavenworthks.gov/publicworks/page/current-stormwater-projects">https://www.leavenworthks.gov/publicworks/page/current-stormwater-projects</a></p> <p>Stormwater-related documents are at:  <a href="https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0">https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0</a></p>	2
P I/P - 3	Hold a park or stream bank clean-up event for public volunteers to aid municipal staff in removing trash, debris, or pollutant sources from the selected clean-up area.	Due to staffing, the City-wide one-day clean-up was canceled in 2025. While the 2025 cleanup was canceled, the city coordinates a 'Three-Mile Creek' monthly clean-up program. There were 9 citizen groups that participated in 2025. Other services offered to residents included open Brush Site, Recycling Center, large-item drop off and electronics recycling. City coordinates with Leavenworth County to dispose of HHW.	2
P I/P - 5	Provide at least two events for residents to engage in clean-up activities and improve water quality in the municipality.	The City has a "Three-Mile Creek" monthly clean-up program (March through November) in which citizens pick up trash. In 2025, there were 9 citizen groups that participated.	3
<b>TOTAL POINTS CLAIMED FOR PUBLIC INVOLVEMENT AND PARTICIPATION</b> →			<b>7</b>

**C. SMP Requirements (Six Minimum Control Measures)**

**3. Illicit Discharge Detection and Elimination**

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a program/plan been developed and is it presently implemented to detect and address illicit/prohibited discharges into the MS4, including dry weather monitoring?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a map of the MS4 been developed, showing the location of all outfalls, either pipes or open channel drainage, showing names and location of all streams or lakes receiving discharges from the outfalls? If yes, attach map.  Map can be found at: <a href="https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0">https://www.leavenworthks.gov/publicworks/page/stormwater-documents-0</a>
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Have ordinances, or resolutions, or regulations to prohibit non-stormwater discharges into the storm sewer system been enacted?  If yes, list ordinances/resolutions and their effective dates below: <ul style="list-style-type: none"> <li>• Ordinance No. 8201 was adopted on December 16, 2022, and enforcement began in 2023.</li> <li>• Ordinance No. 8201 - Amending Division 5, Chapter 46, Regulating and Permitting the Operation of Facilities Producing Grease-Laden Waste and Service Providers for Grease Interception Devices</li> </ul>
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Have the ordinances, resolutions, or regulations been modified?  If yes, list ordinances/resolutions and their effective dates below:

List all the Illicit Discharge Detection and Elimination BMPs as identified in the SMP and provide the requested information in the following table.

**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

## 3. Illicit Discharge Detection and Elimination (Table)

List all illicit discharge detection and elimination BMPs as identified in the SMP and provide the requested information in the following table. The BMPs listed in the below table should add up to a minimum of 7 points.

<b>BMP ID NUMBER</b>	<b>BRIEF BMP DESCRIPTION</b>	<b>PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)</b>	<b>POINTS CLAIMED</b>
IDD&E - 6	Inspect, by televising pipelines or direct visualization of open channel drainage, 2% of the MS4 system within the permit area all conducted within a 12-month period to aid in identifying illicit discharges as well as evaluate the condition of the storm sewer lines/drainage channels-ditches.	The City visually inspected open channels and televised storm lines across the City. Televising lines was done by Water Pollution Control staff while open channels/ditch lines were inspected by our dedicated stormwater staff at our Municipal Service Center.	3
IDD&E - 7	Implement a Household Hazardous Waste Collection Program (HHWCP) or document others have implemented such a program to provide such service to all property owners or residents located within the permit area.	Leavenworth County provides HHW services throughout the year.	3
IDD&E - 9	Provide a contribution to area recycle programs or programs (such as household hazardous waste disposal facilities, e-cycle facilities, paper shred facilities, pharmaceutical disposal facilities, etc.) designed to properly dispose of types of waste or materials which have previously been discarded to or adjacent to either the MS4, streams, or lake within or adjacent to the permittee's permit area.	The City has a Recycling Center (free to the City of Leavenworth residents) that accepts the following items: tin and aluminum cans, car batteries and rechargeable batteries, e-waste, used automotive oil, plastics, to name a few. A complete list can be found at: <a href="https://www.leavenworthks.org/publicworks/page/leavenworth-recycling-center">https://www.leavenworthks.org/publicworks/page/leavenworth-recycling-center</a>	2
IDD&E - 10	Inspect 5% of the MS4 system stormwater inlets and/or outfalls within the permit area all conducted within a 12-month period to aid in identifying illicit discharges.	The City continues to inspect, but we may not have met the required 5% threshold. No points taken.	0
<b>TOTAL POINTS CLAIMED FOR ILLICIT DISCHARGE DETECTION AND ELIMINATION</b> →			<b>8</b>

**C. SMP Requirements (Six Minimum Control Measures)**

**4. Construction Site Stormwater Runoff Control**

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The permit requires the permittee, if they have such authority, to enact ordinances or resolutions. Have ordinances or resolutions to address construction site runoff from new development/redevelopment projects been enacted?
			If yes, list ordinances/resolutions and their effective dates below: Review Stormwater Management Land Disturbance Permits - December 6, 2016
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a procedure or program been developed requiring construction site owners and/or operators to implement appropriate erosion and sediment control best management practices?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a procedure or program been developed requiring construction site owners and/or operators to control waste such as discarded building materials, concrete truck washout, chemicals, paint, litter, and sanitary waste at construction sites likely to cause adverse impacts to water quality?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a procedure been developed and implemented requiring site plan review which includes consideration of potential water quality impacts?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a procedure been developed for the receipt and consideration of information submitted by the public?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a procedure been developed and implemented for construction site inspection and enforcement of the control measures?

List all the construction site stormwater runoff control BMPs as identified in the SMP and provide the requested information in the following table.

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**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

4. Construction Site Stormwater Runoff Control (Table)

List all construction site stormwater runoff control BMPs as identified in the SMP and provide the requested information in the following table. The BMPs listed in the below table should add up to a minimum of 6 points.

BMP ID NUMBER	BRIEF BMP DESCRIPTION	PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)	POINTS CLAIMED
CSSRC - 1	Implement a requirement for a Soil Erosion and Sediment Control (SESC) Plan for any land disturbance sites which are either equal to or greater than one acre or for which there is construction activity disturbing less than one acre which is part of a larger common plan of development or sale that in total disturbs one acre or more.	The City requires a land disturbance permit (LDP) for any land disturbance. This includes submittal of a plan identifying all needed erosion control measures. Examples of residential and commercial LDPs can be found at: <a href="https://www.leavenworthks.org/publicworks/page/additional-stormwater-documents">https://www.leavenworthks.org/publicworks/page/additional-stormwater-documents</a>	2
CSSRC - 2	Develop and adopt a design manual for erosion and sediment control BMPs which are required to be used on sites disturbing sites equal to or greater than one acre or for construction activity disturbing less than one acre which is part of a large common plan of development or sale that in total disturbs one acre or more.	The City follows MARC erosion control BMPs and APWA 5600. Examples can be found at: <a href="https://www.leavenworthks.org/publicworks/page/additional-stormwater-documents">https://www.leavenworthks.org/publicworks/page/additional-stormwater-documents</a>	2
CSSRC - 4	Develop a site plan review process which considers potential water quality impacts which may occur during construction as well as post construction impacts	The City reviews every site plan for both water quantity and water quality. Building permits are not issued until the water quality is addressed.	2
CSSRC - 7	Acquire or develop a software tracking system to track inspections and related tasks.	The City uses MUNIS to track and schedule inspections.	1
<b>TOTAL POINTS CLAIMED FOR CONSTRUCTION SITE STORMWATER RUNOFF CONTROL</b> →			<b>7</b>

**C. SMP Requirements (Six Minimum Control Measures)**

**5. Post-Construction Site Stormwater Management in New Development and Redevelopment**

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The permit requires the permittee, if they have such authority, to enact ordinances or resolutions. Have ordinances or resolutions to address post-construction site runoff from new development and redevelopment projects been enacted?
			If yes, list ordinances/resolutions and their effective dates below: In December, 2016, City staff implemented the requirement to obtain a Land Disturbance Permit (LDP) for any construction activity within the City. Ordinance No. 8021 can be found at: <a href="https://www.leavenworthks.org/publicworks/page/land-disturbance-and-excavation">https://www.leavenworthks.org/publicworks/page/land-disturbance-and-excavation</a>
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Has a post-construction stormwater runoff program been implemented?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Have post-construction sites been inspected this past year?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Are BMPs specified to minimize adverse water quality impacts?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Have strategies been developed to include a combination of structural and/or non-structural BMPs appropriate for the municipality?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Have measures been implemented to ensure adequate long-term operation and maintenance of structural BMPs?

List all the post-construction site stormwater management in new development and redevelopment BMPs as identified in the SMP and provide the requested information in the following table.

**C. Stormwater Management Program Requirements (Six Minimum Control Measures)**

5. Post-Construction Stormwater Management (Table)

List all post-construction stormwater management BMPs as identified in the SMP and provide the requested information in the following table. The BMPs listed in the below table should add up to a minimum of 7 points.

BMP ID NUMBER	BRIEF BMP DESCRIPTION	PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)	POINTS CLAIMED
PCSM - 1	Develop and adopt a custom design manual for Post-Construction Stormwater Management which specifies various structural BMPs which are required for new development and re-development construction sites which are greater than one acre or for which there is construction activity disturbing less than one acre which is part of a larger common plan of development or sale that in total disturbs one acre or more.	<p>Link to APWA/MARC manuals posted at City's website:  <a href="https://www.leavenworthks.org/publicworks/page/additional-stormwater-documents">https://www.leavenworthks.org/publicworks/page/additional-stormwater-documents</a></p> <p>Link to the City of Leavenworth Manual of Infrastructure Standards:  <a href="https://www.leavenworthks.org/publicworks/page/designs-studies-reports">https://www.leavenworthks.org/publicworks/page/designs-studies-reports</a></p>	3
PCSM - 2	Develop a list of post-construction structural or non-structural BMPs which are required to be incorporated in any development/re-development project. The list must include guidance regarding the BMPs which must be incorporated in various projects as determined appropriate by the permittee. The list is to be provided to entities involved with the design of projects prior to site plan review by the permittee.	The City requires that water quality impacts be addressed for development activities. Water quality BMPs may consist of rain gardens, bio-swales, basins that detain runoff until silt/pollutant settle out or other approved BMPs. In areas where there is not sufficient space for larger BMPs, hydrodynamic separators are being utilized.	2
PCSM - 3	Develop and implement a program to ensure adequate long-term cleaning, operation and maintenance of all municipally owned or operated post-construction structural stormwater BMP facilities.	The City has a software maintenance program that identifies and schedules inspections.	2
PCSM - 5	Develop and implement a program for inspection of permittee-owned structural BMPs which includes implementation of needed maintenance to ensure long-term operation of the BMPs.	The City inspected City-owned structural BMPs at random times and after significant storm events. These BMPs mostly consist of hydrodynamic separators (Thornton and Eisenhower) and "beehive" grates. No points taken.	0
PCSM - 6	Develop and implement a program for inspection of privately-owned structural BMPs which includes providing the owner of the BMPs an inspection report which specifies needed maintenance to ensure long-term operation of the BMPs.	Due to personnel changes, a Detention Public Meeting was not held. Staff did inspect the majority of the privately-owned basins in 2025 and we are creating a rotation inspection schedule for all of these basins. No points taken.	0
<b>TOTAL POINTS CLAIMED FOR POST-CONSTRUCTION STORMWATER MANAGEMENT</b> →			<b>7</b>

**C. SMP Requirements (Six Minimum Control Measures)**

**6. Municipal Pollution Prevention/Housekeeping**

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	The permit requires the permittee to enact a program to address pollution prevention/good housekeeping for Municipal Operations. Has such a program been enacted?
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Is there a program to ensure proper use and storage of pesticides, herbicides, and fertilizers at permittee owned facilities? The City follows SDS (Safety Data Sheet).

List all the municipal pollution prevention/good housekeeping BMPs as identified in the SMP and provide the requested information in the following table.

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### C. Stormwater Management Program Requirements (Six Minimum Control Measures)

#### 6. Municipal Pollution Prevention/Housekeeping (Table)

List all municipal pollution prevention/housekeeping BMPs as identified in the SMP and provide the requested information in the following table. The BMPs listed in the below table should add up to a minimum of 6 points.

BMP ID	BRIEF BMP DESCRIPTION	PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)	POINTS CLAIMED
PP/GH - 1	Install a screening device or method at a single municipal storm sewer outfall or on the storm sewer line immediately upstream of the outfall to reduce the discharge of floatables or other objects to receiving waters.	Parking lot across from City Hall screens runoff. Device was previously installed so using two points per permit.	2
PP/GH - 2	Implement a recycle and proper waste disposal program for municipal staff to reduce potential for litter, to recycle waste oil, batteries, glass containers, plastic containers, and paper products.	Staff is currently participating in a recycle and proper waste disposal program.	2
PP/GH - 5	Implement a program for street sweeping in which the street sweepings are collected and disposed of properly or recycled/reused if possible.	Street sweeping program operations continued throughout the year. There was 180.51 tons of material collected during street sweeping operations in 2025.	2
PP/GH - 7	Implement a program to inspect stormwater inlets to identify illicit discharges and clean drop inlets of accumulated debris.	Not taking any points. Unable to verify that the City has met the 5% threshold.	0
PP/GH - 8	Make updated online storm sewer map accessible to the public.	Map can be viewed at the City GIS website: <a href="https://gis.firstcity.org/">https://gis.firstcity.org/</a>	2
PP/GH - 12	Install a stormwater treatment system for capture of either trash, sediment, or debris.	City installed a stormwater treatment system in inlets along Thornton Street and Eisenhower Road. The system was cleaned in 2025.	2
<b>TOTAL POINTS CLAIMED FOR MUNICIPAL POLLUTION PREVENTION/HOUSEKEEPING</b> →			<b>10</b>

**D. Total Maximum Daily Load (TMDL) Best Management Practices (BMPs)**

Some permittees are required to implement BMPs to reduce the discharge of listed TMDL regulated pollutants (potentially any or all of the following pollutants - bacteria, nutrients, and sediment)

Please place an "X" in the left boxes to complete the table below.

YES	NO	N/A	
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Were any BMPs intended to reduce the discharge of TMDL regulated pollutants implemented? See your permit to determine if TMDL regulated pollutants are listed for the receiving stream affected by your stormwater system (TMDL Table).

List all the TMDL BMPs as identified in the SMP and provide the requested information in the following table.

**CITY NOT REQUIRED TO REPORT**

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**D. TMDL BMP Table**

The BMPs listed in the below table should add up to a minimum of **6** points.

BMP ID	BRIEF BMP DESCRIPTION	PROGRESS ACHIEVING GOAL(S) (MEASURED RESULT)	POINTS CLAIMED
	<b>CITY NOT REQUIRED TO REPORT</b>		
<b>TOTAL POINTS CLAIMED FOR TMDL</b> 			

**POLICY REPORT NO.  
RESOLUTION SUBMITTING SEMAP CERTIFICATION  
FEBRUARY 24, 2026**

**PREPARED BY:**



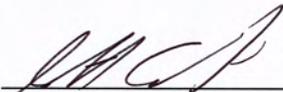
\_\_\_\_\_  
Patrick Tooley, Section 8 Coordinator  
Leavenworth Housing Authority

**REVIEWED BY:**



\_\_\_\_\_  
Kim Portillo, Executive Director

**APPROVED BY:**



\_\_\_\_\_  
Scott Peterson  
City Manager

**ISSUE:**

Consider a resolution submitting the Section Eight Management Assessment Program (SEMAP) Certification to the U.S. Department of Housing & Urban Development for the operation of the Housing Choice Voucher (Section 8) program.

**SEMAP:**

The Section 8 program is scored under the Section Eight Management Assessment Program (SEMAP). This assessment is an annual process and is submitted electronically after your approval. The certification is attached.

**Overview of Section 8 program:**

The Section 8 program consists of the Housing Choice Voucher program and the Veterans Affairs Supportive Housing program. Both programs enable low income families to live in apartments, duplexes or houses in the community that they would be unable to afford on their own. The families rent portion is based on their income. This program is 100% federally funded including all admin costs.

**COMMISSION ACTION:**

Motion to adopt the attached resolution submitting the SEMAP certification to HUD.

**RESOLUTION B-2417**

**A RESOLUTION SUBMITTING THE SECTION EIGHT  
MANAGEMENT ASSESSMENT PROGRAM (SEMAP),  
LEAVENWORTH, KANSAS TO THE U.S. DEPARTMENT OF  
HOUSING AND URBAN DEVELOPMENT (HUD)**

**BE IT RESOLVED** by the Mayor and City Commission, acting as the Public Housing Authority (PHA) for Leavenworth, Kansas, as follows:

**Section 1.** The Section Eight Management Assessment Program (SEMAP) Certification for the period ending December 31, 2025 is hereby approved and is authorized to be sent to the Office of Public Housing, US Department of Housing and Urban Development (HUD).

**Passed and approved** this 24<sup>th</sup> day of February 2026.

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Nancy D. Bauder, Mayor

{SEAL}

ATTEST:

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Sarah Bodensteiner, City Clerk, CMC



Patrick Tooley  
(MAT977)  
PIC Main

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Field Office: 7APH KANSAS CITY HUB OFFICE  
 Housing Agency: KS068 LEAVENWORTH HOUSING AUTHORITY  
 PHA Fiscal Year End: 12/31/2025

OMB Approval No. 2577-0215

### SEMAP CERTIFICATION (Page 1)

Public reporting burden for this collection of information is estimated to average 12 hours per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. This agency may not conduct or sponsor, and you are not required to respond to, a collection of information unless it displays a currently valid OMB control number.

This collection of information is required by 24 CFR sec 985.101 which requires a Public Housing Agency (PHA) administering a Section 8 tenant-based assistance program to submit an annual SEMAP Certification within 60 days after the end of its fiscal year. The information from the PHA concerns the performance of the PHA and provides assurance that there is no evidence of seriously deficient performance. HUD uses the information and other data to assess PHA management capabilities and deficiencies, and to assign an overall performance rating to the PHA. Responses are mandatory and the information collected does not lend itself to confidentiality.

**Check here if the PHA expends less than \$300,000 a year in federal awards**

Indicators 1 - 7 will not be rated if the PHA expends less than \$300,000 a year in Federal awards and its Section 8 programs are not audited for compliance with regulations by an independent auditor. A PHA that expends less than \$300,000 in Federal awards in a year must still complete the certification for these indicators.

#### Performance Indicators

#### 1 Selection from Waiting List (24 CFR 982.54(d)(1) and 982.204(a))

a. The HA has written policies in its administrative plan for selecting applicants from the waiting list.

PHA Response  Yes  No

b. The PHA's quality control samples of applicants reaching the top of the waiting list and admissions show that at least 98% of the families in the samples were selected from the waiting list for admission in accordance with the PHA's policies and met the selection criteria that determined their places on the waiting list and their order of selection.

PHA Response  Yes  No

#### 2 Reasonable Rent (24 CFR 982.4, 982.54(d)(15), 982.158(f)(7) and 982.507)

a. The PHA has and implements a reasonable written method to determine and document for each unit leased that the rent to owner is reasonable based on current rents for comparable unassisted units (i) at the time of initial leasing, (ii) before any increase in the rent to owner, and (iii) at the HAP contract anniversary if there is a 5 percent decrease in the published FMR in effect 60 days before the HAP contract anniversary. The PHA's method takes into consideration the location, size, type, quality, and age of the program unit and of similar unassisted units and any amenities, housing services, maintenance or utilities provided by the owners.

PHA Response  Yes  No

b. The PHA's quality control sample of tenant files for which a determination of reasonable rent was required to show that the PHA followed its written method to determine reasonable rent and documented its determination that the rent to owner is reasonable as required for (check one):

- PHA Response**      **At least 98% of units sampled**      **80 to 97% of units sampled**  
 **Less than 80% of units sampled**

### 3 Determination of Adjusted Income (24 CFR part 5, subpart F and 24 CFR 982.516)

The PHA's quality control sample of tenant files show that at the time of admission and reexamination, the PHA properly obtained third party verification of adjusted income or documented why third party verification was not available; used the verified information in determining adjusted income; properly attributed allowances for expenses; and, where the family is responsible for utilities under the lease, the PHA used the appropriate utility allowances for the unit leased in determining the gross rent for (check one):

- PHA Response**      **At least 90% of files sampled**      **80 to 89% of files sampled**  
 **Less than 80% of files sampled**

### 4 Utility Allowance Schedule (24 CFR 982.517)

The PHA maintains an up-to-date utility schedule. The PHA reviewed utility rate data that it obtained within the last 12 months, and adjusted its utility allowance schedule if there has been a change of 10% or more in a utility rate since the last time the utility allowance schedule was revised.

- PHA Response**      **Yes**      **No**

### 5 HQS Quality Control (24 CFR 982.405(b))

The PHA supervisor (or other qualified person) reinspected a sample of units during the PHA fiscal year, which met the minimum sample size required by HUD (see 24 CFR 985.2), for quality control of HQS inspections. The PHA supervisor's reinspected sample was drawn from recently completed HQS inspections and represents a cross section of neighborhoods and the work of cross section of inspectors.

- PHA Response**      **Yes**      **No**

### 6 HQS Enforcement (24 CFR 982.404)

The PHA's quality control sample of case files with failed HQS inspections shows that, for all cases sampled, any cited life-threatening HQS deficiencies were corrected within 24 hours from the inspection and, all other cited HQS deficiencies were corrected within no more than 30 calendar days from the inspection or any PHA-approved extension, or, if HQS deficiencies were not corrected within the required time frame, the PHA stopped housing assistance payments beginning no later than the first of the month following the correction period, or took prompt and vigorous action to enforce the family obligations for (check one):

- PHA Response**      **At least 98% of cases sampled**      **Less than 98% of cases sampled**

### 7 Expanding Housing Opportunities.

(24 CFR 982.54(d)(5), 982.153(b)(3) and (b)(4), 982.301(a) and 983.301(b)(4) and (b)(12))

Applies only to PHAs with jurisdiction in metropolitan FMR areas

Check here if not applicable

a. The PHA has a written policy to encourage participation by owners of units outside areas of poverty or minority concentration which clearly delineates areas in its jurisdiction that the PHA considers areas of poverty or minority concentration, and which includes actions the PHA will take to encourage owner participation.

- PHA Response**      **Yes**      **No**

b. The PHA has documentation that shows that it took actions indicated in its written policy to encourage participation by owners outside areas of poverty and minority concentration.

- PHA Response**      **Yes**      **No**

c. The PHA has prepared maps that show various areas, both within and neighboring its jurisdiction, with housing opportunities outside areas of poverty and minority concentration; the PHA has assembled information about job opportunities, schools and services in these areas; and the PHA uses the maps and related information when briefing voucher holders.

**PHA Response**     **Yes**    **No**

d. The PHA's information packet for certificate and voucher holders contains either a list of owners who are willing to lease, or properties available for lease, under the voucher program, or a list of other organizations that will help families find units and the list includes properties or organizations that operate outside areas of poverty or minority concentration.

**PHA Response**     **Yes**    **No**

e. The PHA's information packet includes an explanation of how portability works and includes a list of neighboring PHAs with the name, address and telephone number of a portability contact person at each.

**PHA Response**     **Yes**    **No**

f. The PHA has analyzed whether voucher holders have experienced difficulties in finding housing outside areas of poverty or minority concentration and, where such difficulties were found, the PHA has considered whether it is appropriate to seek approval of exception payment standard amounts in any part of its jurisdiction and has sought HUD approval when necessary.

**PHA Response**     **Yes**    **No**

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#### Performance Indicators

##### 8 Payment Standards(24 CFR 982.503)

The PHA has adopted current payment standards for the voucher program by unit size for each FMR area in the PHA jurisdiction and, if applicable, for each PHA-designated part of an FMR area, which do not exceed 110 percent of the current applicable FMR and which are not less than 90 percent of the current FMR (unless a lower percent is approved by HUD). (24 CFR 982.503)

PHA Response  Yes  No

FMR Area Name Leavenworth 66048

FMR 1 of 5

Enter current FMRs and payment standards (PS)

0-BR FMR	890	1-BR FMR	990	2-BR FMR	1140	3-BR FMR	1490	4-BR FMR	1740
PS	890	PS	990	PS	1140	PS	1490	PS	1740

If the PHA has jurisdiction in more than one FMR area, and/or if the PHA has established separate payment standards for a PHA-designated part of an FMR area, add similar FMR and payment standard comparisons for each FMR area and designated area.

##### 9 Timely Annual Reexaminations(24 CFR 5.617)

The PHA completes a reexamination for each participating family at least every 12 months.(24 CFR 5.617)

PHA Response  Yes  No

##### 10 Correct Tenant Rent Calculations(24 CFR 982, Subpart K)

The PHA correctly calculates tenant rent in the rental certificate program and the family rent to owner in the rental voucher program (24 CFR 982,Subpart K)

PHA Response  Yes  No

##### 11 Pre-Contract HQS Inspections(24 CFR 982.305)

Each newly leased unit passes HQS inspection before the beginning date of the assisted lease and HAP contract.(24 CFR 982.305)

PHA Response  Yes  No

##### 12 Continuing HQS Inspections(24 CFR 982.405(a))

The PHA inspects each unit under contract as required (24 CFR 982.405(a))

PHA Response  Yes  No

##### 13 Lease-Up

The PHA executes assistance contracts on behalf of eligible families for the number of units that has been under budget for at least one year. The PHA executes assistance contracts on behalf of eligible families for the number of units that has been under budget for at least one year

PHA Response  Yes  No

##### 14 Family Self-Sufficiency (24 CFR 984.105 and 984.305)

14a. Family Self-Sufficiency Enrollment. The PHA has enrolled families in FSS as required. Applies only to PHAs required to administer an FSS program.

Check here if not applicable

a. Number of mandatory FSS slots (Count units funded under the FY 1992 FSS incentive awards and in FY 1993 and later through 10/20/1998. Exclude units funded in connection with Section 8 and Section 23 project-based contract terminations; public housing demolition, disposition and replacement; HUD multifamily property sales; prepaid or terminated mortgages under section

236 or section 221(d)(3); and Section 8 renewal funding. Subtract the number of families that successfully completed their contracts on or after 10/21/1998.)

Or, Number of mandatory FSS slots under HUD-approved exception **(If not applicable, leave blank)**

b. Number of FSS families currently enrolled

c. Portability: If you are the initial PHA, enter the number of families currently enrolled in your FSS program, but who have moved under portability and whose Section 8 assistance is administered by another PHA

Percent of FSS slots filled (b+c divided by a) **(This is a nonenterable field. The system will calculate the percent when the user saves the page)**

14b. Percent of FSS Participants with Escrow Account Balances. The PHA has made progress in supporting family self-sufficiency as measured by the percent of currently enrolled FSS families with escrow account balances. (24 CFR 984.305)

Applies only to PHAs required to administer an FSS program

Check here if not applicable

**PHA Response**       Yes  No

Portability: If you are the initial PHA, enter the number of families with FSS escrow accounts currently enrolled in your FSS program, but who have moved under portability and whose Section 8 assistance is administered by another PHA

**15 Deconcentration Bonus**

The PHA is submitting with this certification data which show that :

- (1) Half or more of all Section 8 families with children assisted by the PHA in its principal operating area resided in low poverty census tracts at the end of the last PHA FY;
- (2) The percent of Section 8 mover families with children who moved to low poverty census tracts in the PHA's principal operating area during the last PHA FY is atleast two percentage points higher than the percent of all Section 8 families with children who resided in low poverty census tracts at the end of the last PHA FY; or
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**PHA Response**       Yes  No

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### SEMAP CERTIFICATION (Page 2)

#### Performance Indicators

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PHA Response  Yes  No

FMR Area Name Lansing 66043

FMR 2 of 5



Enter current FMRs and payment standards (PS)

0-BR FMR	1090	1-BR FMR	1200	2-BR FMR	1360	3-BR FMR	1770	4-BR FMR	2100
PS	981	PS	1080	PS	1224	PS	1593	PS	1890

Save Add Delete

If the PHA has jurisdiction in more than one FMR area, and/or if the PHA has established separate payment standards for a PHA-designated part of an FMR area, add similar FMR and payment standard comparisons for each FMR area and designated area.

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The PHA completes a reexamination for each participating family at least every 12 months.(24 CFR 5.617)

PHA Response  Yes  No

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PHA Response  Yes  No

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PHA Response  Yes  No

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PHA Response  Yes  No

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236 or section 221(d)(3); and Section 8 renewal funding. Subtract the number of families that successfully completed their contracts on or after 10/21/1998.)

Or, Number of mandatory FSS slots under HUD-approved exception **(If not applicable, leave blank)**

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**PHA Response**  Yes  No

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PHA Response  Yes  No

FMR Area Name Basehor 66007

FMR 3 of 5



Enter current FMRs and payment standards (PS)

0-BR FMR	1060	1-BR FMR	1170	2-BR FMR	1330	3-BR FMR	1740	4-BR FMR	2050
PS	954	PS	1053	PS	1197	PS	1566	PS	1845

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PHA Response  Yes  No

FMR Area Name Tonganoxie 66086

FMR 4 of 5



Enter current FMRs and payment standards (PS)

0-BR FMR	1060	1-BR FMR	1170	2-BR FMR	1330	3-BR FMR	1740	4-BR FMR	2050
PS	954	PS	1053	PS	1197	PS	1566	PS	1845

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14b. Percent of FSS Participants with Escrow Account Balances. The PHA has made progress in supporting family self-sufficiency as measured by the percent of currently enrolled FSS families with escrow account balances.(24 CFR 984.305)

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PHA Response  Yes  No

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PHA Response  Yes  No

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PHA Response Yes No

FMR Area Name Easton 66020

FMR 5 of 5



Enter current FMRs and payment standards (PS)

Table with 5 columns: 0-BR FMR, 1-BR FMR, 2-BR FMR, 3-BR FMR, 4-BR FMR. Each column has a value for FMR and PS.

Save Add Delete

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PHA Response Yes No

10 Correct Tenant Rent Calculations(24 CFR 982, Subpart K)

The PHA correctly calculates tenant rent in the rental certificate program and the family rent to owner in the rental voucher program (24 CFR 982,Subpart K)

PHA Response Yes No

11 Pre-Contract HQS Inspections(24 CFR 982.305)

Each newly leased unit passes HQS inspection before the beginning date of the assisted lease and HAP contract.(24 CFR 982.305)

PHA Response Yes No

12 Continuing HQS Inspections(24 CFR 982.405(a))

The PHA inspects each unit under contract as required (24 CFR 982.405(a))

PHA Response Yes No

13 Lease-Up

The PHA executes assistance contracts on behalf of eligible families for the number of units that has been under budget for at least one year. The PHA executes assistance contracts on behalf of eligible families for the number of units that has been under budget for at least one year

PHA Response Yes No

14 Family Self-Sufficiency (24 CFR 984.105 and 984.305)

14a.Family Self-Sufficiency Enrollment. The PHA has enrolled families in FSS as required. Applies only to PHAs required to administer an FSS program.

Check here if not applicable [checked]

a. Number of mandatory FSS slots (Count units funded under the FY 1992 FSS incentive awards and in FY 1993 and later through 10/20/1998. Exclude units funded in connection with Section 8 and Section 23 project-based contract terminations; public housing demolition, disposition and replacement; HUD multifamily property sales; prepaid or terminated mortgages under section

236 or section 221(d)(3); and Section 8 renewal funding. Subtract the number of families that successfully completed their contracts on or after 10/21/1998.)

Or, Number of mandatory FSS slots under HUD-approved exception **(If not applicable, leave blank)**

b. Number of FSS families currently enrolled

c. Portability: If you are the initial PHA, enter the number of families currently enrolled in your FSS program, but who have moved under portability and whose Section 8 assistance is administered by another PHA

Percent of FSS slots filled (b+c divided by a) **(This is a nonenterable field. The system will calculate the percent when the user saves the page)**

14b. Percent of FSS Participants with Escrow Account Balances. The PHA has made progress in supporting family self-sufficiency as measured by the percent of currently enrolled FSS families with escrow account balances. (24 CFR 984.305)

Applies only to PHAs required to administer an FSS program

Check here if not applicable

**PHA Response**  Yes  No

Portability: If you are the initial PHA, enter the number of families with FSS escrow accounts currently enrolled in your FSS program, but who have moved under portability and whose Section 8 assistance is administered by another PHA

**15 Deconcentration Bonus**

The PHA is submitting with this certification data which show that :

- (1) Half or more of all Section 8 families with children assisted by the PHA in its principal operating area resided in low poverty census tracts at the end of the last PHA FY;
- (2) The percent of Section 8 mover families with children who moved to low poverty census tracts in the PHA's principal operating area during the last PHA FY is atleast two percentage points higher than the percent of all Section 8 families with children who resided in low poverty census tracts at the end of the last PHA FY; or
- (3) The percent of Section 8 mover families with children who moved to low poverty census tracts in the PHA's principal operating area over the last two PHA FY is at least two percentage points higher than the percent of all Section 8 families with children who resided in low poverty census tracts at the end of the second to last PHA FY.

**PHA Response**  Yes  No

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**POLICY REPORT  
FIRST CONSIDERATION ORDINANCE  
2026-02-SUP  
100 HIGHWAY TERRACE**

**FEBRUARY 24, 2026**

**SUBJECT:**

A request for a Special Use Permit to allow a “jail” or “prison” in the I-2, Heavy Industrial zoning district.



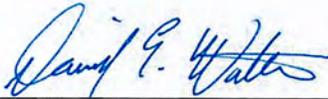
**Prepared By:**

Kim Portillo, Director of Planning and  
Community Development



**Reviewed By:**

Scott Peterson, City Manager



**Prepared By:**

David E. Waters, City Attorney

**NATURE OF REQUEST**

The applicant, CoreCivic, Inc., is requesting a Special Use Permit to allow a detention facility to be located upon that certain real property commonly known and numbered as 100 Highway Terrace, Leavenworth, Kansas, 66048, Parcel ID No. **052-094-18-0-20-01-002.00-0**, as shown below (the “Property”):



The Property is zoned I-2 Heavy Industrial zoning district. The Property is approximately 20 acres in size. The Property is proposed to be operated as the Midwest Regional Reception Center (MRR) (the “Facility”) under an agreement with the Department of Homeland Security—Immigration and Customs Enforcement (ICE) and would operate as a detention facility to house detainees or inmates.

A detention facility is classified as a "jail" or "prison" use in the Development Regulations. These terms are defined as follows (*see* Sec. 12.01 of the Development Regulations):

*Jails and prisons:* Places in which people are physically confined and, usually, deprived of a range of personal freedoms. In the United States, "jail" and "prison" refer to separate levels of incarceration; generally speaking, jails are county or city administrated institutions which house both inmates awaiting trial on the local level and convicted misdemeanants serving a term of one year or less, while prisons are state or federal facilities housing those awaiting trial on the state or federal level and convicted felons serving a term of more than one year. On the federal level, this terminology has been largely superseded by a more complex five-tier system implemented by the Federal Bureau of Prisons that ranges from low security "prison camps" to medium security "correctional institutions" and finally maximum security "penitentiaries."

Under Table A1-1 (Table of Permitted Uses) of the Development Regulations, a "jail" or "prison" is only allowed in the I-2 zoning district with approval of a special use permit.

### **PROPOSED OPERATIONS**

CoreCivic has proposed that the Facility would house approximately 1,000 non-citizens detained by ICE and employ approximately 300 full-time employees. The building would be staffed full-time, with employees working in three shifts. There is an existing 192,000-square-foot building which contains five housing units and 1,033 beds. Additionally, there will be administrative and support office space. According to CoreCivic, detainees at the Facility will be held for approximately 51 days. No detainees would be released into the Leavenworth community unless the detainee lived in Leavenworth at the time he or she was detained or a court otherwise requires release.

### **PROCEDURAL HISTORY**

In 2012, the City passed Ordinance No. 7911 amending the City's then-effective Development Regulations to, among other things, require a special use permit to operate a "jail" or "prison" within the City. Prior to and after the City's 2012 revisions to the Development Regulations, CoreCivic operated a detention facility ("jail" or "prison") known as the Leavenworth Detention Center.

Prior to the 2012 revisions to the Development Regulations, CoreCivic was not required to obtain a special use permit. After the enactment of the 2012 revisions to the Development Regulations, and when CoreCivic was formerly housing detainees at its Leavenworth Facility, it did not require an issued special use permit because the use of its Property as a "jail" or "prison" was "grandfathered" pursuant to Sect. 1.05.E.2 of the Development Regulations, which provides:

*Status of existing legal uses designated as special uses.* Any existing legal use at the effective date of these development regulations which is designated as a special use by these development regulations shall be deemed as an existing special use and a lawful conforming use.

Therefore, after the enactment of the 2012 revisions to the Development Regulations, CoreCivic's use of the Property as a jail or prison was deemed to be lawful and conforming as a special use or as if CoreCivic had a valid special use permit, subject to the terms of the Development Regulations.

Sec. 2.04.C of the City's Development Regulations states as follows:

*Discontinuance or violation of permit conditions.* A special use permit may be granted by and continued annually by the city commission. The continuation of a special use permit exists with the property as long as such special use permit is used in accordance with its original intended and approved purpose and the annual SUP fee is paid. Any discontinuance of more than 12 months, violation of permit conditions, or failure to pay a fee may enable the city commission to administratively rescind a special use permit.

Sect. 1.05.D.8 of the Development Regulations states as follows:

*Abandonment or discontinuance.* When a nonconforming use is abandoned for a period of 24 consecutive months any subsequent use or occupancy of such land after this period shall comply with the regulations of the zoning district in which such land is located.

CoreCivic stopped housing detainees at the Property and the Facility on or about January 1, 2022, and CoreCivic has not housed detainees there since that time.

In 2024, CoreCivic began engaging in conversations with the City about the possibility of CoreCivic housing detainees at the Property pursuant to a contract or other arrangement it claimed to have or for which it claimed to have been negotiating with ICE. On February 21, 2025, CoreCivic applied to the City for a special use permit for use of the Property as a detention center (“jail” or “prison”).

The City scheduled a hearing before the Planning Commission for April 7, 2025, to consider CoreCivic’s application, and then two hearings before the City Commission on May 13, and 27, 2025, respectively, for the City Commission to consider CoreCivic’s application. However, on March 13, 2025, CoreCivic withdrew its application, taking the position that it did not need a special use permit.

On the basis that CoreCivic had discontinued its use of the Property as a jail or prison on or about January 1, 2022, and that such discontinuance had continued for more than twelve (12) months (as provided in Sec. 2.04.C of the Development Regulations), on March 25, 2025 (and also pursuant to Development Regulations Sect. 2.04.C), the City Commission passed and adopted Resolution No. B-2394 which administratively rescinded any right CoreCivic has or would have had to use the Property as a jail or prison pursuant to a special use permit.

Resolution No. B-2394 further stated that, on the basis that CoreCivic had abandoned its use of the Property as a jail or prison on or about January 1, 2022, and that such abandonment had continued for a period of more than twenty-four (24) consecutive months (as provided in Sect. 1.05.D.8 of the Development Regulations), and to the extent use of the Property as jail or prison could be deemed to be or to have been a lawful nonconforming use, any such use of the Property was no longer a lawful nonconforming use.

Various instances of litigation between the City and CoreCivic then ensued. On June 4, 2025, the Leavenworth County District Court issued a temporary injunction against CoreCivic, stating, in relevant part:

CoreCivic, Inc., is hereby temporarily enjoined, pending a full determination on the merits, from operating a jail or prison, as those terms are defined in the City Development Regulations, at its property located at 100 Highway Terrace, unless and until it obtains a Special Use Permit from the City of Leavenworth or it is otherwise expressly permitted to use the property for jail or prison purposes by this Court or another court of competent jurisdiction.

CoreCivic subsequently appealed the temporary injunction to the Kansas Court of Appeals. Oral arguments before the Court of Appeals are scheduled to be held on February 10, 2026.

On December 4, 2025, CoreCivic filed this current application for a Special Use Permit. CoreCivic again states that it would be housing detainees at the Property pursuant to a contract or other arrangement it claims to have with ICE. It is important to note, however, that CoreCivic is not ICE. Rather, CoreCivic is a private corporation and a federal contractor to ICE. Although CoreCivic has not advised the City of any other contractual relationships, CoreCivic could, conceivably, contract with other detention authorities such as the State of Kansas.

On January 7th, 2026, notification of the February 2, 2026, public hearing before the Planning Commission was sent to property owners within 200 feet (as to City limits) and 1,000 feet (as to outside of the City limits) of the subject Property, as required by Kansas statute. Notice of the public hearing was also published in the Leavenworth Times on January 7, 2026, as required by law.

On February 2, 2026, the Planning Commission held the public hearing and ultimately, by a 5-1 vote in favor, recommended approval of the Special Use Permit to the City Commission, subject to certain Conditions as described below, with changes as recommended by the Planning Commission. No valid protest petition was filed within the required fourteen (14)-day protest petition period as provided under K.S.A. 12-757(f) and Sec. 2.04.B.6 of the Development Regulations (such 14-day period having been extended one day, to February 17, 2026, on account of Monday, February 16, 2026, being a federal holiday).

### **SITE AND FACILITY CHALLENGES**

In declarations filed in the above-referenced court proceedings, City Staff identified several issues with the Property and the Facility, representing challenges to the public health, safety, and welfare. For example, Chief of Police Patrick Kitchens stated, among other things, the following (with numbered paragraphs deleted):

*In the last several years of the Facility's operation before it closed at the end of 2021, the Leavenworth Police Department encountered many significant problems in responding to reports of crimes, including violent felonies, at the Facility. Due to frequent changes in leadership at CoreCivic, we had difficulty getting these problems addressed. Some of the difficulties we faced are described below.*

*The Leavenworth Police Department needs immediate access to the Facility to properly investigate crimes. Despite this, officers had a difficult time accessing the facility after receiving reports of crimes. Whether officers would be permitted to enter depended entirely on who was in charge. Officers often were not allowed access at all and had to conduct interviews outside of the Facility's gate.*

*The Leavenworth Police Department needs access to all victims of crimes and witnesses to properly investigate crimes and complete reports that will help ensure a successful prosecution. However, CoreCivic prohibited its employees who were victims of crimes from sitting for interviews with City police while the staff members were on duty. Instead, these crime victims were forced to provide a written statement through the holes of the Facility's fence and then follow up on their own time. Very often, critical information was missing from the statement, and the victim failed to follow up, resulting in wasted time and effort by the City's police force. Even though other staff members were often present and observed the alleged crime, officers were given no statement from or access to these potential witnesses, regardless of how critical their testimony may have been to a potential prosecution.*

*CoreCivic failed repeatedly to report significant crimes that occurred on the Property until a significant time passed after they occurred, often several days and sometimes months later. In one instance in November 2018, CoreCivic failed to report a death of an inmate to City Police for six days. Crimes were often reported only because officers were already on scene dealing with another crime. CoreCivic staff refused to provide names of potential witnesses for several weeks at a time and routinely refused to turn over evidence, such as photographs and weapons that were used in assaults among inmates and against guards.*

*On three separate occasions, I recall receiving a voicemail from the warden following a sexual assault allegation. In each instance, the call came several days after the allegation, and the message was the same: that CoreCivic was reporting the allegation per its contract with the U.S. Marshals Service, "but we don't need anything." It was very clear CoreCivic was trying to document the event for auditing purposes but did not want any police investigation to occur. Our efforts to resolve this matter were rebuffed.*

*CoreCivic refused to cooperate with the City's investigation of these and other alleged crimes. Police officers need immediate access to crime scenes and standard crime-scene and evidence-preservation protocols. Often when City police were called to the scene, CoreCivic staff had failed to secure and isolate the crime scene. Detainees were allowed to walk through crime scenes uninhibited while officers and detectives were trying to investigate. On several occasions, detainees and staff were instructed to clean up the crime scene before police even arrived. This included an inmate death by hanging. Once that takes*

place, we lose all evidentiary value, and any crime that occurred would become incredibly difficult to prosecute.

Police need a standard protocol that allows officers to obtain video evidence from detention facilities without a subpoena. The procedure for obtaining video evidence from CoreCivic was problematic. The rules changed frequently, and again, they seemed to be different depending on who was on duty. Occasionally, the Facility's staff would provide officers with courtesy copies of videos, as is standard in most jails. Other times, such a request required a formal written request to CoreCivic leadership. More often than not, officers were told to get a subpoena for a copy of the video. This slows down the investigation unnecessarily and imposes an unnecessary drain on the City's resources.

Police need assurance Facility staff will follow through with prosecution on criminal cases for which they request the Police Department's assistance. Often, we had a difficult time getting CoreCivic to respond and follow up on criminal prosecution. For example, if a staff member filed a battery report that was referred to the City's municipal prosecutor, the employee would very rarely show up for court to testify. I suspect this occurred because the inmate was only present at the Facility for a short period of time, and the staff member no longer wanted to proceed. There is very little-to-no value in incurring the expense of conducting an investigation, processing a report, and referring the matter to the City prosecutor for charges and prosecution if CoreCivic is instructing its staff members not to follow through with prosecution or otherwise prohibiting them from doing so. And if the detainees who would be at the Facility going forward are there for only a few weeks before they are sent out of the country, it seems unlikely that they will either still be available for future proceedings, or that the United States government will pay for them to return for prosecution. Before I ask my officers to spend their time investigating criminal activity at the Facility or endangering themselves by going inside the Facility for such an investigation, I would need some assurance that this would not be a waste of their time and of the City's resources. The City can demand a protocol for these and other issues through a special use permit.

I also have a serious concern about who would have operational responsibility over the Facility in the event of a serious situation, such as a riot, hostage situation, or escape that would endanger the citizens of Leavenworth. Despite my attempts to get clarification over this, CoreCivic did not seem to have a plan for addressing this type of event, including which law enforcement agency would be in charge of responding to it.

Timothy Guardado, Superintendent for the Wastewater Treatment Plant Division, similarly filed a declaration. As part of that declaration, Mr. Guardado submitted approximately 29 pages of records documenting, from June 2017 through March 2021: (1) Citizen Request Forms containing callouts and work done by the City in response to customer complaints relating to the Leavenworth Detention Center, and (2) Wastewater Incident Report Forms submitted by the City to the Kansas Department of Health and the Environment relating to the Facility. The declaration further stated, among other things, the following (with numbered paragraphs deleted):

*The Wastewater Division had ongoing issues with the Facility when it was operational prior to 2022.*

*From 2017 through 2021, the Wastewater Division received at least four separate calls from concerned citizens regarding malfunctions at the Facility, and the City was required to submit three Wastewater Incident Reports to the KDHE due to sewage spilling onto the ground.*

*The Facility uses "grinder pumps" to process its waste. When the grinder pumps malfunction, the Facility bypasses this equipment and redirects excess debris into the City's sewer system. The excess debris includes sheets, rags, and other large pieces of waste material that the City's sewage system is not designed to handle.*

*This occurs upstream from the City's Select Lift Station ("Lift Station"), which is a critical infrastructure component for managing the City's sewage system. As the bypassed debris from the Facility flows*

*downstream, it often gets caught in the impellers of the pumps at the Lift Station. This has led to numerous calls to City staff at all hours of the day to address the issues.*

*Sometimes, City staff can clear the pumps by backflushing them to clear the debris discharged by the Facility. However, periodically, staff must remove the motors entirely and fully disassemble the pumps to remove it, which is costly and time consuming.*

*If this larger debris makes it through the City's lift stations, it causes blockage in the City's main sewer lines, which creates additional problems for the City's infrastructure, City staff, and Leavenworth citizens.*

*The Facility's discharge of excess debris has caused the City [ ]to divert up to four of its workers at a time to address the problems and required the City to pay at least 125 hours of overtime wages to its workers that it otherwise would not have incurred.*

Staff has attempted to address these concerns, among others, through the Special Use Permit conditions ("Conditions") discussed below and the Performance Agreement which is included among those Conditions. Such Conditions—and equivalent revisions to the Performance Agreement—were recommended with changes by the Planning Commission, as discussed below.

### **SPECIAL USE PERMIT CONSIDERATIONS AND FINDINGS**

K.S.A. 12-755(a)(5) authorizes the City to adopt zoning regulations that provide for the issuance of special use permits. The Development Regulations address special use permits throughout, including but not limited to Sec. 2.04 and Sec. 2.05.

The Kansas Supreme Court has held that the so-called "Golden" factors (from the case, *Golden v. City of Overland Park*) are applicable to special use permits. *McPherson Landfill, Inc. v. Board of County Comm'rs of Shawnee County*, 274 Kan. 303, 323, 49 P.3d 522 (2002). The "Golden" factors to be considered, and Staff's analysis of such factors, are set forth below. As part of its consideration of the Special Use Permit, the Planning Commission discussed each of the "Golden" factors at its meeting.

#### **▪ The character of the neighborhood.**

*The character of the neighborhood is predominantly institutional and industrial in nature, with limited residential located to the south. Properties to the north and east consist of cemetery uses, including a federally owned VA cemetery and a privately owned cemetery. These uses are low-intensity and generate minimal daily activity. The area to the west is characterized by heavy industrial zoning and uses, including service-oriented businesses, warehouses, and offices.*

*Single-family residential zoning and uses exist to the south; however, they are separated from the subject property by grade transitions and a wooded buffer.*

*The subject property itself has historically been used for institutional purposes, including a former correctional facility. The historical presence of a correctional facility contributes to the established institutional character of the area. The proposed detention facility would be consistent with the established pattern of development and would not introduce a new or unfamiliar land use to the surrounding neighborhood.*

#### **▪ The zoning and uses of nearby property.**

*The subject property is zoned I-2 Heavy Industrial, as are the properties to the west, which are developed with industrial uses such as a lawn service company, electrical contractor, warehouses, storage and office buildings. These uses align with the intent of the I-2 zoning district.*

*The property to the north is unzoned and federally owned, operating as the VA cemetery, while the property to the east is zoned A-1 Agricultural (Lansing), and developed as a cemetery. These adjacent uses are generally compatible with industrial and institutional development due to their low traffic and operation intensity.*

*Properties to the south are zoned R-2 Single-Unit Residential District (Lansing) and developed with single-family homes. The single-family properties are physically separated from the subject property by existing topography and vegetation. A wooded tree area located atop a ridgeline lies between the subject property and the residential neighborhood, with the homes and detention center site situated at lower elevations on opposite sides of the hill.*

*Given the surrounding zoning, land uses, historical site context and natural buffering from the residential development, the proposed detention center would be an appropriate use of the Property.*

- **The suitability of the subject property for the uses to which it has been restricted (that is, whether the property can be developed as zoned).**

*The subject property was historically developed as a jail or prison and the former buildings for that use remain on site. Given the specialized nature of the existing structures, adaptive reuse of the site for other permitted industrial uses would be limited and require substantial renovation or demolition. In contrast, reuse of the site as a detention center optimizes the functionality of the existing structures without the need for significant site disturbance or construction.*

- **The extent to which removal of the restrictions will detrimentally affect nearby property.**

*Removal of the restrictions and approval of the Special Use Permit (with the below-described Conditions) is not expected to detrimentally affect nearby properties. The site is located within an I-2 Heavy Industrial district and is separated from nearby single-family homes by a wooded berm and ridgeline, providing visual and noise buffering. The Special Use Permit would allow continuation of an institutional use compatible with surrounding development.*

- **The length of time the subject property has remained vacant as zoned (often considered in determining whether the current zoning is prohibiting development).**

*The Property was previously operated by the same entity, CoreCivic. CoreCivic stopped housing detainees at the Property and the Facility on or about January 1, 2022, and CoreCivic has not housed detainees there since that time. Given the discontinuation of the use for a period greater than 24 months, the City Commission determined, pursuant to Resolution No. B-2394, that any use of the Facility and/or the Property as a jail or prison is no longer a lawful nonconforming use and that any use as a jail or prison shall and does require a special use permit. The City Commission further determined, in Resolution No. B-2394 that, given such discontinuation, any previous or previously-deemed special use designation was thereby administratively rescinded. The Property cannot be used for its intended purposes without a special use permit; therefore, this factor weighs in favor of granting the Special Use Permit.*

- **The relative gain to the public health, safety, and welfare by the destruction of the value of a complaining party's property as compared to the hardship imposed upon the individual landowner (applicant) if the rezoning is not approved.**

*Approval of the Special Use Permit (with the below-described Conditions) provides greater benefit to the public health, safety and welfare than any potential impact to nearby properties. The proposed use reuses an existing facility specifically designed for institutional use, while the surrounding properties are protected by industrial zoning, existing land use patterns, and natural buffering. Denial of the request (as limited by the below-described Conditions) may impose hardship on the applicant*

*since it has developed the site for use as a jail or prison, and there is a limited market of prospective purchasers for the site in its current state.*

- **The recommendations of permanent or professional staff.**

*Based on the items outlined in this policy report, staff recommends approval of the Special Use Permit with the Conditions stated.*

- **Conformance of the requested change to the adopted or recognized master plan.**

*The adopted Comprehensive Plan designates this site as a future land use of "industrial." The proposed use would be in conformance with this designation.*

Sec. 2.04.B.7 of the Development Regulations provides a list of additional findings that the City Commission must make when considering the issuance of a Special Use Permit. Those findings, and Staff's analysis of such findings, are as follows:

- a. **The proposed special use complies with all applicable provisions of this ordinance.**

*Based on all available information, Staff believes that, with the Conditions, this application complies with all provisions of City of Leavenworth Development Regulations.*

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

*Subject to the Conditions, the proposed use will contribute to the economic development and public welfare by returning a currently vacant detention facility to active use. Given the specialized nature of the building, finding an alternative use would be challenging, and prolonged vacancy could lead to deterioration and blight. The proposed use will reintegrate the Property into the local economy.*

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

*Based on all available information, but with and subject to the Conditions, Staff does not believe that the proposed use will cause any substantial injury to the value of other property in the neighborhood. The proposed use would be consistent with the building's original purpose. The Facility was originally designed for detention use, meaning this proposal would re-start a long-standing land use rather than be an introduction of something new or disruptive.*

*The Facility is bordered by a 158-acre cemetery to the east. The 133-acre Secretary of Veteran Affairs-owned Leavenworth National Cemetery and another institutional use, the 192-acre Department of Veterans Affairs Medical Center complex, border the site to the north. Industrial uses border the Property to the east, and a residential neighborhood is adjacent to the south. A key factor in minimizing any impact on the residential subdivision to the south is the presence of a dense, established wooded buffer area between 75 feet and 100 feet in depth. This landscape barrier obscures the facility from view and also acts as a noise buffer. Residents will not have a view of the facility, helping to maintain the residential character of the neighborhood.*

- d. **The location and size of the special use, the nature and intensity of the operation involved in or conducted in connection with it, and the location of the site with respect to streets giving access to it are such that the special use will not dominate the immediate neighborhood so as to prevent development and use of neighboring property in accordance with the applicable zoning district regulations. In determining whether the special use will so dominate the immediate neighborhood, consideration shall be given to:**

(1) The location, nature and height of buildings, structures, walls, and fences on the site, and

(2) The nature and extent of landscaping and screening on the site.

- (3) Off-street parking and loading areas whether on the premises or auxiliary to the premises will be provided in accordance with the standards set forth in this appendix and such areas adjoining residential uses will be located to protect such residential uses from any injurious effect.
- (4) Adequate utility, drainage, and other necessary facilities have been or will be provided.
- (5) Adequate access roads or entrance and exit drives will be provided and shall be so designed to prevent traffic hazards and to minimize traffic congestion in public streets and alleys.

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

*The Facility is being repurposed within an existing structure designed for detention use, avoiding the need for large-scale modifications or expansions. The site has access from Muncie Road, a designated collector road capable of providing adequate access.*

*Through the below-listed Conditions and the Performance Agreement, CoreCivic has shown a willingness to work with City Public Works to ensure property sewer infrastructure management, preventing further strain on City services. Similarly, through the Conditions and the Performance Agreement, clear protocols are established for law enforcement activities, including for calls of service, to ensure minimal disruption to the surrounding community and address any difficulties.*

#### **PLANNING COMMISSION PUBLIC HEARING**

On February 2, 2026, the Planning Commission held its public hearing on the Special Use Permit. Multiple people spoke at the public hearing, both in support and in opposition of the requested Special Use Permit. Staff also received multiple emails, both in support and in opposition. Those in support spoke about the economic benefits, the possibility of good paying jobs, and ability to support their families by working for the Facility. Those in opposition spoke about a poor history of operation that CoreCivic has had, social injustices related to Immigrations and Customs Enforcement (ICE), and potential negative impacts on the community caused by reopening the Facility, such as the potential to draw protests to the region. Copies of written public comment received are included with the agenda packet.

#### **STAFF RECOMMENDATION, PLANNING COMMISSION RECOMMENDATION, AND CONDITIONS OF APPROVAL**

Staff has recommended **approval** of the Special Use Permit request based on the analysis and findings included herein with certain Conditions. Following certain of these Conditions below are Staff comments on the same.

On February 2, 2026, the Planning Commission—by a five (5) to one (1) vote—recommended approval of the Special Use Permit to the City Commission, subject the certain Conditions as described below, with changes as recommended by the Planning Commission. The Conditions—as revised by the Planning Commission—are shown below in redline form (with **additions** and **strike-throughs** shown).

As used below, the term “CoreCivic” shall mean the applicant (CoreCivic, Inc.) and any current or future owner or operator of the Property and/or the Facility located thereon. Prior to the public hearing, CoreCivic (through its legal counsel) has indicated to the City Attorney that it is agreeable to these Conditions.

1. CoreCivic shall operate the Property and the Facility in accordance with the Special Use Permit, the City's Development Regulations, and all applicable federal, state, and local laws (collectively, "Laws") related to the Property and the Facility. CoreCivic shall obtain and maintain all proper licenses required for operation of the Facility.

*This Condition confirms that the Facility must comply with all applicable Laws and that CoreCivic must maintain all required licenses and permits for operation of a detention center. As to the City, that would include certain health and grease trap permits.*

2. Promptly following the effective date of the Special Use Permit, CoreCivic will diligently pursue accreditation of the Facility from the American Correction Association (ACA) Commission on Accreditation for Corrections. CoreCivic shall achieve such accreditation within eighteen (18) months of the effective date of the Special Use Permit and provide the City with a copy of the certificate of accreditation documenting the same.

*The American Correctional Association (ACA) was founded in 1870 (as the National Prison Association). The ACA publishes almost 30 different accreditation manuals for all areas of correctional operations.*

*According to the ACA: "ACA accreditation is intended to improve facility operations through adherence to clear standards relevant to all areas/operations of the facility, including safety, security, order, inmate care, programs, justice and administration. The Standards and Accreditation department's staff facilitates the accreditation process from initial contact through assessment, contracting, preparation, the accreditation audit and lastly the appearance before the Commission on Accreditation for Corrections for a final accreditation decision. ACA Standards Specialists work directly with facility or agency management to introduce them to the accreditation process, provide necessary documentation, assign and train auditors to each facility and discuss with facilities the specific requirements of each standard."*

*As of 2023, CoreCivic had sought and received ACA accreditation for approximately 97% of CoreCivic's facilities. This Condition would require that the Midwest Regional Reception Center become accredited as well. According to CoreCivic's own website, "Through adherence to clear standards, an ACA accreditation is intended to improve facility operations, including safety, security, order, inmate care, programs, justice, and administration." Accreditation, therefore, would help ensure the protection of the public health, safety, and welfare, and is within CoreCivic's current intended practices. CoreCivic has stated that accreditation is required as part of its contract with ICE.*

3. CoreCivic shall operate the Property and the Facility (i) in accordance with the National Detention Standards promulgated by the U.S. Department of Homeland Security, Immigration and Customs Enforcement (Revised 2025) or such standards as may be required by any current or subsequent Detention Agreement, and (ii) in accordance with the "Expected Practices" set forth in the Performance-Based Standards and Expected Practices for Adult Local Detention Facilities, 5th Ed. (May 2023), published by the American Correctional Association, as the same may be amended.

*CoreCivic has stated that, under its contract with ICE, it is required to comply with National Detention Standards published by ICE. Those standards include requirements in the following areas: Safety (Environmental Health and Safety; Transportation by Land); Security (Admission and Release; Custody Classification System; Facility Security and Control; Funds and Personal Property; Hold Rooms in Detention Facilities; Post Orders; Searches of Detainees; Use of Force and Restraints; Special Management Unit; Staff-Detainee Communication; Sexual Abuse and Assault Prevention and Intervention); Order (Disciplinary System); Care (Food Service; Hunger Strikes; Medical Care; Personal Hygiene; Significant Self-Harm and Suicide Prevention and Intervention; Terminal Illness and Death; Disability Identification, Assessment, and Accommodation); Activities (Correspondence and Other Mail; Recreation; Religious Practices; Telephone Access; Visitation; Voluntary Work Program); Justice*

(*Detainee Handbook; Grievance System; Law Libraries and Legal Materials; Legal Rights and Group Presentations*) and *Administration and Management* (Detention Files; Detainee Transfers).

Compliance with these Detention Standards would initially be required as part of the Special Use Permit. By referencing the Detention Standards—ICE contractual requirements that are not authored by the City—the City would not and does not intend to actually or substantially control how CoreCivic provides immigrant detention services on behalf of ICE (the Federal government). However, compliance with the Detention Standards will better-help ensure the protection of the public health, safety, and welfare, which is a legitimate governmental interest of the City.

However, such standards may change or perhaps be waived by ICE. Therefore, the Special Use Permit would also require that—in addition to accreditation—CoreCivic comply with certain “Expected Practices” established by the American Correctional Association (ACA).

The American Correctional Association publishes the above-described manual (which totals 268 pages) that outlines a number of Performance Standards that would both protect the public health, safety, and welfare, and also prevent a recurrence of the problems that were identified by, among others, the United States District Court for the District of Kansas when CoreCivic previously operated the Facility.

Performance Standard categories include: *Safety* (Protection from Injury and Illness; Vehicle Safety; Emergency Preparedness/Response); *Security* (Protection from Harm; Use of Physical Force; Contraband; Etc.); *Order* (Inmate Discipline); *Care* (Food Service; Hygiene; Continuum of Health Care Services; Health Services Staff); *Program and Activity* (Inmate Opportunities for Improvement; Family and Community Ties; Programs); *Justice* (Inmate Rights; Fair Treatment of Inmates; Due Process for Inmates; Inmate Responsibility); and *Administration and Management* (Legal Status; Recruitment, Retention, and Promotion; Staff Ethics; Facility Administration; Staff Treatment; Community Relations).

The ACA describes the Performance Standards as “What is to occur—the condition to be achieved.” The Expected Practices are described by the ACA as follows: “How to achieve the condition. Activities which, if properly implemented according to protocols, contribute to achievement.” It is Staff’s opinion that CoreCivic’s commitment to the Expected Practices can and advance the public health, safety, and welfare of the surrounding community.

By referencing the Expected Practices—industry standards not authored by the City—the City would not and does not intend to actually or substantially control how CoreCivic provides immigrant detention services on behalf of ICE (the Federal government) or other detention authorities. Rather, the Expected Practices would be equally applicable regardless of the contracting detention authority or the type of detainees being held (e.g., State prisoners or detainees). However, compliance with the Expected Practices will better-help ensure the protection of the public health, safety, and welfare, which is a legitimate governmental interest of the City.

4. CoreCivic will provide the City, its agents and employees, access to the Property and the Facility ~~at reasonable times and~~ within two (2) business days upon ~~reasonable~~ prior written notice to monitor compliance with the conditions of the Special Use Permit and the Performance Agreement (defined below) and to perform inspections as required to maintain proper licenses required for operation of the Facility. The City, its agents and employees, will be permitted to reasonably document such access and inspections; provided, that subject to City rights or obligations under applicable Laws, the City shall reasonably comply with such measures and protocols for the protection of detainee privacy and Facility security as may reasonably be required by CoreCivic and/or those entities with whom CoreCivic contracts to provide detention services (each, a “Detention Authority”); and further provided, that CoreCivic shall provide the City with written copies of such requirements, measures, and protocols for access and inspection currently in effect at the time of such request for access and inspection.

*This Condition strikes a balance between the City's obligations to enforce its laws and ordinances and to confirm compliance with its Development Regulations, and to address the Police concerns and public safety issues discussed above, with CoreCivic's reasonable requirements for security and detainee privacy and the manner in which the Federal government (ICE) contracts for the provision of immigrant detention services.*

**5. Only adults aged eighteen (18) and older may be detained in the Facility.**

*This Condition serves to ensure the health, welfare, and safety of children in the community. ICE generally does not handle the detention of unaccompanied minors, and it maintains designated family detention centers in other locations for families with children. CoreCivic has not proposed using the Facility as a family detention center or altering the Facility (which was formerly a jail) to accommodate the needs of children.*

**6. Within five (5) business days after written City request, CoreCivic will provide a roster to the City of all detainees at the Facility. City agrees that, to the extent permitted by law, such records may be held by the City as correctional records subject to K.S.A. 45-221(a)(29) of the Kansas open records act, as amended. Notwithstanding the foregoing, City acknowledges and agrees that roster release may be subject to prior consent of any applicable Detention Authority, and the period for CoreCivic's performance under this condition shall be extended for such longer time as is reasonably necessary to obtain such Detention Authority's consent, provided that CoreCivic has requested such consent and provided the City with a written copy of such request within the above-stated five (5) business days.**

*This Condition would serve to support compliance with other Conditions on number of detainees, their age, and required staffing levels. This will assist the City not only in monitoring the density of detainees and relative staffing levels, but also in carrying out its law enforcement duties. As Chief Kitchens discussed above, the City cannot effectively marshal evidence in support of investigating crimes without being able to preserve evidence, and it must be able to identify witnesses in order to do that.*

**7. The Special Use Permit will be issued for an initial term of ~~five (5)~~ **three (3)** years (commencing as of the effective date of the Special Use Permit) and, subject to the Development Regulations and any legislative or quasi-judicial determinations within the purview of the City and/or its governing body, shall be subject to continuation for additional terms of five (5) years. Nothing herein shall preclude the City from exercising its rights or remedies under the Development Regulations regarding review, payment of annual Special Use Permit fees under Sec. 2.04.C of the Development Regulations (such fee currently estimated at twenty-five dollars (\$25) per annum), discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations.**

*The City of Leavenworth does not have a history of large-scale or intensive-use special use permit applications or approvals. As a result, many special use permits are issued and renewed on annual bases (e.g., in-home daycares). However, given CoreCivic's investment in its Facility in Leavenworth, the levels of staffing, its contract with the Federal government (or potentially other detention authorities), and its history of operations in the City, Staff believes that a longer-term Special Use Permit is appropriate for the Property. CoreCivic has stated that its current contract with ICE has a five-year term.*

**8. As provided in CoreCivic's Letter of Intent to the City dated December 4, 2025, and submitted with its Special Use Permit application (the "Letter of Intent"), and unless otherwise ordered by a court of competent jurisdiction or unless the detainee resided in the City of Leavenworth at the time such detainee was detained, no detainees will be released directly into the City of Leavenworth. Except as set forth herein, all detainees processed through the Facility will be transported (or have their transportation arranged by CoreCivic, whether through a Detention Authority or otherwise) to Kansas City International Airport (MCI),**

Kansas City Union Station, or to the nearest office of the Detention Authority not located in the City of Leavenworth, Kansas.

*This Condition confirms CoreCivic's own statements, in its Letter of Intent, that: "No ICE detainees will be released into the Leavenworth community. All detainees who are processed through the facility will be transported to the nearest major transportation hub (i.e., the Kansas City International Airport (MCI)) or the ICE office in Kansas City."*

9. At any one time, the Facility shall not be used to detain or house more than 1,104 inmates or detainees, its rated capacity. Notwithstanding the foregoing, to accommodate a request for surge capacity, CoreCivic may detain or house inmates or detainees in excess of such capacity only upon prior written approval by the City of Leavenworth Fire Chief.

*Overcrowding of facilities presents significant public health, safety, and welfare concerns, including but not limited to fire and capacity concerns. This Condition protects the City's interests in life, health, and safety, and generally confirms CoreCivic's representations as to the maximum rated capacity for the Facility. See also CoreCivic's First Amended Petition, December 1, 2025, Case No. LV-2025-CV-00029, at ¶ 21 ("Pursuant to CoreCivic's agreement with ICE, CoreCivic will house approximately 1,000 noncitizens at MRRC ..."); CoreCivic's Letter of Intent to the City dated December 4, 2025 ("CoreCivic's contract with DHS/ICE will allow for CoreCivic to house approximately 1,000 detained noncitizens at the MRRC").*

10. CoreCivic shall have a staffing pattern to effectively staff the Facility in a safe and secure manner. The number, type and distribution of staff as described in the staffing pattern shall be maintained throughout the term of the Special Use Permit. Subject to the remaining provisions of this Condition No. 10, CoreCivic will staff the Facility (whether through employed staff, contracted staff, or otherwise) at a ratio of not less than 0.29 full-time employees or staff (FTEs) per 1.0 inmates or detainees. (By way of example only, assuming a full rated capacity of 1,104 inmates or detainees, and as provided in the Letter of Intent, CoreCivic will staff the Facility with no fewer than 320 FTEs. The number of FTEs may be proportionately lower than this requirement when the Facility is not fully occupied.) Staffing levels shall not fall below a monthly average of 80% of the requirements set forth in this Condition No. 10; however, the use of overtime and temporary staff may be used to fill vacant positions. CoreCivic shall maintain a competitive salary schedule for all personnel, comparable to the applicable U.S. Department of Labor Area Wide Wage Determination. CoreCivic will promptly provide information as the City may reasonably request to confirm compliance with this requirement (with names of employees partially redacted and SSNs fully redacted).

*Sufficient and adequate staffing is of the utmost importance in creating and maintaining a safe correctional environment. This Condition confirms CoreCivic's public comments, legal filings, and promises made regarding adequate staffing. See, e.g., CoreCivic's First Amended Petition, December 1, 2025, Case No. LV-2025-CV-00029, at ¶ 21 ("Pursuant to CoreCivic's agreement with ICE, [the MRRC] will be staffed with approximately 300 full-time employees with competitive pay and benefits"); CoreCivic's Letter of Intent to the City dated December 4, 2025 ("The building's footprint covers 192,000 square feet and will be staffed with approximately 320 FTEs").*

11. CoreCivic will ~~install, within six (6) months after the effective date of the Special Use Permit,~~ **have installed, prior to the holding of any detainees,** a new grinder pump pursuant to specifications approved by the City's Director of Public Works. CoreCivic will install and maintain, at CoreCivic's cost, equipment, personnel, materials, and supplies consistent with commercial industry standards to reasonably prevent negative impacts to the City's sanitary sewer and storm sewer facilities. CoreCivic will provide the City with prompt notice if CoreCivic has reason to believe that foreign objects, chemicals, or other materials have been disposed into City sanitary sewer or storm sewer facilities inappropriately.

*The purpose of this condition is to address the Public Works/Wastewater Treatment Plant Division concerns discussed above. As noted above, through this Condition and the Performance Agreement,*

*CoreCivic has shown a willingness to work with City Public Works to ensure property sewer infrastructure management, preventing further strain on City services.*

12. Within three (3) months after the effective date of the Special Use Permit, CoreCivic will install or re-install a tree-line buffer on the Property between the Facility and those properties located directly to the south of the Facility, with such plantings and caliper of trees as the City may reasonably require.

*As discussed above, a key factor in minimizing any impact on the residential subdivision to the south is landscaped screening. This Condition would help obscure the Facility from view and also act as a noise buffer. This will help reduce or eliminate impacts on such nearby residential areas.*

13. Within two (2) weeks after the effective date of the Special Use Permit, CoreCivic shall provide the City with any current contracts or agreements which CoreCivic has with any Detention Authority for detention services related to the Property or the Facility (each, a “Detention Agreement”). Thereafter, CoreCivic shall promptly provide the City with copies of any amendments to any Detention Agreement. The provision by CoreCivic of any Detention Agreement shall be subject to only such redactions as may be permitted by applicable open-records or freedom-of-information laws. CoreCivic shall promptly inform the City of any actions relating to any Detention Agreement that might impact CoreCivic’s authority to operate the Facility under the Special Use Permit. The City shall treat all Detention Agreements as confidential and shall not share or otherwise distribute any Detention Agreements without the express written consent of CoreCivic and, if required, the relevant Detention Authority, unless release or disclosure is otherwise required by law, including pursuant to an open records or freedom of information request, as reasonably determined by the City.

14. The Special Use Permit is subject to the terms and conditions of that certain “Performance Agreement” attached hereto as Attachment 1 and incorporated herein by this reference. The effectiveness of the Special Use Permit shall be contingent and dependent upon the execution by CoreCivic of the Performance Agreement.

*The Performance Agreement confirms the above-described Conditions as well as addresses in more detail public safety concerns raised by the Police Department, including those given above. As noted above, through this Condition and the Performance Agreement, clear protocols are established for law enforcement activities, including for calls of service, to ensure minimal disruption to the surrounding community and address any difficulties.*

*The Performance Agreement further confirms CoreCivic’s public comments, legal filings, and voluntary promises made regarding the impacts of CoreCivic’s operations on City Administration and Police services. See, e.g., CoreCivic’s First Amended Petition, December 1, 2025, Case No. LV-2025-CV-00029, at ¶ 23 (“CoreCivic has also committed to paying a one-time impact fee of \$1,000,000, a \$250,000 annual impact fee, and an additional \$150,000 annual impact fee to the Leavenworth Police Department. ...”).*

15. Nothing in this Special Use Permit or the Performance Agreement shall preclude the City from exercising its rights or remedies under the Development Regulations or applicable Laws regarding discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations, subject to such rights as to notices and/or hearings as to which CoreCivic may be entitled thereunder. Nothing in this Special Use Permit or the Performance Agreement shall be deemed a waiver by the City or the Leavenworth Police Department (“LPD”) of their ability to obtain and act on a search warrant or administrative search warrant for the purposes of ensuring compliance with the City’s Development Regulations or of the ability of the City or the LPD to act in accordance with applicable Laws in furtherance of any such search warrants.

**16. If any part, term, provision, or condition of this Special Use Permit or the Performance Agreement is held to be illegal, in conflict with any law or otherwise invalid, the remaining portion or portions shall be considered severable and not be affected by such determination, and the rights and obligations of the parties shall be construed and enforced as if the Special Use Permit and/or Performance Agreement did not contain the particular part, term or provisions held to be illegal or invalid.**

In addition, the Planning Commission recommended that corresponding changes be made to the form of Performance Agreement provided in the original staff report. Those revisions are also reflected (in redline form) in the form of Performance Agreement attached to this report.

At the Planning Commission meeting, representatives from CoreCivic indicated that they were agreeable to the revised Conditions.

### **ACTION/OPTIONS**

A detailed breakdown of the City Commission's options for action is provided on the following pages. Under K.S.A. 12-757(d), when the Planning Commission submits a recommendation of approval or disapproval, the City Commission may:

- (1)** Adopt such recommendation by ordinance and **approve** the Special Use Permit (see Sample Ordinance No. 1 attached). Adopting the recommendation would result in approving the Special Use Permit under the Conditions recommended for approval by the Planning Commission without any changes. Passage of such an ordinance would ultimately require the affirmative vote of three (3) members of the City Commission.
- (2) (a)** Override such recommendation by ordinance and **deny** the Special Use Permit (see Sample Ordinance No. 2 attached). As this matter is on the receipt of the Planning Commission's initial recommendation, a two-thirds (2/3) vote of the members of the City Commission would ultimately be required for passage (four (4) votes).
- (b)** Override such recommendation by ordinance and **approve by modifying** the Special Use Permit or its Conditions (see Sample Ordinance No. 3 attached). As this matter is on the receipt of the Planning Commission's initial recommendation, a two-thirds (2/3) vote of the members of the City Commission would ultimately be required for passage (four (4) votes).
- (3)** Return such recommendation to the Planning Commission with a statement specifying the basis for the City Commission's failure to approve or disapprove the Special Use Permit. Under K.S.A. 12-757(d), if the City Commission returns the Planning Commission's recommendation, the Planning Commission, after considering the same, may resubmit its original recommendation giving the reasons therefor or submit new and amended recommendation. Upon the receipt of such recommendation, the City Commission, by a simple majority thereof (three (3) votes), may adopt or may revise or amend and adopt such recommendation by ordinance, or it need take no further action thereon (which should be deemed a denial). That is, upon receiving the Planning Commission's recommendation a second time, the two-thirds (2/3) vote requirement for override or override by modification no longer applies.

The City Commission must affirmatively take one of these actions, ultimately. On receipt of the Planning Commission's initial recommendation, the City cannot end the process with a failed or deadlocked motion. *Austin Properties, LLC v. City of Shawnee, Kansas* 320 Kan. 226, 564 P.3d 1262 (2025). As examples only:

- If an ordinance denying the Special Use Permit (option (2)(a) above) does not receive four (4) votes, then the City Commission must vote on either option (1) (adopt), option (2)(b) (override and modify), or option (3) (remand) until one is successfully passed.

- Similarly, if an ordinance modifying the Special Use Permit recommendation of approval (option (2)(b) above) does not receive four (4) votes, then the City Commission must vote on either option (1) (adopt), option (2)(a) (override and deny), or option (3) (remand) until one is successfully passed.

The *Austin Properties* case—which only came out in 2025—is not clear as to how it would apply to cities that—as to ordinances—require both a first and second consideration. Under City Code Sec. 2-54(f):

... Consideration of ordinances cannot be passed on the date of introduction with exception of emergencies. The city commission shall determine and declare an emergency by a majority vote.

And, all of options (1), (2)(a), and (2)(b) above would require ordinances, normally requiring first and second consideration. However, the City Commission should be aware of the following (again, as examples only):

- If: a motion (on first consideration) to advance an ordinance denying the Special Use Permit for second consideration (option (2)(a) above) receives “consensus” approval, but that consensus is less than the four (4) votes that would ultimately be required to pass the ordinance; and if—at second consideration—the “consensus” vote number remains the same (less than 4 votes); then the ordinance on second consideration would not pass; and, in order to comply with *Austin Properties*, the City Commission—immediately following the second consideration vote—would need to consider motions on either option (1) (adopt), option (2)(b) (override and modify), or option (3) (remand) until one is successfully passed.
- Similarly, If: a motion (on first consideration) to advance an ordinance modifying approval of the Special Use Permit for second consideration (option (2)(b) above) receives “consensus” approval, but that consensus is less than the four (4) votes that would ultimately be required to pass the ordinance; and if—at second consideration—the “consensus” vote number remains the same (less than 4 votes); then the ordinance on second consideration would also not pass; and, in order to comply with *Austin Properties*, the City Commission—immediately following the second consideration vote—would need to consider motions on either option (1) (adopt), option (2)(a) (override and deny), or option (3) (remand) until one is successfully passed.

With the City’s use of first and second consideration of ordinances, depending on the result of the City Commission’s vote, the Commission could find itself facing “consensus” votes that may not ultimately be able to be passed on second consideration, increasing the time between final votes. The City Commission may consider the following options for proceeding:

- (1) Continue as the City has traditionally operated, with first consideration and second consideration ordinances, understanding that the provisions of the City Code generally prohibiting first and second consideration on the same evening may prolong any final determination;
- (2) Determine that holding first and second consideration votes on the same evening would be appropriate as an emergency;
- (3) Determine, for purposes of advancing an ordinance to second consideration, that any “consensus” to do so should at least equal the number of votes that would be required for passage upon second consideration.

Staff notes again that, should the matter be remanded back to the Planning Commission, then upon receiving the Planning Commission’s recommendation a second time, no two-thirds (2/3) vote requirements would apply.

**CITY COMMISSION ACTION/OPTIONS**  
**UPON RECEIPT OF PLANNING COMMISSION INITIAL RECOMMENDATION OF APPROVAL**

**1. ADOPT THE PLANNING COMMISSION'S RECOMMENDATION OF APPROVAL (APPROVE THE SPECIAL USE PERMIT WITH CONDITIONS PRESENTED BY THE PLANNING COMMISSION):**

See Sample Ordinance No. 1 attached.

- *Sample motion (First Consideration): "Based upon and having considered the Staff findings as stated in its reports to the Planning Commission and the City Commission, public comment received, the recommendation of the Planning Commission, and such other findings as made by the City Commission or its members as reflected in the record, I move that the Leavenworth City Commission place for second consideration Ordinance No. [REDACTED], adopting the Planning Commission's recommendation of approval of the application for Special Use Permit No. 2026-02-SUP, and granting the special use permit with Condition Nos. 1 through 16 as provided in such ordinance."  
(Consensus)*
- *Sample motion (Second Consideration): "Based upon and having considered the Staff findings as stated in its reports to the Planning Commission and the City Commission, public comment received, the recommendation of the Planning Commission, and such other findings as made by the City Commission or its members as reflected in the record, I move that the Leavenworth City Commission approve Ordinance No. [REDACTED], adopting the Planning Commission's recommendation of approval of the application for Special Use Permit No. 2026-02-SUP, with Condition Nos. 1 through 16 as provided in such ordinance."  
(Roll Call Vote; majority of Governing Body to pass (3 votes))*

**2. OVERRIDE THE PLANNING COMMISSION'S RECOMMENDATION OF APPROVAL (DENY THE SPECIAL USE PERMIT):**

See Sample Ordinance No. 2 attached.

- *Sample motion (First Consideration): "Based upon and having considered the Staff findings as stated in its reports to the Planning Commission and the City Commission, public comment received, and such other findings as made by the City Commission or its members as reflected in the record, I move that the Leavenworth City Commission place for second consideration Ordinance No. [REDACTED], overriding the Planning Commission's recommendation of approval of the application for Special Use Permit No. 2026-02-SUP and denying the special use permit."  
(Consensus)*
- *Sample motion (Second Consideration): "Based upon and having considered the Staff findings as stated in its reports to the Planning Commission and the City Commission, public comment received, and such other findings as made by the City Commission or its members as reflected in the record, I move that the Leavenworth City Commission approve Ordinance No. [REDACTED], overriding the Planning Commission's recommendation of approval of the application for Special Use Permit No. 2026-02-SUP and denying the special use permit."  
(Roll Call Vote; 2/3 super-majority vote to pass (4 votes))*

**3. OVERRIDE THE PLANNING COMMISSION'S RECOMMENDATION BY MODIFYING IT (E.G., CHANGE CONDITIONS OF APPROVAL) (APPROVE THE SPECIAL USE PERMIT AS MODIFIED):**

See Sample Ordinance No. 3 attached.

- *Sample motion (First Consideration): "Based upon and having considered the Staff findings as stated in its reports to the Planning Commission and the City Commission, public comment received, the recommendation of the Planning Commission, and such other findings as made by the City Commission or its members as reflected in the record, I move that the Leavenworth City Commission place for second consideration Ordinance No. [redacted], overriding (by modifying) the Planning Commission's recommendation of approval of the application for Special Use Permit No. 2026-02-SUP and the Conditions as presented by the Planning Commission, with the following changes [describe], and approving the special use permit subject to Condition Nos. 1 through [redacted] as so modified."*  
(Consensus)
- *Sample motion (Second Consideration): "I move that the Leavenworth City Commission approve Ordinance No. [redacted], overriding (by modifying) the Planning Commission's recommendation of approval of the application for Special Use Permit No. 2026-02-SUP and approving the special use permit with those modified Condition Nos. 1 through [redacted] as provided in such ordinance."*  
(Roll Call Vote; 2/3 super-majority vote to pass (4 votes))

**4. RETURN THE PLANNING COMMISSION'S RECOMMENDATION:**

Return the Planning Commission's recommendation to the Planning Commission with a statement specifying the basis for the City Commission's failure to approve or disapprove.

- *Sample motion: "I move that the Leavenworth City Commission return the Planning Commission's recommendation as to the application for Special Use Permit No. 2026-02-SUP for the following reasons [describe] and/or to advise or consider the following [describe]."*  
(Roll Call Vote; Majority of a quorum)

**ATTACHMENT 1 TO SPECIAL USE PERMIT TERMS AND CONDITIONS**

[Form of Performance Agreement]

**SPECIAL USE PERMIT PERFORMANCE AGREEMENT**

THIS SPECIAL USE PERMIT PERFORMANCE AGREEMENT (“Agreement”) is made and entered into effective as of the last date of signature indicated below (the “Effective Date”) by and between the **City of Leavenworth, Kansas**, a Kansas municipal corporation (the “City”), and **CoreCivic, Inc.**, a Maryland corporation (“CoreCivic”), with its principal offices located at 5501 Virginia Way, Suite 110, Brentwood, Tennessee 37027.

**WHEREAS**, the City is a Kansas municipality with the powers of home rule pursuant to Article 12, Section 5, of the Constitution of the State of Kansas, and pursuant thereto and pursuant to the authority of K.S.A. 12-741 *et seq.*, the City has adopted City-wide zoning and development regulations (the “Development Regulations”) for the protection of the public health, safety, and welfare, and which provide, among other things, for the issuance of special use permits for the operation of a “jail” or “prison” within the City; and

**WHEREAS**, CoreCivic is the owner of certain real property located at 100 Highway Terrace, Leavenworth, Kansas, Parcel ID No. 052-094-18-0-20-01-002.00-0 (the “Property”), upon which CoreCivic intends to operate a private detention facility (jail or prison) commonly known as the Midwest Regional Reception Center (the “Facility”); and

**WHEREAS**, CoreCivic intends to utilize the Facility to house certain detainees, including but not limited to those pursuant to one or more separate agreements (each, a “Detention Agreement”) between CoreCivic and certain entities with whom CoreCivic contracts to provide detention services (e.g., the U.S. Department of Homeland Security, Immigration and Customs Enforcement (“ICE”) (each, a “Detention Authority”); and

**WHEREAS**, CoreCivic applied for a special use permit to operate a jail or prison at the Facility and from the Property (the “Special Use Permit”); and

**WHEREAS**, contemporaneously herewith, the governing body of the City has approved the Special Use Permit subject to certain conditions set forth therein (the provisions of which Special Use Permit are incorporated herein by this reference, and to which CoreCivic has agreed), including the condition that the effectiveness of the Special Use Permit is subject to and dependent upon the execution of this Agreement; and

**WHEREAS**, CoreCivic and the City recognize that the use of the Facility for jail or prison purposes requires certain special or additional services from the City and the purpose of this Agreement is to accommodate such services and recognize the additional obligations imposed on the City; and

**WHEREAS**, it is mutually deemed sound, desirable, practicable, and beneficial for the parties to enter into this Agreement to render assistance to one another to maintain safety, security, and control in accordance with the purpose and these terms set out herein, and this Agreement is entered into in furtherance of the protection of the public health, safety, and welfare;

**NOW, THEREFORE**, in consideration of the mutual promises and covenants contained herein, CoreCivic and the City hereby agree as follows:

1. Incorporation of Recitals. The above recitals are hereby incorporated and made a part of this Agreement by this reference as if completely set forth in this Agreement.

2. Special Use Permit Conditions.

(a) CoreCivic shall operate the Property and the Facility in accordance with the Special Use Permit, the City’s Development Regulations, and all applicable federal, state, and local laws (collectively, “Laws”) related to the Property and the Facility. CoreCivic shall obtain and maintain all proper licenses required for operation of the Facility.

(b) Promptly following the effective date of the Special Use Permit, CoreCivic will diligently pursue accreditation of the Facility from the American Correction Association (ACA) Commission on Accreditation for Corrections. CoreCivic shall achieve such accreditation within eighteen (18) months of the effective date of the Special Use Permit and provide the City with a copy of the certificate of accreditation documenting the same.

(c) CoreCivic shall operate the Property and the Facility (i) in accordance with the National Detention Standards promulgated by the U.S. Department of Homeland Security, Immigration and Customs Enforcement (Revised 2025) or such standards as may be required by any current or subsequent Detention Agreement, and (ii) in accordance with the “Expected Practices” set forth in the Performance-Based Standards and Expected Practices for Adult Local Detention Facilities, 5th Ed. (May 2023), published by the American Correctional Association, as the same may be amended.

(d) CoreCivic will provide the City, its agents and employees, access to the Property and the Facility ~~at reasonable times and~~ within two (2) business days upon ~~reasonable~~ prior written notice to monitor compliance with the conditions of the Special Use Permit and this Performance Agreement and to perform inspections as required to maintain proper licenses required for operation of the Facility. The City, its agents and employees, will be permitted to reasonably document such access and inspections; provided, that subject to City rights or obligations under applicable Laws, the City shall reasonably comply with such measures and protocols for the protection of detainee privacy and Facility security as may reasonably be required by CoreCivic and/or any Detention Authority; and further provided, that CoreCivic shall provide the City with written copies of such requirements, measures, and protocols for access and inspection currently in effect at the time of such request for access and inspection.

(e) Only adults aged eighteen (18) and older may be detained in the Facility.

(f) Within five (5) business days after written City request, CoreCivic will provide a roster to the City of all detainees at the Facility. City agrees that, to the extent permitted by law, such records may be held by the City as correctional records subject to K.S.A. 45-221(a)(29) of the Kansas open records act, as amended. Notwithstanding the foregoing, City acknowledges and agrees that roster release may be subject to prior consent of any applicable Detention Authority, and the period for CoreCivic’s performance under this condition shall be extended for such longer time as is reasonably necessary to obtain such Detention Authority’s consent, provided that CoreCivic has requested such consent and provided the City with a written copy of such request within the above-stated five (5) business days.

(g) As provided in CoreCivic’s Letter of Intent to the City dated December 4, 2025, and submitted with its Special Use Permit application (the “Letter of Intent”), and unless otherwise ordered by a court of competent jurisdiction or unless the detainee resided in the City of Leavenworth at the time such detainee was detained, no detainees will be released directly into the City of Leavenworth. Except as set forth herein, all detainees processed through the Facility will be transported (or have their transportation arranged by CoreCivic, whether through a Detention Authority or otherwise) to Kansas City International Airport (MCI), Kansas City Union Station, or to the nearest office of the Detention Authority not located in the City of Leavenworth, Kansas.

(h) CoreCivic agrees that, at any one time, the Facility shall not be used to detain or house more than 1,104 inmates or detainees, its rated capacity. Notwithstanding the foregoing, to accommodate a request for surge capacity, CoreCivic may detain or house inmates or detainees in excess of such capacity only upon prior written approval by the City of Leavenworth Fire Chief.

(i) CoreCivic shall maintain a staffing pattern that will effectively staff the Facility in a safe and secure manner. The number, type and distribution of staff as described in the staffing pattern shall be maintained throughout the term of the Special Use Permit. Subject to the remaining provisions of this Section 2(i), CoreCivic will staff the Facility (whether through employed staff, contracted staff, or otherwise) at a ratio of not less than 0.29 full-time employees (FTEs) per 1.0 inmate or detainee. (By way of example only, assuming a full rated capacity of 1,104 inmates or detainees, CoreCivic will staff the Facility with no fewer than 320 FTEs. This number may be proportionately lower than this requirement when the Facility is not fully occupied.) Staffing levels shall not fall below a monthly average of 80% of the requirements set forth in this Section 2(i); however, the use of overtime and temporary staff may be used to fill vacant positions. CoreCivic shall maintain a competitive salary schedule for all personnel, comparable to the applicable U.S. Department of Labor Area Wide Wage Determination. CoreCivic

will promptly provide information as the City may reasonably request to confirm compliance with this requirement (with names of employees partially redacted and SSNs fully redacted).

(j) CoreCivic will ~~install, within six (6) months after the effective date of the Special Use Permit, have installed, prior to the holding of any detainees,~~ a new grinder pump pursuant to specifications approved by the City's Director of Public Works. CoreCivic will install and maintain, at CoreCivic's cost, equipment, personnel, materials, and supplies consistent with commercial industry standards to reasonably prevent negative impacts to the City's sanitary sewer and storm sewer facilities. CoreCivic will provide the City with prompt notice if CoreCivic has reason to believe that foreign objects, chemicals, or other materials have been disposed into City sanitary sewer or storm sewer facilities inappropriately.

(k) Within three (3) months after the effective date of the Special Use Permit, CoreCivic will install or re-install a tree-line buffer on the Property between the Facility and those properties located directly to the south of the Facility, with such plantings and caliper of trees as the City may reasonably require.

(l) Within two (2) weeks after the effective date of the Special Use Permit, CoreCivic shall provide the City with any current Detention Agreement(s). Thereafter, CoreCivic shall promptly provide the City with copies of any amendments to any Detention Agreement. The provision by CoreCivic of any Detention Agreement shall be subject to only such redactions as may be permitted by applicable open-records or freedom-of-information laws. CoreCivic shall promptly inform the City of any actions relating to any Detention Agreement that might impact CoreCivic's authority to operate the Facility under the Special Use Permit. The City shall treat all Detention Agreements as confidential and shall not share or otherwise distribute any Detention Agreements without the express written consent of CoreCivic and, if required, the relevant Detention Authority, unless release or disclosure is otherwise required by law, including pursuant to an open records or freedom of information request, as reasonably determined by the City.

### 3. Police Department Provisions.

(a) Within ninety (90) days after the Effective Date of this Agreement, CoreCivic will implement an emergency response plan for the Facility in accordance with standards promulgated by the American Correctional Association (ACA). In the event of an incident occurring at the Facility, CoreCivic, through an appointed and designated liaison who is trained to notify law enforcement agencies and request resources (the "Facility Liaison"), will promptly contact the City and the Leavenworth Police Department ("LPD"). Notwithstanding anything in this Agreement to the contrary, the City and LPD do not guarantee that any services, personnel, or equipment will be available to respond to any incident.

(b) CoreCivic and the Facility Liaison shall promptly communicate with the City and LPD regarding any list provided to CoreCivic for inmates or detainees who need to be transported to make an appearance in the City's Municipal Court. CoreCivic and the Facility Liaison will work with the City and LPD to make sure that inmates or detainees are transported to Municipal Court as requested. CoreCivic shall make the City and LPD aware of any inmates or detainees who are no longer at the Facility once the list of court appearances is presented to CoreCivic.

(c) CoreCivic shall cooperate with criminal investigations conducted by LPD. The City understands that any Detention Authority may require Facility residents to receive prior approval of such Detention Authority before LPD can visit with them. CoreCivic will use its best efforts to provide prompt notification and coordination services so that the City and LPD may conduct prompt, thorough, objective, and fair investigations, which includes interviewing both alleged victims and perpetrators. If a CoreCivic employee is the alleged victim of a crime, CoreCivic will cooperate with the City and the LPD to provide access to the victim and any witnesses with reasonable promptness in a manner that does not compromise the safety of CoreCivic employees, inmates, residents or City/LPD officers, employees, or agents. CoreCivic shall encourage staff to comply with requests of the City/LPD if they report alleged crimes to the City/LPD. If a resident or detainee is involved in an alleged crime at the Facility but is scheduled to be deported, CoreCivic shall inform the City/LPD of this in a timely manner.

(d) If City or LPD officers, employees, or agents are called to or otherwise determine that they must access the Property or Facility to investigate criminal activity, CoreCivic will provide such officers, employees, and agents with reasonably-expedited security screening. Such officers, employees, and agents shall

be directed to leave weapons in their vehicles or in a lock box at the Facility. Such officers, employees, and agents may be checked for contraband via routine measures. City/LPD officers, employees, and agents shall be allowed to retain and wear their footwear and body-worn cameras after a security check, and to bring in such other photographic instruments, computers, and phones as may be reasonably necessary in order for City/LPD officers, employees, and agents to conduct their work.

(e) If City/LPD officers, employees, or agents are called to or otherwise determine that they must access the Property or the Facility to investigate criminal activity, CoreCivic shall provide the City/LPD with access to videos of the incidents upon request. City and LPD acknowledge that a Detention Authority may have ownership interests in video footage produced at the Facility. CoreCivic shall ensure that video footage of any event is preserved and shall promptly seek permission to make a copy for the City/LPD from such Detention Authority if requested.

(f) CoreCivic understands the importance of communication with all levels of law enforcement in the event of an emergency. The ability to communicate quickly and efficiently increases the probability of success in any given crisis. In the case of a riot, hostage situation, or other serious disturbance, CoreCivic shall immediately notify local, state, and federal law enforcement officials including LPD. The ultimate responsibility for any incident or escape shall be determined by responding law enforcement agencies. CoreCivic affirms its commitment to communicate with and support all responding law enforcement agencies in emergency situations at the Facility.

#### 4. Administrative Fees and Police Service Fees.

(a) Within five (5) days after the Effective Date, and in order to compensate the City for the City's incremental costs associated with operation of the Facility, CoreCivic has offered and shall pay to the City a one-time fee of \$1,500,000.00 (US).

(b) During the term of this Agreement, CoreCivic has offered and shall pay to the City a monthly impact fee of \$12,500.00 (\$150,000.00 per annum) for the routine law enforcement support provided by the LPD for the Facility. Such amounts shall be due and payable in advance commencing on the Effective Date and then, thereafter, on or before the first (1st) day of each calendar month thereafter. Payments for any partial months shall be prorated on a per diem basis. Notwithstanding the foregoing, during such times as CoreCivic is not housing any inmates or detainees at the Facility, CoreCivic shall not be required to pay any fees pursuant to this Section 4(b). CoreCivic shall promptly notify the City when it is not housing any inmates or detainees and when it commences or recommences the housing of inmates or detainees.

(c) During the term of this Agreement, CoreCivic has offered and shall pay to the City a monthly impact fee of \$20,833.33 (\$250,000.00 per annum) as an additional administrative fee for the City's administration of the Special Use Permit and this Agreement, and to compensate the City for the City's incremental costs associated with operation of the Facility. Such amounts shall be due and payable in advance commencing on the Effective Date and then, thereafter, on or before the first (1st) day of each calendar month thereafter. Payments for any partial months shall be prorated on a per diem basis. Notwithstanding the foregoing, during such times as CoreCivic is not housing any inmates or detainees at the Facility, CoreCivic shall not be required to pay any fees pursuant to this Section 4(c). CoreCivic shall promptly notify the City when it is not housing any inmates or detainees and when it commences or recommences the housing of inmates or detainees.

5. Term. Unless earlier terminated, this Agreement shall be for the duration of the Special Use Permit and shall terminate without further action of the City or CoreCivic upon the termination of the Special Use Permit by the City or CoreCivic or upon the expiration of the Special Use Permit, whichever occurs earlier. Provided this Agreement is still in effect upon the fifth anniversary of the Effective Date of this Agreement, and at least every five (5) calendar years thereafter, and upon any Special Use Permit renewal application filed by CoreCivic, the City and CoreCivic shall meet in good faith to review the terms of this Agreement.

6. Event of Default. Subject to the Development Regulations, a violation or breach of this Agreement that continues for a period of thirty (30) days after written notice thereof is given by City to CoreCivic shall constitute an event of default ("Event of Default") under this Agreement.

7. Remedies. If any Event of Default shall have occurred, City shall have the following rights and remedies, in addition to any other rights and remedies provided under the Special Use Permit, the Development Regulations, and other applicable laws:

(a) The City shall have the right to terminate this Agreement or terminate CoreCivic's rights under this Agreement. The City may also rescind and/or revoke the Special Use Permit in accordance with such processes as may be set forth in the Development Regulations.

(b) The City may pursue any available remedy at law or in equity by suit, action, mandamus, injunction, or other proceeding to enforce the duties and obligations of CoreCivic as set forth in this Agreement; to enforce or preserve any other rights or interests of the City under this Agreement or otherwise existing at law or in equity and to recover any damages incurred by the City resulting from such Event of Default. Provided, however, that the reservation by the City of its right to seek the recovery of damages shall not be construed as an acknowledgement by the City that it has an adequate legal remedy.

(c) Nothing in this Agreement shall require an Event of Default under this Agreement by CoreCivic as a condition precedent to the City taking such actions as to the Property, the Facility, and/or the Special Use Permit as may be allowed or provided for under the Special Use Permit, the Development Regulations, and other applicable Laws to enforce the provisions of the Special Use Permit.

8. Indemnity. To the fullest extent permitted by law, CoreCivic shall indemnify, defend, and hold harmless the City, its officers, employees, and governing body members, from liability and any claims, suits, costs, losses, judgments, and damages, including reasonable attorneys' fees, as determined in a non-appealable final determination by a court of competent jurisdiction, arising from or related to CoreCivic's ownership or operation of the Facility (including but not limited to any habeas corpus or Section 1983/Bivens action brought by a detainee of the Facility), and/or CoreCivic's acts and/or omissions in the performance of the Special Use Permit, this Agreement, or any Detention Agreement. Nothing herein shall be construed to require CoreCivic to defend or indemnify any party for any claims, lawsuits, damages, expenses, costs, or losses arising from (i) the acts or omissions of the City, its departments, its officers, agents or employees, or (ii) allegations regarding the City's authority to enter into this Agreement. The provisions of this Section 8 shall survive termination or expiration of this Agreement.

9. Non-Waiver. Nothing herein shall preclude the City from exercising its rights or remedies under the Development Regulations or applicable Laws regarding discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations, subject to such rights as to notices and/or hearings as to which CoreCivic may be entitled thereunder. Nothing in this Agreement shall be deemed a waiver by the City or the LPD of their ability to obtain and act on a search warrant or administrative search warrant for the purposes of ensuring compliance with the City's Development Regulations or of the ability of the City or the LPD to act in accordance with applicable Laws in furtherance of any such search warrants.

10. Representations and Warranties:

(a) CoreCivic represents and warrants to the City that: (i) the execution, delivery, and performance by CoreCivic of this Agreement have been duly authorized by all necessary action of CoreCivic; (ii) this Agreement is the legal, valid and binding obligation of CoreCivic, enforceable against CoreCivic in accordance with the terms hereof; and (iii) the provisions of the Special Use Permit and this Performance Agreement do not and will not conflict with any provision of any Detention Agreement.

(b) City represents and warrants to CoreCivic that: (i) the execution, delivery, and performance by the City of this Agreement have been duly authorized by all necessary action of the City; and (ii) this Agreement is the legal, valid and binding obligation of the City, enforceable against the City in accordance with the terms hereof;

11. Run with the Land. This Agreement shall be binding on and inure to the benefit of the parties hereto and their respective heirs and permitted successors and assigns and shall run with the land constituting the Property. The City shall be permitted to record a memorandum describing this Agreement in the land records of Leavenworth

County, Kansas, in the form attached hereto as Exhibit A. Notwithstanding the foregoing, this Agreement may not be assigned by CoreCivic, in whole or in part, without the prior written consent of the City, which consent may be withheld in the City's sole discretion, and any such assignment without the consent of the City shall be null and void and of no force or effect.

12. Notices. All notices sent pursuant to this Agreement shall be given in writing and shall be delivered (a) in person, (b) by certified mail, postage prepaid, return receipt requested, (c) by email, or (d) by commercial overnight courier that guarantees next day delivery and provides a receipt, and such notices shall be addressed as follows:

**City:** City of Leavenworth, Kansas  
City Manager  
100 N. 5th Street  
Leavenworth, Kansas 66048  
[Scott.Peterson@leavenworthks.gov](mailto:Scott.Peterson@leavenworthks.gov)

**CoreCivic:** Cole Carter  
General Counsel  
CoreCivic  
5501 Virginia Way, Suite 110  
Brentwood, TN 37027  
[Cole.Carter@CoreCivic.com](mailto:Cole.Carter@CoreCivic.com)

13. Miscellaneous. The provisions of this Agreement are for the sole benefit of the parties hereto and shall not be construed as conferring any rights on any other person or entity, including detainees housed pursuant to any Detention Agreement. This Agreement shall be interpreted by the laws of the State of Kansas, and courts within Kansas shall preside over any legal action filed to enforce or interpret this Agreement. This Agreement shall not be altered, changed, or amended except in writing executed by both parties. Together with the Special Use Permit, this Agreement incorporates all the agreements, covenants, and understandings between the parties. Other than the Special Use Permit, no prior contract or understandings, verbal or otherwise, of the parties and/or their agents shall be valid or enforceable unless embodied in this Agreement. No waiver of any breach of the terms or conditions of this Agreement shall be a waiver of any other or subsequent breach, nor shall any waiver be valid or binding unless the same shall be in writing signed by the party charged. The parties agree that this Agreement shall be construed as if all parties and their counsel jointly prepared this Agreement and any rules of construction to the contrary are hereby specifically waived by each party. If any part, term, provision, or condition of this Agreement is held to be illegal, in conflict with any law or otherwise invalid, the remaining portion or portions shall be considered severable and not be affected by such determination, and the rights and obligations of the parties shall be construed and enforced as if this Agreement did not contain the particular part, term or provisions held to be illegal or invalid.

IN WITNESS WHEREOF, the parties have executed this Agreement effective as of the Effective Date.

**CITY OF LEAVENWORTH, KANSAS**

**CORECIVIC, INC.**

By: \_\_\_\_\_  
Scott Peterson  
City Manager

By: \_\_\_\_\_  
Printed Name: \_\_\_\_\_

Date: \_\_\_\_\_

Title: \_\_\_\_\_

**ATTEST:**

Date: \_\_\_\_\_

By: \_\_\_\_\_  
Sarah Bodensteiner, CMC  
City Clerk



Memorandum shall not be construed to interpret, vary, or modify the terms, covenants, conditions, and provisions of the Performance Agreement and, in the event of any conflict between the terms hereof and the terms of the Performance Agreement, the terms of the Performance Agreement shall be exclusively controlling.

IN WITNESS WHEREOF, the City has executed this Memorandum as of the day and year written below.

**CITY OF LEAVENWORTH, KANSAS**

By: \_\_\_\_\_

Printed Name: \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

On this \_\_\_\_ day of \_\_\_\_\_, 2026, before me, a Notary Public in and for said state, personally appeared [insert name] \_\_\_\_\_, who being by me duly sworn did say that (s)he is the [insert title] \_\_\_\_\_ of the City of Leavenworth, Kansas, a Kansas municipal corporation, and that the within instrument was signed and sealed in behalf of said municipal corporation by authority of its governing body, and acknowledged said instrument to be the free act and deed of said municipal corporation for the purposes therein stated.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed my official seal the day and year last above written.

\_\_\_\_\_  
Notary Public (signature)

\_\_\_\_\_  
Notary Public (printed name)

My Commission Expires:  
\_\_\_\_\_

**SAMPLE ORDINANCE NO. 1**

*(Summary Published in the Leavenworth Times on \_\_\_\_\_, 2026)*

**ORDINANCE NO. \_\_\_\_\_**

**AN ORDINANCE ADOPTING THE RECOMMENDATION OF THE PLANNING COMMISSION TO GRANT OR APPROVE THE ISSUANCE OF A SPECIAL USE PERMIT FOR A JAIL OR PRISON IN THE I-2 ZONING DISTRICT, LOCATED AT 100 HIGHWAY TERRACE.**

**WHEREAS**, CoreCivic, Inc., as applicant and as owner, filed with the City of Leavenworth, Kansas (the “City”), an application for a special use permit (2026-02-SUP) to operate a jail or prison (the “Facility”) at that certain real property commonly known and numbered as 100 Highway Terrace, Leavenworth, Kansas, and more particularly described as parcel ID no. 052-094-18-0-20-01-002.00-0, and legally described as LEAV INDUST PARK, S18, T09, R22E, ACRES 19.79, LTS 2-8 BLK 5 LV INDUSTRIAL PAK & LTS 2,4 & 6 BLK 4 BREWER PLACE REPLAT BLKS 3 & 4 LV INDUSTRIAL PARK & VAC HYW TERR (the “Property”); and

**WHEREAS**, the City Planning Commission, after fully complying with the requirements of the ordinances of the City of Leavenworth, Kansas held a public hearing on the 2nd day of February, 2026, in the Commission Chambers, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas, the official date and time for which was as published in the Leavenworth Times newspaper on the 7th day of January, 2026, and notice of which public hearing was mailed on the 7th day of January, 2026, to all property owners as required to be notified by mail under applicable law; and

**WHEREAS**, after conclusion of the public hearing, and following motion(s) properly made, seconded, and voted upon, the Planning Commission voted 5 to 1 to recommend approval of the special use permit to the Governing Body of the City subject to certain conditions as more particularly set forth in the Planning Commission’s recommendation; and

**WHEREAS**, pursuant to K.S.A. 12-757(d), when the Planning Commission submits a recommendation of approval, the Governing Body of the City of Leavenworth, Kansas, may adopt the Planning Commission’s recommendation of approval by ordinance; and

**WHEREAS**, after consideration of the application, the evidence, and testimony presented to the Governing Body and/or the Planning Commission, including but not limited to those standards for issuance of a special use permit as set forth in Sec. 2.04 of the Development Regulations of the City, and for those reasons set forth in the staff reports and/or minutes or records of proceedings of the Planning Commission and/or the Governing Body (the terms of which are incorporated herein by this reference), upon a motion made, duly seconded, and passed by a majority vote of the membership of the Governing Body, the Governing Body has determined to adopt the recommendation of approval from the Planning Commission and, with this ordinance, hereby approves and grants the special use permit that is the subject of the above-described application as to the Property, subject to the conditions set forth below and in this ordinance.

**NOW, THEREFORE, BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF LEAVENWORTH, KANSAS:**

**Section 1.** That the above recitals are hereby incorporated into this ordinance as if more particularly set forth herein.

**Section 2.** That the above-described recommendation of approval by the Planning Commission is hereby adopted such that a special use permit (“Special Use Permit”) for a jail or prison shall be and is hereby granted as to the Property and the Facility, subject to the conditions set forth below and in this ordinance.

**Section 3.** That the Special Use Permit is and shall be subject to the following conditions. Such conditions are necessary and reasonable for the legitimate governmental purposes of protecting the public health, safety, and welfare, including but not limited to those set forth in the City’s Development Regulations. As used herein, the term “CoreCivic” shall mean the applicant (CoreCivic, Inc.) and any current or future owner or operator of the Property and/or the Facility located thereon.

1. CoreCivic shall operate the Property and the Facility in accordance with the Special Use Permit, the City’s Development Regulations, and all applicable federal, state, and local laws (collectively, “Laws”) related to the Property and the Facility. CoreCivic shall obtain and maintain all proper licenses required for operation of the Facility.
2. Promptly following the effective date of the Special Use Permit, CoreCivic will diligently pursue accreditation of the Facility from the American Correction Association (ACA) Commission on Accreditation for Corrections. CoreCivic shall achieve such accreditation within eighteen (18) months of the effective date of the Special Use Permit and provide the City with a copy of the certificate of accreditation documenting the same.
3. CoreCivic shall operate the Property and the Facility (i) in accordance with the National Detention Standards promulgated by the U.S. Department of Homeland Security, Immigration and Customs Enforcement (Revised 2025) or such standards as may be required by any current or subsequent Detention Agreement, and (ii) in accordance with the “Expected Practices” set forth in the Performance-Based Standards and Expected Practices for Adult Local Detention Facilities, 5th Ed. (May 2023), published by the American Correctional Association, as the same may be amended.
4. CoreCivic will provide the City, its agents and employees, access to the Property and the Facility within two (2) business days upon reasonable prior written notice to monitor compliance with the conditions of the Special Use Permit and the Performance Agreement (defined below) and to perform inspections as required to maintain proper licenses required for operation of the Facility. The City, its agents and employees, will be permitted to reasonably document such access and inspections; provided, that subject to City rights or obligations under applicable Laws, the City shall reasonably comply with such measures and protocols for the protection of detainee privacy and Facility security as may reasonably be required by CoreCivic and/or those entities with whom CoreCivic contracts to provide detention services (each, a “Detention Authority”); and further provided, that CoreCivic shall provide the City with written copies of such requirements, measures, and protocols for access and inspection currently in effect at the time of such request for access and inspection.
5. Only adults aged eighteen (18) and older may be detained in the Facility.
6. Within five (5) business days after written City request, CoreCivic will provide a roster to the City of all detainees at the Facility. City agrees that, to the extent permitted by law, such records may be held by the City as correctional records subject to K.S.A. 45-221(a)(29) of the Kansas open records act, as amended. Notwithstanding the foregoing, City acknowledges and agrees that roster release may be subject to prior consent of any applicable Detention Authority, and the period for CoreCivic’s performance under this condition shall be extended for such longer time as is reasonably necessary to obtain such Detention Authority’s consent, provided that CoreCivic has requested such consent and provided the City with a written copy of such request within the above-stated five (5) business days.
7. The Special Use Permit will be issued for an initial term of three (3) years (commencing as of the effective date of the Special Use Permit) and, subject to the Development Regulations and any legislative or quasi-judicial determinations within the purview of the City and/or its governing body, shall be subject to continuation for additional terms of five (5) years. Nothing herein shall preclude the City from exercising its rights or remedies under the Development Regulations regarding review, payment of annual Special Use Permit fees under Sec. 2.04.C of the Development Regulations (such fee currently estimated at twenty-five dollars (\$25) per annum), discontinuance, violation,

revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations.

8. As provided in CoreCivic's Letter of Intent to the City dated December 4, 2025, and submitted with its Special Use Permit application (the "Letter of Intent"), and unless otherwise ordered by a court of competent jurisdiction or unless the detainee resided in the City of Leavenworth at the time such detainee was detained, no detainees will be released directly into the City of Leavenworth. Except as set forth herein, all detainees processed through the Facility will be transported (or have their transportation arranged by CoreCivic, whether through a Detention Authority or otherwise) to Kansas City International Airport (MCI), Kansas City Union Station, or to the nearest office of the Detention Authority not located in the City of Leavenworth, Kansas.
9. At any one time, the Facility shall not be used to detain or house more than 1,104 inmates or detainees, its rated capacity. Notwithstanding the foregoing, to accommodate a request for surge capacity, CoreCivic may detain or house inmates or detainees in excess of such capacity only upon prior written approval by the City of Leavenworth Fire Chief.
10. CoreCivic shall have a staffing pattern to effectively staff the Facility in a safe and secure manner. The number, type and distribution of staff as described in the staffing pattern shall be maintained throughout the term of the Special Use Permit. Subject to the remaining provisions of this Condition No. 10, CoreCivic will staff the Facility (whether through employed staff, contracted staff, or otherwise) at a ratio of not less than 0.29 full-time employees or staff (FTEs) per 1.0 inmates or detainees. (By way of example only, assuming a full rated capacity of 1,104 inmates or detainees, and as provided in the Letter of Intent, CoreCivic will staff the Facility with no fewer than 320 FTEs. The number of FTEs may be proportionately lower than this requirement when the Facility is not fully occupied.) Staffing levels shall not fall below a monthly average of 80% of the requirements set forth in this Condition No. 10; however, the use of overtime and temporary staff may be used to fill vacant positions. CoreCivic shall maintain a competitive salary schedule for all personnel, comparable to the applicable U.S. Department of Labor Area Wide Wage Determination. CoreCivic will promptly provide information as the City may reasonably request to confirm compliance with this requirement (with names of employees partially redacted and SSNs fully redacted).
11. CoreCivic will have installed, prior to the holding of any detainees, a new grinder pump pursuant to specifications approved by the City's Director of Public Works. CoreCivic will install and maintain, at CoreCivic's cost, equipment, personnel, materials, and supplies consistent with commercial industry standards to reasonably prevent negative impacts to the City's sanitary sewer and storm sewer facilities. CoreCivic will provide the City with prompt notice if CoreCivic has reason to believe that foreign objects, chemicals, or other materials have been disposed into City sanitary sewer or storm sewer facilities inappropriately.
12. Within three (3) months after the effective date of the Special Use Permit, CoreCivic will install or re-install a tree-line buffer on the Property between the Facility and those properties located directly to the south of the Facility, with such plantings and caliper of trees as the City may reasonably require.
13. Within two (2) weeks after the effective date of the Special Use Permit, CoreCivic shall provide the City with any current contracts or agreements which CoreCivic has with any Detention Authority for detention services related to the Property or the Facility (each, a "Detention Agreement"). Thereafter, CoreCivic shall promptly provide the City with copies of any amendments to any Detention Agreement. The provision by CoreCivic of any Detention Agreement shall be subject to only such redactions as may be permitted by applicable open-records or freedom-of-information laws. CoreCivic shall promptly inform the City of any actions relating to any Detention Agreement that might impact CoreCivic's authority to operate the Facility under the Special Use Permit. The City shall treat all Detention Agreements as confidential and shall not share or otherwise distribute any Detention Agreements without the express written consent of CoreCivic and, if required, the

relevant Detention Authority, unless release or disclosure is otherwise required by law, including pursuant to an open records or freedom of information request, as reasonably determined by the City.

14. The Special Use Permit is subject to the terms and conditions of that certain “Performance Agreement” attached hereto as Attachment 1 and incorporated herein by this reference. The effectiveness of the Special Use Permit shall be contingent and dependent upon the execution by CoreCivic of the Performance Agreement.
15. Nothing in this Special Use Permit or the Performance Agreement shall preclude the City from exercising its rights or remedies under the Development Regulations or applicable Laws regarding discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations, subject to such rights as to notices and/or hearings as to which CoreCivic may be entitled thereunder. Nothing in this Special Use Permit or the Performance Agreement shall be deemed a waiver by the City or the Leavenworth Police Department (“LPD”) of their ability to obtain and act on a search warrant or administrative search warrant for the purposes of ensuring compliance with the City’s Development Regulations or of the ability of the City or the LPD to act in accordance with applicable Laws in furtherance of any such search warrants.
16. If any part, term, provision, or condition of this Special Use Permit or the Performance Agreement is held to be illegal, in conflict with any law or otherwise invalid, the remaining portion or portions shall be considered severable and not be affected by such determination, and the rights and obligations of the parties shall be construed and enforced as if the Special Use Permit and/or Performance Agreement did not contain the particular part, term or provisions held to be illegal or invalid.

**Section 4.** That the Performance Agreement is hereby approved and the Mayor, City Manager, and other appropriate City staff are hereby authorized and directed to execute the Performance Agreement on behalf of the City.

**Section 5.** That, subject to Section 3.13 above (Condition No. 13), this ordinance shall take effect and be in force from and after its passage, approval, and publication in the official City newspaper of the City of Leavenworth, Kansas, as provided by law.

**PASSED AND APPROVED** by a majority vote of the membership of the Leavenworth City Commission on this \_\_\_\_ day of \_\_\_\_\_, 2026.

\_\_\_\_\_  
Nancy Bauder, Mayor

**ATTEST:**

\_\_\_\_\_  
Sarah Bodensteiner, CMC, City Clerk

*[Exhibits and Attachments to Follow in Final Ordinance]*

**SAMPLE ORDINANCE NO.2**

*(Summary Published in the Leavenworth Times on \_\_\_\_\_, 2026)*

**ORDINANCE NO. \_\_\_\_\_**

**AN ORDINANCE OVERRIDING THE RECOMMENDATION OF THE PLANNING COMMISSION TO GRANT OR APPROVE THE ISSUANCE OF A SPECIAL USE PERMIT, AND DENYING THE ISSUANCE OF A SPECIAL USE PERMIT FOR A JAIL OR PRISON IN THE I-2 ZONING DISTRICT, LOCATED AT 100 HIGHWAY TERRACE.**

**WHEREAS**, CoreCivic, Inc., as applicant and as owner, filed with the City of Leavenworth, Kansas (the “City”), an application for a special use permit (2026-02-SUP) to operate a jail or prison (the “Facility”) at that certain real property commonly known and numbered as 100 Highway Terrace, Leavenworth, Kansas, and more particularly described as parcel ID no. 052-094-18-0-20-01-002.00-0, and legally described as LEAV INDUST PARK, S18, T09, R22E, ACRES 19.79, LTS 2-8 BLK 5 LV INDUSTRIAL PAK & LTS 2,4 & 6 BLK 4 BREWER PLACE REPLAT BLKS 3 & 4 LV INDUSTRIAL PARK & VAC HYW TERR (the “Property”); and

**WHEREAS**, the City Planning Commission, after fully complying with the requirements of the ordinances of the City of Leavenworth, Kansas held a public hearing on the 2nd day of February, 2026, in the Commission Chambers, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas, the official date and time for which was as published in the Leavenworth Times newspaper on the 7th day of January, 2026, and notice of which public hearing was mailed on the 7th day of January, 2026, to all property owners as required to be notified by mail under applicable law; and

**WHEREAS**, after conclusion of the public hearing, and following motion(s) properly made, seconded, and voted upon, the Planning Commission voted 5 to 1 to recommend approval of the special use permit to the Governing Body of the City subject to certain conditions as more particularly set forth in the Planning Commission’s recommendation; and

**WHEREAS**, pursuant to K.S.A. 12-757(d), when the Planning Commission submits a recommendation of approval, the Governing Body of the City of Leavenworth, Kansas, may override the Planning Commission’s recommendation of approval by a two-thirds (2/3) vote of the membership of the Governing Body; and

**WHEREAS**, after consideration of the application, the evidence, and testimony presented to the Governing Body and/or the Planning Commission, including but not limited to those standards for issuance of a special use permit as set forth in Sec. 2.04 of the Development Regulations of the City, and for those reasons set forth in the minutes or records of proceedings of the Governing Body (the terms of which are incorporated herein by this reference), upon a motion made, duly seconded, and passed by a two-thirds majority vote of the membership of the Governing Body, the Governing Body has determined to override the recommendation of approval from the Planning Commission and, with this ordinance, hereby denies the special use permit that is the subject of the above-described application as to the Property.

**NOW, THEREFORE, BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF LEAVENWORTH, KANSAS:**

**Section 1.** That the above recitals are hereby incorporated into this ordinance as if more particularly set forth herein.

**Section 2.** That the above-described recommendation of approval by the Planning Commission is hereby overridden such that a special use permit (“Special Use Permit”) for a jail or prison shall be and is hereby denied and shall not be issued as to the Property and the Facility.

**Section 3.** That this ordinance shall take effect and be in force from and after its passage, approval, and publication in the official City newspaper of the City of Leavenworth, Kansas, as provided by law.

**PASSED AND APPROVED** by a two-thirds majority vote of the membership of the Leavenworth City Commission on this \_\_\_\_ day of \_\_\_\_\_, 2026.

\_\_\_\_\_  
Nancy Bauder, Mayor

**ATTEST:**

\_\_\_\_\_  
Sarah Bodensteiner, CMC, City Clerk

**SAMPLE ORDINANCE NO. 3**

*(Summary Published in the Leavenworth Times on \_\_\_\_\_, 2026)*

**ORDINANCE NO. \_\_\_\_\_**

**AN ORDINANCE OVERRIDING THE RECOMMENDATION OF THE PLANNING COMMISSION TO GRANT OR APPROVE THE ISSUANCE OF A SPECIAL USE PERMIT BY MODIFYING OR AMENDING SUCH RECOMMENDATION AND APPROVING THE ISSUANCE OF A SPECIAL USE PERMIT FOR A JAIL OR PRISON IN THE I-2 ZONING DISTRICT, LOCATED AT 100 HIGHWAY TERRACE.**

**WHEREAS**, CoreCivic, Inc., as applicant and as owner, filed with the City of Leavenworth, Kansas (the “City”), an application for a special use permit (2026-02-SUP) to operate a jail or prison (the “Facility”) at that certain real property commonly known and numbered as 100 Highway Terrace, Leavenworth, Kansas, and more particularly described as parcel ID no. 052-094-18-0-20-01-002.00-0, and legally described as LEAV INDUST PARK, S18, T09, R22E, ACRES 19.79, LTS 2-8 BLK 5 LV INDUSTRIAL PAK & LTS 2,4 & 6 BLK 4 BREWER PLACE REPLAT BLKS 3 & 4 LV INDUSTRIAL PARK & VAC HYW TERR (the “Property”); and

**WHEREAS**, the City Planning Commission, after fully complying with the requirements of the ordinances of the City of Leavenworth, Kansas held a public hearing on the 2nd day of February, 2026, in the Commission Chambers, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas, the official date and time for which was as published in the Leavenworth Times newspaper on the 7th day of January, 2026, and notice of which public hearing was mailed on the 7th day of January, 2026, to all property owners as required to be notified by mail under applicable law; and

**WHEREAS**, after conclusion of the public hearing, and following motion(s) properly made, seconded, and voted upon, the Planning Commission voted 5 to 1 to recommend approval of the special use permit to the Governing Body of the City subject to certain conditions as more particularly set forth in the Planning Commission’s recommendation; and

**WHEREAS**, pursuant to K.S.A. 12-757(d), when the Planning Commission submits a recommendation of approval, the Governing Body of the City of Leavenworth, Kansas, may override (modify) the Planning Commission’s recommendation of approval by a two-thirds (2/3) vote of the membership of the Governing Body; and

**WHEREAS**, after consideration of the application, the evidence, and testimony presented to the Governing Body and/or the Planning Commission, including but not limited to those standards for issuance of a special use permit as set forth in Sec. 2.04 of the Development Regulations of the City, and for those reasons set forth in the minutes or records of proceedings of the Governing Body (the terms of which are incorporated herein by this reference), upon a motion made, duly seconded, and passed by a two-thirds majority vote of the membership of the Governing Body, the Governing Body has determined to override (by modifying) the recommendation of approval from the Planning Commission and, with this ordinance, hereby approves and grants the special use permit that is the subject of the above-described application as to the Property, subject to the conditions set forth below and in this ordinance.

**NOW, THEREFORE, BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF LEAVENWORTH, KANSAS:**

**Section 1.** That the above recitals are hereby incorporated into this ordinance as if more particularly set forth herein.

**Section 2.** That the above-described recommendation of approval by the Planning Commission is hereby overridden (by modification) such that a special use permit (“Special Use Permit”) for a jail or prison shall be and is hereby granted as to the Property and the Facility, subject to the conditions set forth below and in this ordinance.

**Section 3.** That the Special Use Permit is and shall be subject to the following conditions. Such conditions are necessary and reasonable for the legitimate governmental purposes of protecting the public health, safety, and welfare, including but not limited to those set forth in the City’s Development Regulations. As used herein, the term “CoreCivic” shall mean the applicant (CoreCivic, Inc.) and any current or future owner or operator of the Property and/or the Facility located thereon.

1. CoreCivic shall operate the Property and the Facility in accordance with the Special Use Permit, the City’s Development Regulations, and all applicable federal, state, and local laws (collectively, “Laws”) related to the Property and the Facility. CoreCivic shall obtain and maintain all proper licenses required for operation of the Facility.
2. Promptly following the effective date of the Special Use Permit, CoreCivic will diligently pursue accreditation of the Facility from the American Correction Association (ACA) Commission on Accreditation for Corrections. CoreCivic shall achieve such accreditation within eighteen (18) months of the effective date of the Special Use Permit and provide the City with a copy of the certificate of accreditation documenting the same.
3. CoreCivic shall operate the Property and the Facility (i) in accordance with the National Detention Standards promulgated by the U.S. Department of Homeland Security, Immigration and Customs Enforcement (Revised 2025) or such standards as may be required by any current or subsequent Detention Agreement, and (ii) in accordance with the “Expected Practices” set forth in the Performance-Based Standards and Expected Practices for Adult Local Detention Facilities, 5th Ed. (May 2023), published by the American Correctional Association, as the same may be amended.
4. CoreCivic will provide the City, its agents and employees, access to the Property and the Facility within two (2) business days upon reasonable prior written notice to monitor compliance with the conditions of the Special Use Permit and the Performance Agreement (defined below) and to perform inspections as required to maintain proper licenses required for operation of the Facility. The City, its agents and employees, will be permitted to reasonably document such access and inspections; provided, that subject to City rights or obligations under applicable Laws, the City shall reasonably comply with such measures and protocols for the protection of detainee privacy and Facility security as may reasonably be required by CoreCivic and/or those entities with whom CoreCivic contracts to provide detention services (each, a “Detention Authority”); and further provided, that CoreCivic shall provide the City with written copies of such requirements, measures, and protocols for access and inspection currently in effect at the time of such request for access and inspection.
5. Only adults aged eighteen (18) and older may be detained in the Facility.
6. Within five (5) business days after written City request, CoreCivic will provide a roster to the City of all detainees at the Facility. City agrees that, to the extent permitted by law, such records may be held by the City as correctional records subject to K.S.A. 45-221(a)(29) of the Kansas open records act, as amended. Notwithstanding the foregoing, City acknowledges and agrees that roster release may be subject to prior consent of any applicable Detention Authority, and the period for CoreCivic’s performance under this condition shall be extended for such longer time as is reasonably necessary to obtain such Detention Authority’s consent, provided that CoreCivic has requested such consent and provided the City with a written copy of such request within the above-stated five (5) business days.
7. The Special Use Permit will be issued for an initial term of three (3) years (commencing as of the effective date of the Special Use Permit) and, subject to the Development Regulations and any legislative or quasi-judicial determinations within the purview of the City and/or its governing body, shall be subject to continuation for additional terms of five (5) years. Nothing herein shall preclude the City from exercising its rights or remedies under the Development Regulations regarding review, payment of annual Special Use Permit fees under Sec. 2.04.C of the Development Regulations (such fee currently estimated at twenty-five dollars (\$25) per annum), discontinuance, violation,

revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations.

8. As provided in CoreCivic's Letter of Intent to the City dated December 4, 2025, and submitted with its Special Use Permit application (the "Letter of Intent"), and unless otherwise ordered by a court of competent jurisdiction or unless the detainee resided in the City of Leavenworth at the time such detainee was detained, no detainees will be released directly into the City of Leavenworth. Except as set forth herein, all detainees processed through the Facility will be transported (or have their transportation arranged by CoreCivic, whether through a Detention Authority or otherwise) to Kansas City International Airport (MCI), Kansas City Union Station, or to the nearest office of the Detention Authority not located in the City of Leavenworth, Kansas.
9. At any one time, the Facility shall not be used to detain or house more than 1,104 inmates or detainees, its rated capacity. Notwithstanding the foregoing, to accommodate a request for surge capacity, CoreCivic may detain or house inmates or detainees in excess of such capacity only upon prior written approval by the City of Leavenworth Fire Chief.
10. CoreCivic shall have a staffing pattern to effectively staff the Facility in a safe and secure manner. The number, type and distribution of staff as described in the staffing pattern shall be maintained throughout the term of the Special Use Permit. Subject to the remaining provisions of this Condition No. 10, CoreCivic will staff the Facility (whether through employed staff, contracted staff, or otherwise) at a ratio of not less than 0.29 full-time employees or staff (FTEs) per 1.0 inmates or detainees. (By way of example only, assuming a full rated capacity of 1,104 inmates or detainees, and as provided in the Letter of Intent, CoreCivic will staff the Facility with no fewer than 320 FTEs. The number of FTEs may be proportionately lower than this requirement when the Facility is not fully occupied.) Staffing levels shall not fall below a monthly average of 80% of the requirements set forth in this Condition No. 10; however, the use of overtime and temporary staff may be used to fill vacant positions. CoreCivic shall maintain a competitive salary schedule for all personnel, comparable to the applicable U.S. Department of Labor Area Wide Wage Determination. CoreCivic will promptly provide information as the City may reasonably request to confirm compliance with this requirement (with names of employees partially redacted and SSNs fully redacted).
11. CoreCivic will have installed, prior to the holding of any detainees, a new grinder pump pursuant to specifications approved by the City's Director of Public Works. CoreCivic will install and maintain, at CoreCivic's cost, equipment, personnel, materials, and supplies consistent with commercial industry standards to reasonably prevent negative impacts to the City's sanitary sewer and storm sewer facilities. CoreCivic will provide the City with prompt notice if CoreCivic has reason to believe that foreign objects, chemicals, or other materials have been disposed into City sanitary sewer or storm sewer facilities inappropriately.
12. Within three (3) months after the effective date of the Special Use Permit, CoreCivic will install or re-install a tree-line buffer on the Property between the Facility and those properties located directly to the south of the Facility, with such plantings and caliper of trees as the City may reasonably require.
13. Within two (2) weeks after the effective date of the Special Use Permit, CoreCivic shall provide the City with any current contracts or agreements which CoreCivic has with any Detention Authority for detention services related to the Property or the Facility (each, a "Detention Agreement"). Thereafter, CoreCivic shall promptly provide the City with copies of any amendments to any Detention Agreement. The provision by CoreCivic of any Detention Agreement shall be subject to only such redactions as may be permitted by applicable open-records or freedom-of-information laws. CoreCivic shall promptly inform the City of any actions relating to any Detention Agreement that might impact CoreCivic's authority to operate the Facility under the Special Use Permit. The City shall treat all Detention Agreements as confidential and shall not share or otherwise distribute any Detention Agreements without the express written consent of CoreCivic and, if required, the

relevant Detention Authority, unless release or disclosure is otherwise required by law, including pursuant to an open records or freedom of information request, as reasonably determined by the City.

14. The Special Use Permit is subject to the terms and conditions of that certain “Performance Agreement” attached hereto as Attachment 1 and incorporated herein by this reference. The effectiveness of the Special Use Permit shall be contingent and dependent upon the execution by CoreCivic of the Performance Agreement.
15. Nothing in this Special Use Permit or the Performance Agreement shall preclude the City from exercising its rights or remedies under the Development Regulations or applicable Laws regarding discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations, subject to such rights as to notices and/or hearings as to which CoreCivic may be entitled thereunder. Nothing in this Special Use Permit or the Performance Agreement shall be deemed a waiver by the City or the Leavenworth Police Department (“LPD”) of their ability to obtain and act on a search warrant or administrative search warrant for the purposes of ensuring compliance with the City’s Development Regulations or of the ability of the City or the LPD to act in accordance with applicable Laws in furtherance of any such search warrants.
16. If any part, term, provision, or condition of this Special Use Permit or the Performance Agreement is held to be illegal, in conflict with any law or otherwise invalid, the remaining portion or portions shall be considered severable and not be affected by such determination, and the rights and obligations of the parties shall be construed and enforced as if the Special Use Permit and/or Performance Agreement did not contain the particular part, term or provisions held to be illegal or invalid.
17. [Placeholder for new Conditions.]

**Section 4.** That the Performance Agreement is hereby approved and the Mayor, City Manager, and other appropriate City staff are hereby authorized and directed to execute the Performance Agreement on behalf of the City.

**Section 5.** That, subject to Section 3.13 above (Condition No. 13), this ordinance shall take effect and be in force from and after its passage, approval, and publication in the official City newspaper of the City of Leavenworth, Kansas, as provided by law.

**PASSED AND APPROVED** by a two-thirds majority vote of the membership of the Leavenworth City Commission on this \_\_\_\_ day of \_\_\_\_\_, 2026.

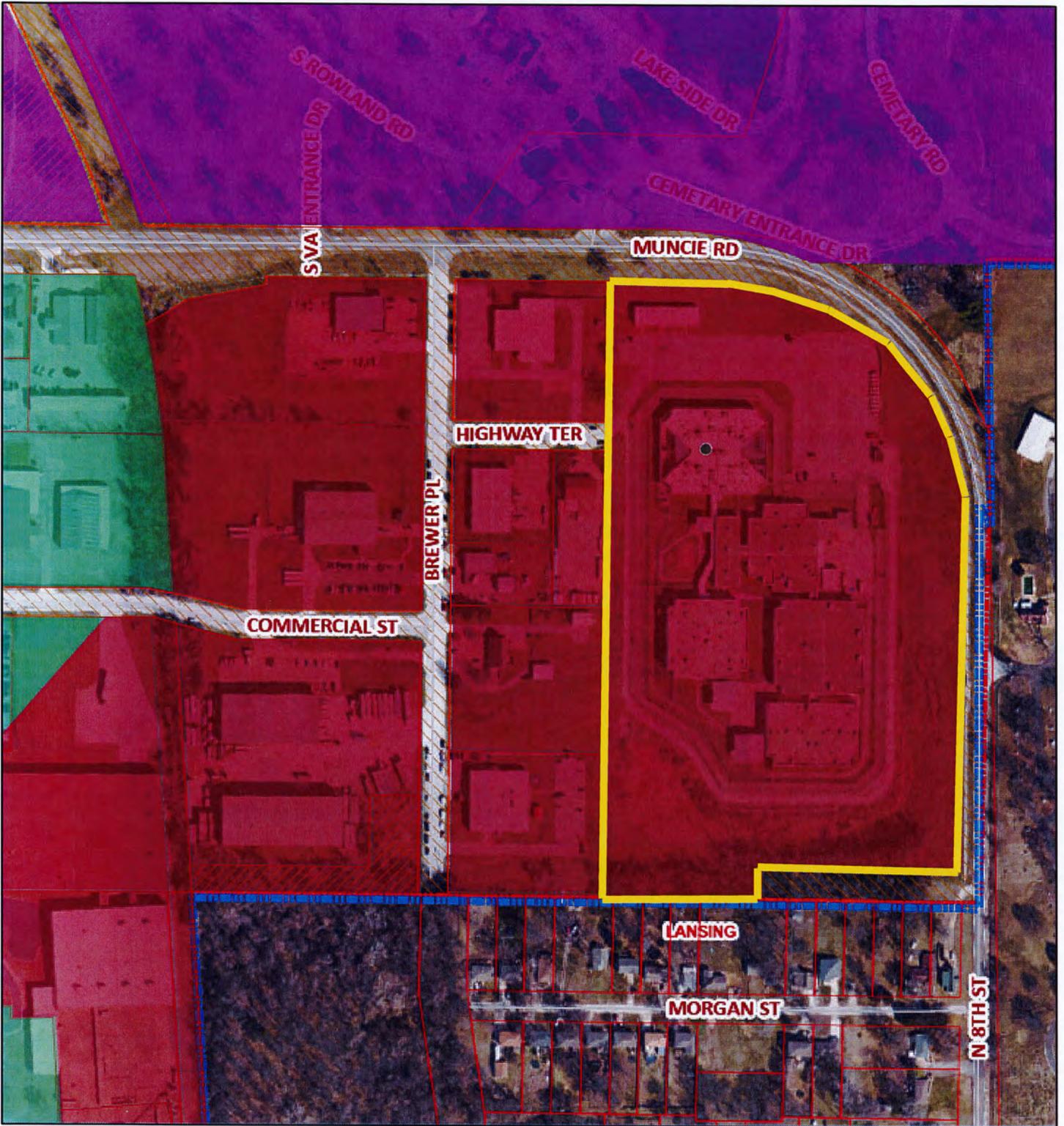
\_\_\_\_\_  
Nancy Bauder, Mayor

**ATTEST:**

\_\_\_\_\_  
Sarah Bodensteiner, CMC, City Clerk

*[Exhibits and Attachments to Follow in Final Ordinance]*

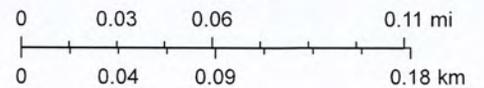
# 2026-02 SUP - Future Land Use Map



1/30/2026, 8:59:06 AM

1:4,514

- Override 1
- Commercial
- Industrial
- Public/Semi-Public
- Single-Family
- Parcels (City Owned)
- Parcels\_Current
- Lansing City Limits
- Leavenworth City Limits
- City Right-of-Way
- RoadCenterline



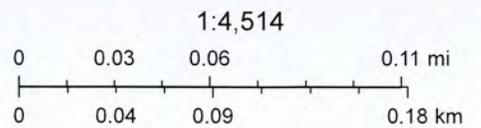
Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community

# 2026-02 SUP - 100 Highway Terrace



1/30/2026, 8:49:34 AM

- Override 1
- Parcels (City Owned)
- Parcels\_Current
- Lansing City Limits
- Leavenworth City Limits
- City Right-of-Way
- RoadCenterline



Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community

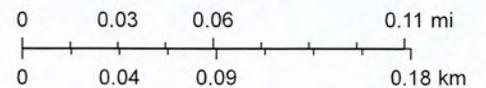
# 2026-02 SUP - Zoning



1/30/2026, 8:54:36 AM

1:4,514

- Override 1
- Parcels\_Current
- Zoning\_CURRENT
- GBD
- Lansing City Limits
- I-2
- Leavenworth City Limits
- R1-9
- 89 Parcels (City Owned)
- City Right-of-Way
- RoadCenterline



Esri, HERE, Garmin, (c) OpenStreetMap contributors, and the GIS user community

**CITY OF LEAVENWORTH PLANNING COMMISSION**  
**COMMISSION CHAMBERS, CITY HALL**  
100 N 5<sup>th</sup> Street, Leavenworth, Kansas 66048  
**REGULAR SESSION**  
**Monday, January 5, 2026**  
6:00 PM

---

**CALL TO ORDER:**

**Commissioners Present**

Ted Davis  
Ken Bateman  
Bill Waugh  
Don Homan  
Mark Preisinger  
Sherry Hanson

**Commissioners Absent**

Dennis Hund

**City Staff Present**

Scott Peterson  
David Waters  
Kim Portillo  
Michelle Baragary

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

**APPROVAL OF MINUTES – January 5, 2026**

Chairman Ken Bateman asked for questions, comments or a motion on the January 5, 2026 minutes presented for approval. Commissioner Stephens moved to approve the minutes as presented, seconded by Commissioner Homan and approved by a vote of 6-0.

**OLD BUSINESS:**

None

**NEW BUSINESS:**

**1. WELCOME NEW MEMBER – TED DAVIS**

Planning Director Kim Portillo introduced Ted Davis as a newly appointed member of the Planning Commission.

**2. 2026-02 SUP – 100 HIGHWAY TERRACE**

Conduct a public hearing for Case No. 2026-02 SUP 100 Hwy Ter., wherein the applicant is requesting a Special Use Permit to allow a detention center in the I-2 (Heavy Industrial District) zoning district.

Chairman Bateman called for the staff report.

Planning Director Kim Portillo stated this item is to allow a Jail or Prison in the I-2 Heavy Industrial Zoning District. The subject property is approximately 20 acres in size and was previously used as a correctional facility. The proposed facility will house approximately 1000 detainees and have approximately 300 employees. The current zoning of I-2 Heavy Industrial requires a special use permit for the requested use. The Future Land Use is designated as industrial. The site borders city limits with the City of Lansing. Surrounding uses include a mix of industrial and institutional uses with the VA cemetery to the north, a private cemetery to the east, residential to the south separated by landscape buffering, and a mix of light and heavy industrial uses such as warehousing and office to the west.

City Manager Scott Peterson reviewed the procedural history of application and Golden Criteria. In 2012, the City passed Ordinance No. 7911 amending the City's then-effective Development Regulations to, among other things, require a special use permit to operate a "jail" or "prison" within the City. Prior to and after the City's 2012 revisions to the Development Regulations, CoreCivic operated a detention facility ("jail" or "prison") known as the Leavenworth Detention Center.

Prior to the 2012 revisions to the Development Regulations, CoreCivic was not required to obtain a special use permit. After the enactment of the 2012 revisions to the Development Regulations, and when CoreCivic was formerly housing detainees at its Leavenworth Facility, it did not require an issued special use permit because the use of its Property as a "jail" or "prison" was "grandfathered" pursuant to Sect. 1.05.E.2 of the Development Regulations, which provides:

*Status of existing legal uses designated as special uses.* Any existing legal use at the effective date of these development regulations which is designated as a special use by these development regulations shall be deemed as an existing special use and a lawful conforming use.

Therefore, after the enactment of the 2012 revisions to the Development Regulations, CoreCivic's use of the Property as a jail or prison was deemed to be lawful and conforming as a special use or as if CoreCivic had a valid special use permit, subject to the terms of the Development Regulations.

Sec. 2.04.C of the City's Development Regulations states as follows:

*Discontinuance or violation of permit conditions.* A special use permit may be granted by and continued annually by the city commission. The continuation of a special use permit exists with the property as long as such special use permit is used in accordance with its original intended and approved purpose and the annual SUP fee is paid. Any discontinuance of more than 12 months, violation of permit conditions, or failure to pay a fee may enable the city commission to administratively rescind a special use permit.

Sect. 1.05.D.8 of the Development Regulations states as follows:

*Abandonment or discontinuance.* When a nonconforming use is abandoned for a period of 24 consecutive months any subsequent use or occupancy of such land after this period shall comply with the regulations of the zoning district in which such land is located.

CoreCivic stopped housing detainees at the Property and the Facility on or about January 1, 2022, and CoreCivic has not housed detainees there since that time.

In 2024, CoreCivic began engaging in conversations with the City about the possibility of CoreCivic housing detainees at the Property pursuant to a contract or other arrangement it claimed to have or for which it claimed to have been negotiating with ICE. On February 21, 2025, CoreCivic applied to the City for a special use permit for use of the Property as a detention center (“jail” or “prison”).

The City scheduled a hearing before the Planning Commission for April 7, 2025, to consider CoreCivic’s application, and then two hearings before the City Commission on May 13, and 27, 2025, respectively, for the City Commission to consider CoreCivic’s application. However, on March 13, 2025, CoreCivic withdrew its application, taking the position that it did not need a special use permit.

On the basis that CoreCivic had discontinued its use of the Property as a jail or prison on or about January 1, 2022, and that such discontinuance had continued for more than twelve (12) months (as provided in Sec. 2.04.C of the Development Regulations), on March 25, 2025 (and also pursuant to Development Regulations Sect. 2.04.C), the City Commission passed and adopted Resolution No. B-2394 which administratively rescinded any right CoreCivic has or would have had to use the Property as a jail or prison pursuant to a special use permit.

Resolution No. B-2394 further stated that, on the basis that CoreCivic had abandoned its use of the Property as a jail or prison on or about January 1, 2022, and that such abandonment had continued for a period of more than twenty-four (24) consecutive months (as provided in Sect. 1.05.D.8 of the Development Regulations), and to the extent use of the Property as jail or prison could be deemed to be or to have been a lawful nonconforming use, any such use of the Property was no longer a lawful nonconforming use.

Various instances of litigation between the City and CoreCivic then ensued. On June 4, 2025, the Leavenworth County District Court issued a temporary injunction against CoreCivic, stating, in relevant part:

CoreCivic, Inc., is hereby temporarily enjoined, pending a full determination on the merits, from operating a jail or prison, as those terms are defined in the City Development Regulations, at its property located at 100 Highway Terrace, unless and until it obtains a Special Use Permit from the City of Leavenworth or it is otherwise expressly permitted to use the property for jail or prison purposes by this Court or another court of competent jurisdiction.

CoreCivic subsequently appealed the temporary injunction to the Kansas Court of Appeals. Oral arguments before the Court of Appeals are scheduled to be held on February 10, 2026.

On December 4, 2025, CoreCivic filed this current application for a Special Use Permit. CoreCivic again states that it would be housing detainees at the Property pursuant to a contract or other arrangement it claims to have with ICE. It is important to note, however, that CoreCivic is not ICE. Rather, CoreCivic is a private corporation and a federal contractor to ICE. Although CoreCivic has not advised the City of any other contractual relationships, CoreCivic could, conceivably, contract with other detention authorities such as the State of Kansas.

On January 7th, 2026, notification of the February 2, 2026, public hearing before the Planning Commission was sent to property owners within 200 feet (as to City limits) and 1,000 feet (as to outside of the City limits) of the subject Property, as required by Kansas statute. Notice of the public hearing was also published in the Leavenworth Times on January 7, 2026, as required by law.

Mr. Peterson read out loud sections from a memorandum prepared by Police Chief Pat Kitchens, detailing previous issues police encountered when dealing with the previous detention center operated by CoreCivic. Sections read aloud from the memorandum include;

*"In the last several years of the Facility's operation before it closed at the end of 2021, the Leavenworth Police Department encountered many significant problems in responding to reports of crimes, including violent felonies, at the Facility. Due to frequent changes in leadership at CoreCivic, we had difficulty getting these problems addressed. Some of the difficulties we faced are described below.*

*The Leavenworth Police Department needs immediate access to the Facility to properly investigate crimes. Despite this, officers had a difficult time accessing the facility after receiving reports of crimes. Whether officers would be permitted to enter depended entirely on who was in charge. Officers often were not allowed access at all and had to conduct interviews outside of the Facility's gate.*

*CoreCivic failed repeatedly to report significant crimes that occurred on the Property until a significant time passed after they occurred, often several days and sometimes months later. In one instance in November 2018, CoreCivic failed to report a death of an inmate to City Police for six days.*

*Police need a standard protocol that allows officers to obtain video evidence from detention facilities without a subpoena. The procedure for obtaining video evidence from CoreCivic was problematic. The rules changed frequently, and again, they seemed to be different depending on who was on duty."*

Mr. Peterson also read testimony from Tim Guardado, Superintendent for the City's Wastewater Treatment Plant Division. Sections read aloud include:

*"From 2017 through 2021, the Wastewater Division received at least four separate calls from concerned citizens regarding malfunctions at the Facility, and the City was required to submit three Wastewater Incident Reports to the KDHE due to sewage spilling onto the ground.*

*The Facility uses "grinder pumps" to process its waste. When the grinder pumps malfunction, the Facility bypasses this equipment and redirects excess debris into the City's sewer system. The excess debris includes sheets, rags, and other large pieces of waste material that the City's sewage system is not designed to handle.*

*This occurs upstream from the City's Select Lift Station ("Lift Station"), which is a critical infrastructure component for managing the City's sewage system. As the bypassed debris from the Facility flows downstream, it often gets caught in the impellers of the pumps at the Lift Station. This has led to numerous calls to City staff at all hours of the day to address the issues."*

Mr. Peterson stated that the special use permit has been reviewed in accordance with the Golden Factors, derived from a court case, Golden V. City of Overland Park. Staff's analysis of the Golden Factors is as follows:

- The character of the neighborhood.

*The character of the neighborhood is predominantly institutional and industrial in nature, with limited residential located to the south. Properties to the north and east consist of cemetery uses, including a federally owned VA cemetery and a privately owned cemetery. These uses are low-intensity and generate minimal daily activity. The area to the west is characterized by heavy industrial zoning and uses, including service-oriented businesses, warehouses, and offices.*

*Single-family residential zoning and uses exist to the south; however, they are separated from the subject property by grade transitions and a wooded buffer.*

*The subject property itself has historically been used for institutional purposes, including a former correctional facility. The historical presence of a correctional facility contributes to the established institutional character of the area. The proposed detention facility would be consistent with the established pattern of development and would not introduce a new or unfamiliar land use to the surrounding neighborhood.*

- The zoning and uses of nearby property.

*The subject property is zoned I-2 Heavy Industrial, as are the properties to the west, which are developed with industrial uses such as a lawn service company, electrical contractor, warehouses, storage and office buildings. These uses align with the intent of the I-2 zoning district.*

*The property to the north is unzoned and federally owned, operating as the VA cemetery, while the property to the east is zoned A-1 Agricultural (Lansing), and developed as a cemetery. These adjacent uses are generally compatible with industrial and institutional development due to their low traffic and operation intensity.*

*Properties to the south are zoned R-2 Single-Unit Residential District (Lansing) and developed with single-family homes. The single-family properties are physically separated from the subject property by existing topography and vegetation. A wooded tree area located atop a ridgeline lies between the subject property and the residential neighborhood, with the homes and detention center site situated at lower elevations on opposite sides of the hill.*

*Given the surrounding zoning, land uses, historical site context and natural buffering from the residential development, the proposed detention center would be an appropriate use of the Property.*

- The suitability of the subject property for the uses to which it has been restricted (that is, whether the property can be developed as zoned).

*The subject property was historically developed as a jail or prison and the former buildings for that use remain on site. Given the specialized nature of the existing structures, adaptive reuse of the site for other permitted industrial uses would be limited and require substantial renovation or demolition. In contrast, reuse of the site as a detention center optimizes the*

*functionally of the existing structures without the need for significant site disturbance or construction.*

- The extent to which removal of the restrictions will detrimentally affect nearby property.

*Removal of the restrictions and approval of the Special Use Permit (with the below-described Conditions) is not expected to detrimentally affect nearby properties. The site is located within an I-2 Heavy Industrial district and is separated from nearby single-family homes by a wooded berm and ridgeline, providing visual and noise buffering. The Special Use Permit would allow continuation of an institutional use compatible with surrounding development.*

Ms. Portillo continued on with review of the additional Golden Factors.

- The length of time the subject property has remained vacant as zoned (often considered in determining whether the current zoning is prohibiting development).

*The Property was previously operated by the same entity, CoreCivic. CoreCivic stopped housing detainees at the Property and the Facility on or about January 1, 2022, and CoreCivic has not housed detainees there since that time. Given the discontinuation of the use for a period greater than 24 months, the City Commission determined, pursuant to Resolution No. B-2394, that any use of the Facility and/or the Property as a jail or prison is no longer a lawful nonconforming use and that any use as a jail or prison shall and does require a special use permit. The City Commission further determined, in Resolution No. B-2394 that, given such discontinuation, any previous or previously-deemed special use designation was thereby administratively rescinded. The Property cannot be used for its intended purposes without a special use permit; therefore, this factor weighs in favor of granting the Special Use Permit.*

- The relative gain to the public health, safety, and welfare by the destruction of the value of a complaining party's property as compared to the hardship imposed upon the individual landowner (applicant) if the rezoning is not approved. Ms. Portillo clarified that although this states rezoning, it also applies to the special use permit.

*Approval of the Special Use Permit (with the below-described Conditions) provides greater benefit to the public health, safety and welfare than any potential impact to nearby properties. The proposed use reuses an existing facility specifically designed for institutional use, while the surrounding properties are protected by industrial zoning, existing land use patterns, and natural buffering. Denial of the request (as limited by the below-described Conditions) may impose hardship on the applicant since it has developed the site for use as a jail or prison, and there is a limited market of prospective purchasers for the site in its current state.*

- The recommendations of permanent or professional staff.

*Based on the items outlined in this policy report, staff recommends approval of the Special Use Permit with the Conditions stated.*

- Conformance of the requested change to the adopted or recognized master plan.

*The adopted Comprehensive Plan designates this site as a future land use of “industrial.” The proposed use would be in conformance with this designation.*

Sec. 2.04.B.7 of the Development Regulations provides a list of additional findings that the City Commission must make when considering the issuance of a Special Use Permit. Those findings, and Staff’s analysis of such findings, are as follows:

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

*Based on all available information, Staff believes that, with the Conditions, this application complies with all provisions of City of Leavenworth Development Regulations.*

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

*Subject to the Conditions, the proposed use will contribute to the economic development and public welfare by returning a currently vacant detention facility to active use. Given the specialized nature of the building, finding an alternative use would be challenging, and prolonged vacancy could lead to deterioration and blight. The proposed use will reintegrate the Property into the local economy.*

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

*Based on all available information, but with and subject to the Conditions, Staff does not believe that the proposed use will cause any substantial injury to the value of other property in the neighborhood. The proposed use would be consistent with the building’s original purpose. The Facility was originally designed for detention use, meaning this proposal would re-start a long-standing land use rather than be an introduction of something new or disruptive.*

*The Facility is bordered by a 158-acre cemetery to the east. The 133-acre Secretary of Veteran Affairs-owned Leavenworth National Cemetery and another institutional use, the 192-acre Department of Veterans Affairs Medical Center complex, border the site to the north. Industrial uses border the Property to the east, and a residential neighborhood is adjacent to the south. A key factor in minimizing any impact on the residential subdivision to the south is the presence of a dense, established wooded buffer area between 75 feet and 100 feet in depth. This landscape barrier obscures the facility from view and also acts as a noise buffer. Residents will not have a view of the facility, helping to maintain the residential character of the neighborhood.*

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

- (1) The location, nature and height of buildings, structures, walls, and fences on the site, and
- (2) The nature and extent of landscaping and screening on the site.

- (3) Off-street parking and loading areas whether on the premises or auxiliary to the premises will be provided in accordance with the standards set forth in this appendix and such areas adjoining residential uses will be located to protect such residential uses from any injurious effect.
- (4) Adequate utility, drainage, and other necessary facilities have been or will be provided.
- (5) Adequate access roads or entrance and exit drives will be provided and shall be so designed to prevent traffic hazards and to minimize traffic congestion in public streets and alleys.

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

*The Facility is being repurposed within an existing structure designed for detention use, avoiding the need for large-scale modifications or expansions. The site has access from Muncie Road, a designated collector road capable of providing adequate access.*

*Through the below-listed Conditions and the Performance Agreement, CoreCivic has shown a willingness to work with City Public Works to ensure property sewer infrastructure management, preventing further strain on City services. Similarly, through the Conditions and the Performance Agreement, clear protocols are established for law enforcement activities, including for calls of service, to ensure minimal disruption to the surrounding community and address any difficulties.*

Mr. Peterson stated that it is staff's opinion that the proposal meets all of the Golden Criteria.

Notification was sent to property owners within 200' of the subject property, as required by Kansas statute. Staff received several emails both in favor and in opposition, and they were included in the agenda packet for the meeting.

Mr. Peterson stated that he will now read staff's recommendations and proposed conditions. He stated that there is additional staff statement explaining each condition in the policy report.

#### STAFF RECOMMENDATION:

Staff recommends **approval** of the Special Use Permit request based on the analysis and findings included herein with the following Conditions. Following certain of the Conditions below are Staff comments on the same. As used below, the term "CoreCivic" shall mean the applicant (CoreCivic, Inc.) and any current or future owner or operator of the Property and/or the Facility located thereon. Prior to the public hearing, CoreCivic (through its legal counsel) has indicated to the City Attorney that it is agreeable to these Conditions.

1. CoreCivic shall operate the Property and the Facility in accordance with the Special Use Permit, the City's Development Regulations, and all applicable federal, state, and local laws (collectively, "Laws") related to the Property and the Facility. CoreCivic shall obtain and maintain all proper licenses required for operation of the Facility.
2. Promptly following the effective date of the Special Use Permit, CoreCivic will diligently pursue accreditation of the Facility from the American Correction Association (ACA) Commission on Accreditation for Corrections. CoreCivic shall achieve such accreditation within eighteen (18) months

of the effective date of the Special Use Permit and provide the City with a copy of the certificate of accreditation documenting the same.

3. CoreCivic shall operate the Property and the Facility (i) in accordance with the National Detention Standards promulgated by the U.S. Department of Homeland Security, Immigration and Customs Enforcement (Revised 2025) or such standards as may be required by any current or subsequent Detention Agreement, and (ii) in accordance with the “Expected Practices” set forth in the Performance-Based Standards and Expected Practices for Adult Local Detention Facilities, 5th Ed. (May 2023), published by the American Correctional Association, as the same may be amended.
4. CoreCivic will provide the City, its agents and employees, access to the Property and the Facility at reasonable times and upon reasonable prior written notice to monitor compliance with the conditions of the Special Use Permit and the Performance Agreement (defined below) and to perform inspections as required to maintain proper licenses required for operation of the Facility. The City, its agents and employees, will be permitted to reasonably document such access and inspections; provided, that subject to City rights or obligations under applicable Laws, the City shall reasonably comply with such measures and protocols for the protection of detainee privacy and Facility security as may reasonably be required by CoreCivic and/or those entities with whom CoreCivic contracts to provide detention services (each, a “Detention Authority”); and further provided, that CoreCivic shall provide the City with written copies of such requirements, measures, and protocols for access and inspection currently in effect at the time of such request for access and inspection.
5. Only adults aged eighteen (18) and older may be detained in the Facility.
6. Within five (5) business days after written City request, CoreCivic will provide a roster to the City of all detainees at the Facility. City agrees that, to the extent permitted by law, such records may be held by the City as correctional records subject to K.S.A. 45-221(a)(29) of the Kansas open records act, as amended. Notwithstanding the foregoing, City acknowledges and agrees that roster release may be subject to prior consent of any applicable Detention Authority, and the period for CoreCivic’s performance under this condition shall be extended for such longer time as is reasonably necessary to obtain such Detention Authority’s consent, provided that CoreCivic has requested such consent and provided the City with a written copy of such request within the above-stated five (5) business days.

7. The Special Use Permit will be issued for an initial term of five (5) years (commencing as of the effective date of the Special Use Permit) and, subject to the Development Regulations and any legislative or quasi-judicial determinations within the purview of the City and/or its governing body, shall be subject to continuation for additional terms of five (5) years. Nothing herein shall preclude the City from exercising its rights or remedies under the Development Regulations regarding review, payment of annual Special Use Permit fees under Sec. 2.04.C of the Development Regulations (such fee currently estimated at twenty-five dollars (\$25) per annum), discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations.
8. As provided in CoreCivic's Letter of Intent to the City dated December 4, 2025, and submitted with its Special Use Permit application (the "Letter of Intent"), and unless otherwise ordered by a court of competent jurisdiction or unless the detainee resided in the City of Leavenworth at the time such detainee was detained, no detainees will be released directly into the City of Leavenworth. Except as set forth herein, all detainees processed through the Facility will be transported (or have their transportation arranged by CoreCivic, whether through a Detention Authority or otherwise) to Kansas City International Airport (MCI), Kansas City Union Station, or to the nearest office of the Detention Authority not located in the City of Leavenworth, Kansas.
9. At any one time, the Facility shall not be used to detain or house more than 1,104 inmates or detainees, its rated capacity. Notwithstanding the foregoing, to accommodate a request for surge capacity, CoreCivic may detain or house inmates or detainees in excess of such capacity only upon prior written approval by the City of Leavenworth Fire Chief.
10. CoreCivic shall have a staffing pattern to effectively staff the Facility in a safe and secure manner. The number, type and distribution of staff as described in the staffing pattern shall be maintained throughout the term of the Special Use Permit. Subject to the remaining provisions of this Condition No. 10, CoreCivic will staff the Facility (whether through employed staff, contracted staff, or otherwise) at a ratio of not less than 0.29 full-time employees or staff (FTEs) per 1.0 inmates or detainees. (By way of example only, assuming a full rated capacity of 1,104 inmates or detainees, and as provided in the Letter of Intent, CoreCivic will staff the Facility with no fewer than 320 FTEs. The number of FTEs may be proportionately lower than this requirement when the Facility is not fully occupied.) Staffing levels shall not fall below a monthly average of 80% of the requirements set forth in this Condition No. 10; however, the use of overtime and temporary staff may be used to fill vacant positions. CoreCivic shall maintain a competitive salary schedule for all personnel, comparable to the applicable U.S. Department of Labor Area Wide Wage Determination. CoreCivic will promptly provide information as the City may reasonably request to confirm compliance with this requirement (with names of employees partially redacted and SSNs fully redacted).
11. CoreCivic will install, within six (6) months after the effective date of the Special Use Permit, a new grinder pump pursuant to specifications approved by the City's Director of Public Works. CoreCivic will install and maintain, at CoreCivic's cost, equipment, personnel, materials, and supplies consistent with commercial industry standards to reasonably prevent negative impacts to the City's sanitary sewer and storm sewer facilities. CoreCivic will provide the City with prompt notice if CoreCivic has reason to believe that foreign objects, chemicals, or other materials have been disposed into City sanitary sewer or storm sewer facilities inappropriately.
12. Within three (3) months after the effective date of the Special Use Permit, CoreCivic will install or re-install a tree-line buffer on the Property between the Facility and those properties located directly to the south of the Facility, with such plantings and caliper of trees as the City may reasonably require.

13. Within two (2) weeks after the effective date of the Special Use Permit, CoreCivic shall provide the City with any current contracts or agreements which CoreCivic has with any Detention Authority for detention services related to the Property or the Facility (each, a "Detention Agreement"). Thereafter, CoreCivic shall promptly provide the City with copies of any amendments to any Detention Agreement. The provision by CoreCivic of any Detention Agreement shall be subject to only such redactions as may be permitted by applicable open-records or freedom-of-information laws. CoreCivic shall promptly inform the City of any actions relating to any Detention Agreement that might impact CoreCivic's authority to operate the Facility under the Special Use Permit. The City shall treat all Detention Agreements as confidential and shall not share or otherwise distribute any Detention Agreements without the express written consent of CoreCivic and, if required, the relevant Detention Authority, unless release or disclosure is otherwise required by law, including pursuant to an open records or freedom of information request, as reasonably determined by the City.
14. The Special Use Permit is subject to the terms and conditions of that certain "Performance Agreement" attached hereto as Attachment 1 and incorporated herein by this reference. The effectiveness of the Special Use Permit shall be contingent and dependent upon the execution by CoreCivic of the Performance Agreement.
15. Nothing in this Special Use Permit or the Performance Agreement shall preclude the City from exercising its rights or remedies under the Development Regulations or applicable Laws regarding discontinuance, violation, revocation, or rescission of the Special Use Permit or the use of the Property or the Facility, including but not limited to those under Sec. 2.04.C and Sec. 2.04.D of the Development Regulations, subject to such rights as to notices and/or hearings as to which CoreCivic may be entitled thereunder. Nothing in this Special Use Permit or the Performance Agreement shall be deemed a waiver by the City or the Leavenworth Police Department ("LPD") of their ability to obtain and act on a search warrant or administrative search warrant for the purposes of ensuring compliance with the City's Development Regulations or of the ability of the City or the LPD to act in accordance with applicable Laws in furtherance of any such search warrants.
16. If any part, term, provision, or condition of this Special Use Permit or the Performance Agreement is held to be illegal, in conflict with any law or otherwise invalid, the remaining portion or portions shall be considered severable and not be affected by such determination, and the rights and obligations of the parties shall be construed and enforced as if the Special Use Permit and/or Performance Agreement did not contain the particular part, term or provisions held to be illegal or invalid.

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

#### **PLANNING COMMISSION ACTION/OPTIONS**

- Motion, based upon Staff findings as stated, such other findings as made by the Planning Commission, and the Conditions as presented (or such other conditions as the Planning Commission may determine), to recommend **approval** of the Special Use Permit to the City Commission with the included conditions.

*Sample motion: "I move that the Leavenworth Planning Commission recommend to the City Commission approval of the application for Special Use Permit No. 2026-02-SUP, with Condition Nos. 1 through 16 as provided in the Staff report [or such other conditions as described in the motion]."*

- Motion, based upon Staff findings as stated, such other findings as made by the Planning Commission, and the Conditions as presented, to recommend **denial** of the Special Use Permit to the City Commission.

*Sample motion: "I move that the Leavenworth Planning Commission recommend to the City Commission denial of the application for Special Use Permit No. 2026-02-SUP."*

- Table the Planning Commission's consideration, with or without continuing the public hearing, until a date certain. *NOTE: The Planning Commission cannot table indefinitely. Per K.S.A. 12-757(d), "If the planning commission fails to make a recommendation on a rezoning request, the planning commission shall be deemed to have made a recommendation of disapproval."*

*Sample motion: "I move that the Leavenworth Planning Commission table the Planning Commission's consideration of application No. 2026-02-SUP until \_\_\_\_\_, 2026 [and continue the public hearing until such date]."*

Chairman Bateman asked for questions about the staff report.

Vice Chairman Preisinger stated that any goodwill CoreCivic had with the City has been squandered due to the lawsuit pushed on the City but hopefully it can be regained. CoreCivic has not been a good neighbor but hopefully that will change. Mr. Preisinger stated he is concerned about the stonewalling of police in the past, and asked staff what guarantees we have that police can enter the facility.

Legal Council for the City, David Waters, stated that through the Performance Agreement reached between the City and CoreCivic, they have agreed to allow those inspections as needed. The City must also be aware of 4<sup>th</sup> amendment issues with demanding access, but he is comfortable with the structuring of the agreement, as is Police Chief Pat Kitchens.

Vice Chairman Preisinger asked if the police have probable cause, will they be granted immediate access to the facility?

Mr. Waters stated it is difficult to answer the hypothetical. Generally speaking, a warrant is required for things like that, however with their agreement we can work with them on that.

Chairman Bateman asked what is the law enforcement jurisdiction of the property?

Mr. Waters stated it is the City of Leavenworth.

Mr. Bateman stated that CoreCivic is not a law enforcement agency.

Commissioner Waugh asked if an assault is conducted inside the facility, Leavenworth Police Department would be the group to respond?

Mr. Waters stated that is correct.

Vice Chairman Preisinger stated that CoreCivic is no different than Price Chopper as a business with employees. If somebody gets stabbed at Price Chopper, police will handle it and Price Chopper can't deny access. Similarly, he wants to make sure police have the right and authority to handle such situations that may occur at the detention facility.

Police Chief Pat Kitchens stated that he has read the agreement, and he is satisfied that police will be capable of investigating crimes and getting the information necessary to search, seize and prosecute in the case of an event. He is comfortable that police can do their job as needed. Previous issues were procedural, and if they hold up to their agreement, police should be able to respond as needed.

Commissioner Hanson asked if the police department has enough manpower to handle dealing with the detention facility.

Chief Kitchens stated that the last time CoreCivic was operational, they dealt with approximately 100 calls a year, primarily low-level offences and he is comfortable with it.

Mr. Waters stated that per the Performance Agreement, CoreCivic has agreed to pay \$150,000 annually to support additional police resources as needed.

Commissioner Waugh asked if that would also cover the additional administrative costs the city would take on with monitoring the special use permit if approved?

Mr. Waters clarified that the agreement calls for three types of payments. The first is a one-time impact fee of \$1.5 million, the second is \$150,000 annual payment allocated for police resources, and third is a \$250,000 annual payment for the City's general administrative costs that go toward having to deal with the proposed use.

Commissioner Waugh asked if that is enough to provide the resources the city needs to track this and hold them accountable?

Mr. Peterson stated that is correct.

Commissioner Waugh asked Chief Kitchens if he feels this covers the reporting needs as well.

Chief Kitchens stated yes sir.

Commissioner Hanson asked if the payment amounts are based on another CoreCivic facility, or how were they computed?

Mr. Peterson stated that the \$1.5 million impact fee was configured partially to cover anticipated attorney fees for the lawsuit CoreCivic brought against the City and to allow some additional funding back to the community. The \$150,000 was what the City thought was sufficient to cover any gaps manpower, overtime, and things like that. The \$250,000 fee is intended to cover any sewer fees the City may have or things like that that may come up.

Commissioner Ted Davis asked if there is a review process on those fees so that after the first, second, or fifth year for example, they might increase if necessary?

Mr. Peterson stated there is nothing that increases the cost of those fees but they are ad infinitum as long as they operate.

Mr. Waters clarified that the agreement contract requires that they would be revisited every five years at the renewal of the special use permit.

Commissioner Hanson asked for clarification on where the impact fee funds would go, for the portion not used for legal expenses.

Mr. Peterson stated it would go to the general fund and ultimately be up to the City Commission to decide how it should be spent.

Chairman Bateman asked if should we get into the specifics of the performance agreement for a minute?

Mr. Waters stated he can summarize. A lot of the performance agreement is restating of the conditions. A big chunk does cover in more detail police department conditions, for example setting up a liaison, as well as inspection rights access, making sure police officers are permitted to keep body cameras worn and shoes on. It also reviews the payment of the administrative fees and some additional legal considerations.

Chairman Bateman stated that we want to review some of the agreement in more detail. He stated that the word "promptly" is used and promptly could mean 30 minutes or six days. He would prefer the agreement have specific performance metrics. Using the word promptly puts the City in a difficult decision if they would like to revoke the special use permit because of that, they would have to go to court and argue what promptly means.

Mr. Waters stated that ultimately this is going to be the Planning Commission's recommendation to the City Commission. Staff, himself, and CoreCivic have worked quite a while on these and he does not know what changes they may have but they would need to make any proposed changes to the conditions as part of a motion. He does not know if CoreCivic would agree to changes proposed or how it would impact litigation. Depending on what revisions are proposed, he would be hesitant to provide off the cuff legal advice.

Chairman Bateman stated he is not proposing changes other than looking at it and seeing what good compliance measures would look like.

Mr. Waters stated that he feels comfortable with what is in the agreement.

Vice Chairman Preisinger asked related to wastewater, the provision states that within six months they will install a grinder. He recommends that before they accept detainees, the grinder is in place.

Mr. Peterson stated that there will be an opportunity for the applicant to answer some questions and they could speak to the nature of where they are with that.

Vice Chairman Preisinger stated that the agreement allows for 18 months for accreditation by ACA, there should be a date in the agreement that within X amount of them opening, the application is submitted. It should be submitted immediately if it takes 18 months to be obtained.

Mr. Waters stated that CoreCivic can address the application process. Staff is comfortable that the completion date is provided and that is the important thing. Again, if the conditions are not met the City could take it up for recension.

Commissioner Waugh asked if the grinder exists on the site now.

Mr. Peterson stated that the grinder does exist, but he doesn't know if the Public Works Department has reviewed it to make sure it meets the standards. Mr. Peterson would like CoreCivic to answer as to what sort of changes they have made from their previous grinder which had issues.

Vice Chairman Preisinger asked related to police access, the agreement states CoreCivic will provide access at reasonable times upon reasonable prior notice. What is the definition of reasonable. Why can't we say two days?

Mr. Waters stated this is the language we negotiated with CoreCivic, the commission may ask CoreCivic their thoughts on that.

Vice Chairman Preisinger and the Police and Fire chiefs if there is an SOP for major incidents that may require substantial force or rapid response.

Chief Kitchens stated that there was before, and he anticipates that there would be again, similar to what we have with USP and the Lansing Correctional Facility. It impacts other organizations, for example the County Sheriff, Kansas Highway Patrol, so it would be a multi-agency agreement that is pretty common. Additionally they have mutual aid agreements that allow them to call upon other agencies for additional assistance as needed.

Chairman Bateman stated that the conditions propose an emergency plan be in place within 90 days of the opening of the facility. He thinks it would be unacceptable to have anyone in the facility without an emergency operations plan in place.

Chief Kitchens stated that we had that prior to the legal issues which paused everything and were ongoing. There is already a draft of it and he is satisfied that we can solve that relatively easily.

Chairman Bateman asked if the language in the performance agreement stating "within 90 days" would allow detainees to be placed without a response plan in place?

Chief Kitchens stated yes if it states 90 days.

Vice Chairman Preisinger stated that he has an issue with the proposed five-year term of the special use permit. In his many years with the City Council, he has learned that special use permits are renewed annually with a \$25 fee. For example, daycares must be renewed yearly. He thinks CoreCivic should be limited to one year.

Commissioner Waugh noted a section of the agreement that uses the language "prompt" when referring to reporting and investigating of alleged crimes within the facility. Should we have more detail on the reporting aspects, given the difference between a minor offense and a sexual assault, and a murder. More serious felonies should be reported immediately.

Commissioner Homen stated he thinks it's great to have the condition stating that only adults of 18 years of age and older will be detained. He asked if there will be a separation between males and females detained. Mr. Waters stated that he can ask CoreCivic when they are given the chance to speak.

Chairman Bateman opened the public hearing. He stated that this is a quasi-judicial hearing, and that those who wish to speak need to remain on topic as to what we are discussing. We are reviewing whether this piece of property can be granted a permit to operate as a jail or prison, it is not about ICE, the Trump Administration, or if the moon is made of cheese. Decorum must also be upheld, with no booing, clapping, hissing, screaming. He stated that those exhibiting inappropriate behavior will be asked to leave. He asked those coming up to speak state their name and address.

Charles Renner, outside council for the applicant, spoke. He stated that they are in full agreement with the conditions and performance agreement terms. He offered to answer any questions the commission may have.

John Molloy of CoreCivic spoke. He stated that a brand-new grinder has been installed, he is not sure if the City has inspected it yet. They understand the issues that have happened in the past and do not want them to repeat. He understands there have been issues with access for the police department. Chief Kitchens and him have had several conversations about his disappointment and frustration and that is why they have

developed the MOU that is part of the agreement. They are open to any conversations to get the relationship in a better place with the city than they are now. They will make sure to get City staff in to inspect the grinder.

Mr. Molloy stated that related to access to the property, they would be okay with changing the language to be more concrete and the goal is to help get the City to a place that they are comfortable with. Emergency plans are in place, he is not sure where the 90 days came from, but he is happy to share them with the Chief and other law enforcement entities in the area. There was a question about whether males and females will be separated, yes, they will be separated in the facility, which is what they do in all of their facilities. There was a question about ACA accreditation. They have 60 facilities across the nation, the majority of them require accreditation. It is an 18-month process for them to ensure protocols are in place and being followed with operation. If they don't pass the accreditation, it is a reason for the City to pull the SUP approval, and they are okay with that and understand that.

Mr. Molloy stated that he understands people's concerns about what happened in the last two years of the facility when it was previously opened.

Chairman Bateman asked if CoreCivic would be open to modifying the agreement to include what has been talked about here today? Reporting timeframes for specific crimes.

Mr. Molloy stated that he doesn't know how they would go about doing that mechanically but he doesn't have an issue and doesn't think the company would have an issue with making sure that the intent is strengthened and that they are not using legalize in a way where it gives the impression they are trying to circumvent the intent.

Commissioner Waugh stated that he doesn't think it's anyone's intent to develop timelines for everything under the sun, its for more serious events.

Chairman Bateman agreed.

Vice Chairman Preisinger asked Mr. Molloy, what about the SUP being for five years, or one year, or something shorter than five years?

Mr. Molloy stated that he and Mr. Peterson have talked about the duration of the SUP and there are multiple ways the City can terminate the SUP if they are not doing what they need to do. During the previous operation during COVID, they had lost a contract and that made it very difficult to staff, because people knew the contract was going away and left for other jobs. So having an SUP deadline every year would be a detriment to the ability to retain staff as people would think their job could go away every year. Also the City has lots of power to pull the SUP for multiple reasons to hold them accountable.

Vice Chairman Preisinger asked, if your facility closes in three years because there is no more need for it, are the payments guaranteed for five years?

Mr. Peterson stated that there are provisions in the agreement that if there are no inmates in the facility, they do not have to pay impact fees, but as soon as they do not have inmates, they must notify the City so that we can start the two-year clock.

Mr. Molloy stated that the fees are directly tied to the impact of the operation, so both sides agree that it didn't make sense to pay the fees if the facility is not operating.

Commissioner Waugh asked, you had mentioned you have 60 facilities across the nation and are a large company. Given the problems that were had in the past, can you describe or expand on what internal controls your company is going to use to make sure you meet the standards and that those things don't happen again?

Mr. Molloy stated that they learned a lot during COVID and the intervening 2-3 years. Number one is salary, they offer a very competitive salary to get good people and the right people. They have been very successful recruiting detention officers and medical staff. They have about 150 people already hired and, on the payroll, and its 300 to operate once fully operational. They have 150 other people they have made offers to, and they have a robust and seasoned staff at the facility. They feel they are in a good position to activate the facility and operate the way it is supposed to.

The plan is to bring in the population to about halfway full then pause and make sure the staff is acclimated and then reassess and continue to ramp up the facility.

Mr. Waugh stated that certainly improving the wage scale will help, but as a confined facility things will go wrong, and somebody must be watching. In the past it seemed no one was watching or didn't care so we would need to have assurance that internal controls are robust enough to identify problems before they get out of control and keep an open line of communication with the City and Police Chief.

Mr. Molloy stated that is why they will have a liaison between the facility and the police department, to improve communication issues, and the Chief can also call him at any time if he has any issues.

Vice Chairman Preisinger asked Mr. Molloy what his position is with the company.

Mr. Molloy stated that he is Vice Chairman of Federal Partnership Relations.

Preisinger asked what has changed over the last year that suddenly now they realize they do need an SUP when a year ago they had submitted and then withdrew the application and put the city through a year-long lawsuit?

Mr. Molloy stated that the frustration with the legal process.

Vice Chairman Preisinger asked why they withdrew a year ago

Mr. Molloy stated that there was a fundamental disagreement among attorneys as to whether the facility was abandoned if they had staff there, and the feeling that the SUP was not needed as it has been operated for 29 years, and although they did not have detainees at the facility they still had staff at the facility and were still marketing the facility and still paying property taxes. They didn't view it as abandoning the facility, but at the end of the day the legal process was taking too long, and the decision was made to go back and revisit the SUP process.

Vice Chairman Preisinger asked the rest of CoreCivic representatives to introduce themselves.

Misty Mackey introduced herself as the current warden. She stated she has been with the company for 21 years.

Stacey Stone introduced himself as vice president of operations for CoreCivic.

Marcelo Ariola introduced himself as vice president of real estate for CoreCivic.

Chris Chamberlin introduced himself as the assistant field office director for enforcement removal operations in Kansas City.

Mr. Waters restated that standards of the American Correctional Association (ACA) are expected to apply on day 1.

Mr. Stone stated that the reason it takes so long to get accreditation is because you have to have documents from throughout the full year and the documents align with the actual practice.

Tim Aitken introduced himself as partnership relationships for CoreCivic.

Commissioner Homan asked why the vacant CoreCivic facility in Burlington Colorado isn't being proposed for this use.

Mr. Stone stated that they would open if asked for a contract.

Alicia Vanschoelandt spoke in opposition to the special use permit, stating a poor track record of performance from CoreCivic in the past.

Richard Pfifer spoke in support of the special use permit, stating that he is the assistant warden and the staff are currently being trained at other facilities.

Tony Roloson spoke in support of the special use permit, stating the economic opportunities it has provided for her family.

Terry Meglis spoke in support of the special use permit stating the depth of training at CoreCivic, meeting and exceeding ACA standards.

John Watt spoke in opposition to the special use permit citing human rights concerns perpetuated by ICE.

Rebecca Rogers spoke in support of the special use permit stating economic opportunities for her family and relationships built through working for CoreCivic.

Jonathan Puckett spoke in support of the special use permit stating that it will bring financial stability and workers to the area.

Donald Hudson spoke in support of the special use permit stating that working for CoreCivic has impressed him and they provide quality care and housing to those in the facility, and that there is significant training and opportunity for growth for employees.

Michael Cendejas spoke in support of the special use permit stating that he relocated to the area for CoreCivic and that they offer a reasonable wage for the area. He stated COVID-19 had a significant impact on past operations, but he has had a positive experience since working there. Not allowing them to open will have a negative impact on himself and the community by removing employment opportunities.

Chairman Ken Bateman called for a recess with the meeting resuming at 7:57 PM.

Mike Trapp spoke in opposition to the special use permit stating CoreCivic has a poor history here and across the nation, with staffing issues and triple bunking.

Jean Anne Panisko spoke in opposition of the special use permit citing public welfare and fiscal responsibility, as CoreCivic puts a financial strain on local resources such as police.

Terry Nichols spoke in opposition to the special use permit citing human rights concerns.

Cody Dusthimer spoke in opposition of the special use permit citing cost to taxpayers to house detainees and the previous history of CoreCivic.

William Rogers spoke in opposition of the special use permit citing human rights violations and dangerous conditions at the facility when previously open. He stated the agreement proposed does not guarantee oversight.

Dylan Strick spoke in opposition of the special use permit, citing CoreCivic's track record and that they are unlikely to uphold their name.

John Shively spoke in opposition to the special use permit stating he is a resident of Leavenworth. He stated that in looking at the Golden Factors, there has been negative impact to the community infrastructure stormwater system and there has repeated strain on emergency services. He stated he does not have confidence in the company in acting in good faith and neither should the commission based on past experience.

Connie Forge spoke in opposition of the special use permit based on the scale, security, and operational impacts of the facility.

Jeff Gardner spoke in opposition to the special use permit stating the City's prior experience with CoreCivic and that overall welfare and compatibility of the community does not align. He stated there would be impacts on the community from the police resources needed.

Michelle Gregor Mendiola spoke in opposition to the special use permit as a business owner in Leavenworth, Kansas. She asked what the longest stay of the residents is and how that will be monitored. Once they are at the facility how will they receive their judicial process?

Daniel McIntosh spoke in opposition to the special use permit stating Golden Factor #7, stating that the hardship to the landowner in denying the permit pales to the public harm.

Cheyenne Logan spoke in opposition of the special use permit stating CoreCivic has not changed and the city should not have to divert police forces to support them.

Caitlin Hammett spoke in opposition to the special use permit. She stated she is the vice president of the Carceral Accountability Council. She stated they acknowledge the request meets Golden Factors 1 through 4, however factor 5 should be given the most consideration with dangerous working conditions negatively impacting the welfare of the community. She stated it would also have an impact on factor 7 and be a drain on City police resources.

Glen Dent spoke in opposition of the special use permit stating that this is a private prison looking to make profit.

Alejandro Rangel-Lopez spoke in opposition to the special use permit stating that he represents an organization called Loudlight. He stated that CoreCivic cannot be trusted for staff and detainee safety. He stated that the facility will be used for the current administration's unconstitutional detention.

Rick Joyce spoke in support of the special use permit, stating that they should be given a change and then held accountable if they mess up again.

Mike Lay spoke regarding the special use permit. He asked what the different custody levels would be. He stated that if the facility must open up there should be different teams to inspect things such as HR, food, cells, and grinder pumps to make sure they are keeping their word.

Marcia Levering spoke in opposition to the special use permit stating that she previously worked as a correctional officer for CoreCivic and they were understaffed and that necessities such as cleaning supplies were not provided and facility maintenance was not kept up. She stated that as result of understaffing and poor conditions she was attacked while on the job.

Judy Ancel spoke in opposition to the special use permit stating that this facility will be used to allow ICE to ramp up their operations and will lead to public protests in the community. She urged the commission to consider impacts of such demonstrations on the community's resources.

Sarah Robinson spoke in opposition of the special use permit stating CoreCivic puts profit over people.

Maria Palomino spoke in opposition to the special use permit stating that her family operates a business in Leavenworth and through that she gets to speak to many members of the community, and allowing the SUP to undermine the character of the community. She states CoreCivic cuts corners and would be bad for the community.

Benjamin Low spoke in opposition to the special use permit stating that CoreCivic has a long reputation of being understaffed, even admin and IT professionals. He stated that this City should not be the test study of if they have changed.

Joanna Low spoke in opposition to the special use permit stating that she is a small business owner in town and that she has concerns about the operation and reputation of CoreCivic, regarding understaffing, poor medical care, and other issues.

Chairman Ken Bateman called for a recess with the meeting resuming at 9:05 PM.

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

Chairman Bateman asked the City's legal council to explain the next steps in the SUP process moving forward.

Mr. Waters explained the process for the SUP following the recommendation by the Planning Commission.

Chairman Bateman asked if the Golden Factors are an exclusive list for consideration.

Mr. Waters stated it is not an exclusive list and that the Development Code has other factors to be considered as well.

Vice Chairman Preisinger asked why the city wants a roster of detainees as is mentioned in the agreement.

Mr. Waters stated to determine the compliance with allowed number of detainees and needing to be aware of individuals who may need transportation to municipal court.

Commissioner Hanson asked if the roster would be subject to the open records act.

Mr. Waters stated there are certain protection and restrictions on what can be disclosed. Mr. Waters also stated the list could be used to identify possible witnesses if crimes were to occur.

Commissioners Homan and Hanson discussed the length of time a detainee would be held at the facility, stated as 90 days maximum.

Commissioner Preisinger stated he does not agree with granting a five-year SUP and it should be less than that, suggesting one year.

Commissioner Davis stated that a one-year SUP would be inefficient and would hinder their ability to attract applicants and considering the amount invested in training staff, one year does not make sense.

The commission discussed the proposed length of the SUP and asked Mr. Waters about a performance bond.

Mr. Waters stated a performance bond is something guaranteed to a city to reclaim land, such as a quarry, if a business were to go bankrupt. He stated he is not sure how the performance bond would be structured in this case as this is the first it has been brought up.

Chairman Bateman stated that the proposed agreement has CoreCivic making monthly payments to the City. If for some reason they were to go bankrupt, the performance bond or surety bond would make sure those payments were made to the City.

Commissioner Davis stated that CoreCivic's contract is not with the city, it is with ICE. If they were to go bankrupt, it wouldn't be the City who was damaged.

Mr. Waters stated if payments were not made the city could revoke the SUP.

Commissioner Hanson brought up the one-time impact fee, stating that it is unclear what it would go to.

Mr. Peterson stated that is partially because it will be used to cover legal fees associated with the lawsuit CoreCivic brought against the city and those fees are still ongoing and have not been finalized yet so its not known how much would be left to distribute elsewhere.

Commissioner Homan stated that detainees will not be released in Leavenworth.

Mr. Waters stated that is correct unless they previously resided in Leavenworth or a judge declared they must be released in Leavenworth.

Commissioners Waugh and Davis further discussed the performance bond, stating that a bond would be between the vendor and the customer, and in this case the city is neither.

Commissioner Homan asked if the performance bond could be used to make sure, they stick to the assurances they have stated in the agreement.

Mr. Waters stated that if they don't stick to the agreement, due course there would be revocation of the SUP.

Commissioner Preisinger asked if this goes through to the City Commission and revocation goes into effect, how long does it take to enforce.

Chairman Bateman stated that the performance agreement is not concrete enough and uses squishy language such as “promptly”. He stated that the organization does not have a good history with law enforcement and the contract needs to be stricter.

Commissioner Hanson asked how the commission felt about the Golden Factors.

Commissioner Davis states that he thinks they are met and staff did a great job recapping the history and looking at the criteria and factors.

Commissioner Hanson mentioned the Golden Factor related to the relative gain to the public welfare and safety as compared to the destruction of the value of the applicant’s property. She stated a member of the audience had brought it up.

Vice Chairman Preisinger reiterated that they are looking at this application as a zoning matter, whether the proposed use is a fit for the zoning.

Mr. Waters restated some of the history of the site as to how the zoning requirement for a SUP came to apply in this case. He reiterated that related to SUP’s there are factors to be considered established by Kansas law and the City’s own code.

Vice Chairman made a motion for the Planning Commission to recess into executive session for 15 minutes in the first floor conference room. The meeting will resume at 9:52 PM. Commissioner Hanson seconded and the motion passed 6-0.

Chairman Bateman resumed the meeting at 9:52 PM.

Commissioner Waugh discussed the proposed time limitation of the SUP, stating that due to the time to do accreditation, one year as proposed earlier would be difficult.

Commissioner Homan suggested a period of 36 months for the duration of the SUP.

Vice Chairman Preisinger stated that he would also like the conditions to state that a grinder pump is installed and inspected prior to holding of detainees. He stated that on Condition #4, instead of using the language “reasonable time” when referring to the time frame in which CoreCivic should provide access to the facility should be changed to two business days to be more concrete.

Charles Renner from CoreCivic stated that they are comfortable with the two-day provision with written notice.

Mr. Waters restated the proposed revisions that the commission had discussed. Condition #4 the first sentence would be revised to say two days, condition #7 would be revised to change 5 years to 3 years, and condition #11 will be revised to say CoreCivic will have installed and inspected prior to the holding of any detainees a new grinder pump.

Charles Renner from CoreCivic restated the conditions, CoreCivic will allow access to the facility within two days with notice, limiting the permit to 3 years on the initial term, and installation and inspection of the grinder pump. He stated they are agreeable to those changes.

Chairman Bateman brought up that the performance agreement language needs to match the conditions listed in the SUP, and needs to be updated accordingly with the changes just mentioned.

Mr. Waters stated that the language in the performance agreement will be updated to reflect the conditions.

Chairman Bateman asked about Condition #9, which states that CoreCivic may only exceed the written capacity of the facility with prior written approval from the Leavenworth Fire Chief. He stated he does not see a reason to ever go over the rated capacity.

John Molloy of CoreCivic spoke and stated that on occasion the partner could have a need for capacity that exceeds the rated capacity for a short period of time. It has happened in the past and the language in the agreement comes from other contracts. In those occasions they have gotten approval from the fire chief based on egress to see where those would be housed.

Commissioners Preisinger and Waugh discussed the fire chief's authority in this case, stating that the fire chief could say they don't like the plan and has the power to say no without litigation, and that the fire chief could put a duration on it.

Mr. Molloy stated that they would be open to the fire chief putting a duration because it is intended not to be long term.

Stacey Stone of CoreCivic stated that the fire chief would have the authority to put a duration and a maximum number of people.

Commissioner Hanson asked if this would be double bunking.

Mr. Stone stated that no, this is not double bunking, it is called surge beds and set up as cots. They cannot exceed the capacity allowed by the fire chief after their inspection.

Vice Chairman Preisinger stated he is fine with that as long as the fire chief has the absolute authority to say yes or no.

The Commission discussed how to make a motion with the proposed changes to conditions.

Chairman Bateman reviewed the Golden Factors, starting with the character of the neighborhood. He stated that his view is it doesn't really affect the character of the neighborhood since it was an existing facility in the past. The rest of the commission stated that they are in agreeance with staff recommendation. No issues were brought up regarding this factor.

Regarding the zoning and uses of nearby property, Chairman Bateman asked if there were any issues. None were stated. Chairman Bateman said he found it to be perfectly acceptable with the surrounding uses, which include a plumbing company, electric company which are both consistent with I-2 usage.

Chairman Bateman asked about suitable of the subject property for the uses to which it has been restricted. The commission stated no issues. Chairman Bateman asked about the extent to which the removal of restrictions would detrimentally affect nearby property. The commission had no issues with the exception of Chairman Bateman who stated we should consider the potential impact for demonstrations affecting the neighborhood to the south, although they may be short-lived, but he would say that doesn't really weigh in favor of not agreeing with the City staff's recommendation.

Chairman Bateman asked about the length of time the property has remained vacant as zoned. The commission stated there are no issues with this criteria.

Chairman Bateman asked about the relative gain to the public safety and welfare, as compared to the destruction of value to the complaining party as compared to the hardship imposed on the landowner if the request is denied.

Chairman Bateman stated that CoreCivic has total assets of 2.9 billion dollars according to one of their annual reports and break out this location as worth 91 million plus. He stated the impact of them not opening compared to their assets would be almost insignificant but some of the impact to the neighborhood besides could be negative. Commissioner Hanson stated that rental property could also be impacted if renters do not want to rent in the area due to ICE presence. Commissioner Davis stated he doesn't agree that that is what this criteria means. Chairman Bateman stated that it could be looked at as impact to the community as a whole. Commissioner Davis stated it is a stretch to consider property loss in the north area of Leavenworth as related, it should be looked at as the adjoining area of the facility. Commissioner Homan stated he sees it the same as Commissioner Davis. He looks at the VA buildings which are in disarray in that area and does not see that impacting other areas of Leavenworth.

Chairman Bateman asked about recommendations of professional staff. The commission had no issues.

Chairman Bateman asked about conformance of the requested changes to the adopted Master Plan. The commission had no issues.

Chairman Bateman asked if there was anything else not listed as a golden factor that anyone wanted to bring up. No one spoke. Chairman Bateman brought up the concerns expressed by the community tonight, stating that CoreCivic has declared to have changed their ways, he stated in his experience he has heard that before and things don't really change.

Vice Chairman Preisinger stated he appreciates the people that came up and spoke on both sides. He stated the goodwill that CoreCivic had with the City has gone downhill in the last year with the withdrawal of their previous SUP application and lawsuit against the City, and use of this topic for political gain by some.

Chairman Bateman stated that if Leavenworth has a brand, it is corrections, and we want it to be done excellently, which it has not in the past, which has led to a great deal of frustration.

With no further discussion, Chairman Bateman called for a motion.

Chairman Bateman asked Planning Director Kim Portillo to read allowed the proposed amendments to the Conditions. Ms. Portillo stated the proposed amendments as follows:

Condition 4: CoreCivic will provide the City, its agents and employees, access to the Property and the Facility ~~at reasonable times and~~ within two (2) business days upon ~~reasonable~~ prior written notice, and continuing on as written in the policy report.

Condition #7: The Special Use Permit will be issued for an initial term of ~~five (5)~~ three (3) years (commencing as of the effective date of the Special Use Permit, and continuing on as written in the policy report.

Condition #11 CoreCivic will ~~install, within six (6) months after the effective date of the Special Use Permit,~~ have installed, prior to the holding of any detainees, a new grinder pump pursuant to specifications approved by the City's Director of Public Works, and continuing on as written in the policy report.

Additionally, the corresponding changes be made to the form of Performance Agreement provided in the original staff report.

Based on the findings as stated and conditions as presented, Commissioner Davis moved that the Leavenworth Planning Commission recommend to the City Commission approval of the application for Special Use Permit No. 2026-02-SUP, with Conditions 1 through 16 as provided in the Staff report, and subject to the four modifications

previously read aloud by City Staff, seconded by Commissioner Homan. Commissioner Hanson, Waugh, Preisinger, Homan, and Davis voted yes. Chairman Bateman voted no. The motion passed by a vote of 5-1.

First consideration will go to the City Commission on February 24, 2026.

OTHER BUSINESS:

Staff noted that the next planning commission meeting will be on March 2<sup>nd</sup>, 2026.

Commissioner Preisinger moved to adjourn, seconded by Commissioner Hanson and approved 6-0.

Meeting adjourned at 10:24 p.m.

Minutes taken by Planning Director Kim Portillo.

DRAFT

## Planning

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**From:** Rebecca Hollister  
**Sent:** Wednesday, February 18, 2026 6:55 PM  
**To:** Kim Portillo  
**Subject:** Fw: Prison camps

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Barbara Stephenson <barbarastephenson0@gmail.com>  
**Sent:** Tuesday, February 17, 2026 9:40 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Prison camps

Please do not allow prison/detention camps in Kansas.  
It is un-American to hold civilians in prison without due process. Local governments should not facilitate federal enforcement that harms families and destabilizes communities.

Barbara Stephenson  
:lawrence, Kansas

## Planning

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**From:** Penny Holler  
**Sent:** Thursday, February 12, 2026 9:12 AM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic - For Special Use Permit

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**From:** Hohl, Adam <Adam.Hohl@corecivic.com>  
**Sent:** Thursday, February 12, 2026 7:05 AM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** CoreCivic - For Special Use Permit

Dear Leavenworth City Commissioners,

My name is Adam Hohl, a Detention Officer at the Midwest Regional Reception Center and a U.S. Army Veteran. I began my service with CoreCivic in September 2025, and I'm genuinely excited to be starting my career in corrections here in Leavenworth. This opportunity has been a blessing for my family—my wife and our three children—providing stability, purpose, and a path for growth.

In my time at the facility, I've had the privilege of working alongside many dedicated, compassionate professionals who share a simple, important goal: to provide the best care, attention, and respect to those entrusted to us. Every day, I see staff who treat each other with dignity while upholding safety and professionalism. That commitment—from the frontline teams to our Warden and Assistant Wardens, whose leadership is kind, understanding, and supportive—creates an environment where we can do our jobs the right way and continue to get better.

Training and development have been central to my early experience. The emphasis on readiness, mentorship, and practical learning has helped me build confidence and competence in the role. I'm grateful for the camaraderie among staff and the shared sense of responsibility to each other, to those in our care, and to the broader Leavenworth community.

Community engagement is just as important to me as the work inside the facility. In the last month, our team has supported local efforts through donations to the Leavenworth Salvation Army, and by participating in Wreaths Across America at the Leavenworth National Cemetery—acts of service that mean a great deal to me as a veteran and as a member of this community. Looking ahead, I'm proud of how CoreCivic is committed to giving back—through volunteerism, partnerships with local organizations, support for veterans and families, participation in community drives, and encouraging staff to contribute their time and talents where they're most needed. These efforts help strengthen trust, support local needs, and reflect the values we bring to work every day.

I choose to continue my career with CoreCivic because I believe in our mission and in the people I work with. We're committed to running a safe, secure, and professional facility and to providing care that is consistent, humane, and accountable. I'm grateful to work in Leavenworth, and I take pride in being part of a team that serves this community with integrity.

Thank you for your time and for your continued support of our community and its institutions.

Sincerely,  
Adam Hohl  
Detention Officer  
Midwest Regional Reception Center  
U.S. Army Veteran

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:54 PM  
**To:** Kim Portillo  
**Subject:** Fw: Public Comment for Feb. 10 Council Meeting - Opposition to CoreCivic ICE Detention Center

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Alex Martinez <alexandreamartinez316@gmail.com>  
**Sent:** Sunday, February 8, 2026 9:02 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Public Comment for Feb. 10 Council Meeting - Opposition to CoreCivic ICE Detention Center

Dear Mayor Bauder and Members of the Leavenworth City Council,

I am writing as a Lawrence resident who is unable to attend the Feb. 10 council meeting in person due to work obligations. Please include this message in the official public record for that meeting.

I am writing to express my unequivocal opposition to the proposed CoreCivic ICE detention center in Leavenworth.

Kansas is home to a significant immigrant population, estimated at roughly 7–8% statewide, with approximately 14% of Kansans identifying as Hispanic. Many of these individuals and families, including members of my own family, are deeply rooted in our communities. The construction of a large ICE detention facility in our region would have profound and damaging ripple effects across the entire state of Kansas.

The economic consequences alone would be very severe. We would look forward to strained local resources, increased legal and court burdens, and long-term reputational harm to the state. However, the human cost is far more detrimental. Facilities like this destroy public trust in local and state institutions, cause our residents to constantly live in fear, and destabilize families and workplaces that are essential to the social and economic

fabric of our communities. Our courts and legal systems are already stretched thin, and the addition of a major detention center would only further overwhelm them. A detention center of this kind is a completely unnecessary and cruel project that the hardworking residents of Kansas do not want to fund with their tax dollars.

More broadly, I believe expanding immigration detention infrastructure, especially through private prison corporations, poses extremely serious moral, civic, and public safety concerns. Many of my fellow Kansans do not believe this facility should be built in Leavenworth, or anywhere else in the United States.

I urge the City Council to reject this project and to consider the severe long-term impact on families, community cohesion, and public trust across the state. Decisions made at the municipal level will reverberate far beyond city limits, and many of us in neighboring communities are paying close attention. As a Lawrence resident that has been involved as much as possible in city meetings while advocating for immigrants in my city, I can confidently say that this project is strongly opposed by the overwhelming majority here. I sincerely hope, from my bottom of my heart and soul, that the city of Leavenworth does not further the cruelty that the Trump administration has brought to our communities through ICE's (often illegal) operations.

Thank you very much for your time and consideration and for ensuring that this comment is entered into the public record.

Warm Regards,

Alex Andrea Martinez

Lawrence, Kansas

## Planning

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**From:** Sam Maxwell  
**Sent:** Wednesday, February 18, 2026 8:56 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** alyssajcrawford1@everyactioncustom.com <alyssajcrawford1@everyactioncustom.com> on behalf of Alyssa Crawford <alyssajcrawford1@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 6:49 PM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear Commissioner Sam Maxwell,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Alyssa Crawford  
alyssajcrawford1@gmail.com

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:52 PM  
**To:** Kim Portillo  
**Subject:** Fw: Oppose ICE Detention Center

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Ann Brewer <ann@annbrewer.com>  
**Sent:** Friday, February 6, 2026 2:21 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Oppose ICE Detention Center

Dear Mayor Pro Tem Hollister,

I am writing to state my clear opposition to the proposed ICE immigration detention facility in Leavenworth.

This project raises serious concerns for human rights, community safety, and government accountability, and it should not move forward with federal support.

ICE detention centers across the country have a documented record of inhumane conditions, inadequate medical care, preventable deaths, abuse allegations, and chronic oversight failures — especially in privately operated facilities. Communities that host these centers frequently face secrecy, legal disputes, and reputational damage while receiving little real benefit. Leavenworth residents and leaders have already raised strong objections based on prior operational problems at this same site. Expanding detention capacity also encourages broader enforcement sweeps that destabilize families, workplaces, and entire regional communities. That is not a neutral administrative choice — it has real human and civic consequences.

There are proven alternatives to detention that are more cost-effective, more humane, and still ensure court compliance. Choosing detention expansion instead reflects priorities that many of your constituents do not support.

Please oppose funding, contracts, and federal cooperation for this facility and publicly support alternatives to detention and stronger oversight standards.

Regards,  
Ann Brewer



Virus-free. [www.avast.com](http://www.avast.com)

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:21 PM  
**To:** Kim Portillo  
**Subject:** Fw: Please Oppose Proposed CoreCivic Detention Center

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: [Sam.Maxwell@leavenworthks.gov](mailto:Sam.Maxwell@leavenworthks.gov)  
Phone: 913-565-5552

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**From:** ann lintecum <[annloulint@gmail.com](mailto:annloulint@gmail.com)>  
**Sent:** Wednesday, February 4, 2026 11:25 AM  
**To:** Nancy Bauder <[nbauder@leavenworthks.gov](mailto:nbauder@leavenworthks.gov)>; Rebecca Hollister <[Rebecca.Hollister@leavenworthks.gov](mailto:Rebecca.Hollister@leavenworthks.gov)>; Holly Pittman <[holly.pittman@firstcity.org](mailto:holly.pittman@firstcity.org)>; Joe Wilson <[Joe.Wilson@leavenworthks.gov](mailto:Joe.Wilson@leavenworthks.gov)>; Sam Maxwell <[Sam.Maxwell@leavenworthks.gov](mailto:Sam.Maxwell@leavenworthks.gov)>  
**Subject:** Please Oppose Proposed CoreCivic Detention Center

Good Morning.

My name is Ann Lintecum and I am writing as a resident of Prairie Village, 66208, to respectfully urge you to oppose advancing the proposed CoreCivil ICE detention facility in Leavenworth.

The expansion of immigration detention raises serious concerns for our community. Private detention facilities profit from incarceration, separate families, and cause long-term harm to both detained individuals and the cities that host them. This proposal does not reflect the values of safety, accountability, or community well-being that Leavenworth residents deserve.

Local governments should not facilitate federal immigration enforcement that causes harm and instability. Instead, our resources and leadership should be directed toward investments that truly strengthen communities such as housing, healthcare, education, mental health services, and public safety initiatives rooted in dignity and trust.

I respectfully ask you to consider the long-term impact this decision would have on families, local resources, and the moral responsibility of the City of Leavenworth. Please oppose any action that advances the CoreCivic ICE detention facility.

Thank you for your time and your attention to community concerns.

Sincerely

Ann Lintecum

[annloulint@gmail.com](mailto:annloulint@gmail.com)

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:18 PM  
**To:** Kim Portillo  
**Subject:** Fw: Please - No Immigrant Detention Center in our NE Kansas Neighborhood

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** Anna Shouse <soulmatters@earthlink.net>  
**Sent:** Sunday, February 8, 2026 9:56 PM  
**To:** Holly Pittman <holly.pittman@firstcity.org>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Please - No Immigrant Detention Center in our NE Kansas Neighborhood

Dear City Commissioners:

I know you have a difficult decision facing you regarding Core Civic's desire to re-open as an immigrant detention center in Leavenworth. As a former resident of Leavenworth and a current resident of Lawrence, I implore you to say NO to this request.

These detention centers are little more than concentration camps run by for-profit companies that profit from people's suffering. They are supposed to hold people for a brief period before deportation. However, that is not what happens. People are held in these cruel environments for months with little to no medical care nor access to basic human resources for hygiene or nutritious food. People are held for lengthy periods because companies like Core Civic make more money the longer they are held. This is wrong. These people are NOT criminals. Credible reporting notes that 74% have NO criminal record.

No number of jobs created nor tax base increased can make up for the moral, spiritual, and psychological cost of profiting off of people's pain and suffering. Leavenworth is better than this. NE

Kansas is better than this. Please, for the sake of all that is good, vote NO to establishing an immigrant detention center in Leavenworth. Thank you for the service you give to the Leavenworth community.

Sincerely,  
Rev. Anna Shouse

Rev. Anna J. Shouse, Ph.D.  
You are the Light of the world, so shine!

## Planning

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**From:** Melissa Bower  
**Sent:** Tuesday, February 3, 2026 2:03 PM  
**To:** Kim Portillo; Michelle Baragary  
**Subject:** Fw: CoreCivic Detention Ctr

Do we need to turn in comments like this over to Planning as part of the SUP public hearing process?

Melissa Bower, Public Information Officer  
City of Leavenworth, Kansas  
100 N. Fifth Street  
Leavenworth, Kan. 66048  
913-680-2610  
melissa.bower@leavenworthks.gov  
Find us online at [www.leavenworthks.gov](http://www.leavenworthks.gov)

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**From:** Beth L. Barnett <bethlbarnett@aol.com>  
**Sent:** Tuesday, February 3, 2026 1:50 PM  
**To:** Melissa Bower <melissa.bower@leavenworthks.gov>  
**Subject:** CoreCivic Detention Ctr

Dear Ms. Bower,

Please do everything you can to prevent a reopening by ICE of the prison facility known as CoreCivic (Midwest Reception Regional Center, located at 100 Highway Terrace)

Several years ago, while writing a novel, I researched CoreCivic Leavenworth prison. What I discovered was aptly put by a Leavenworth judge who called it an absolute "hell hole" of horrendous conditions.

Leavenworth closed the facility in 2017. Please oppose it as an ICE detention center now.

Beth Lyon Barnett  
6246 Mission Rd  
Shawnee Mission KS 66205

## Planning

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**From:** Rebecca Hollister  
**Sent:** Wednesday, February 18, 2026 7:00 PM  
**To:** Kim Portillo  
**Subject:** Fw: Urging Disapproval of Permit for CoreCivic

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Brent Kauffman <bkauffman44@hotmail.com>  
**Sent:** Tuesday, February 17, 2026 2:16 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Urging Disapproval of Permit for CoreCivic

Dear Mayor Pro Tem Hollister,

I attended the Planning Commission meeting on 2/2. I was disappointed in the 5-1 vote to recommend granting a special use permit for CoreCivic to reopen the detention center, especially given their poor track record at the same facility, the majority of compelling public comments against, and the likelihood that the facility would be used by DHS/ICE resulting in negative publicity for our community (if approved).

On that last reason, I have already noticed the Leavenworth facility mentioned by a non-local group at [FOIA Documents Unmask the Sites of ICE's Continued Detention Surge](#) (scroll down to 'Reopening Shuttered Prisons'). Additionally, recent news commentary explains how city councils and commissions in conservative and liberal cities alike are voting to avoid the specter of ICE in their communities ([The Rachel Maddow Show – 2/16/26 | Top News Show; 11:13 - 21:32](#)).

I urge you to consider these sources, look at the bigger picture and likely consequences for our community, and to disapprove the permit for CoreCivic. Thank you for your attention and consideration to this significant matter.

Brent Kauffman

## Planning

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**From:** Scott Peterson  
**Sent:** Wednesday, February 18, 2026 11:51 AM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

**Scott Peterson**  
City Manager  
City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048  
Phone: 913-680-2600  
Fax: 913-680-2598  
[www.leavenworthks.org](http://www.leavenworthks.org)

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**From:** herrera.brianna2001@everyactioncustom.com <herrera.brianna2001@everyactioncustom.com> on behalf of Brianna Herrera <herrera.brianna2001@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 9:19 AM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear City Manager Scott Peterson,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Brianna Herrera  
herrera.brianna2001@gmail.com

**From:** [Kim Portillo](#)  
**To:** [Penny Holler](#); [Scott Peterson](#); [Trevor Cook](#)  
**Cc:** [Michelle Baragary](#)  
**Subject:** RE: Hello  
**Date:** Wednesday, January 14, 2026 8:44:42 AM

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I have not been receiving any. This the first I have seen. Please forward me any you receive we will include them in the packet.

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**From:** Penny Holler <[Penny.Holler@leavenworthks.gov](mailto:Penny.Holler@leavenworthks.gov)>  
**Sent:** Wednesday, January 14, 2026 8:34 AM  
**To:** Kim Portillo <[Kim.Portillo@leavenworthks.gov](mailto:Kim.Portillo@leavenworthks.gov)>  
**Subject:** Fw: Hello

Hi Kim,

I'm not sure if you are tracking these for inclusion into the Feb 2 Planning Commission meeting for comments. Sending your way to address appropriately.

Thanks,

Penny

Penny Holler, MPA  
Assistant City Manager

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**From:** Williams, Brittany <[Brittany.Williams2@corecivic.com](mailto:Brittany.Williams2@corecivic.com)>  
**Sent:** Wednesday, January 14, 2026 8:04 AM  
**To:** Penny Holler <[Penny.Holler@leavenworthks.gov](mailto:Penny.Holler@leavenworthks.gov)>  
**Subject:** Hello

Dear Assistant community commissioner,

I'm a Detention officer at the Midwest Regional Reception Center here in Leavenworth, KS, and I have worked for CoreCivic for only 4 months but I have done corrections for quite a while. I was given an opportunity to work at this facility that has tremendously helped my family out financially and has given me the opportunity to continue with my career. I feel like my career can actually get started while working here at Midwest. I currently possess my bachelors in psychology and in the process of getting my doctorate. Although I do not live here in the state of Kansas, I work here and so far from

meeting all the people I work with, I believe this community we are trying to build has good intentions for what we do here at Midwest. Working here I have had the experience of traveling to Oklahoma In October to help diamondback get ready for their opening day. I am currently TDY to TransCorr of America helping them transport detainees from KC ICE to where they are needed to go. CoreCivic here at Midwest has participated in so many community outreaches such as in supporting our troops, toy drives for children over Christmas, and food banks.

I continue to work for CoreCivic to maintain commitment to continued staff development, transparency, commitment to running a safe and secure facility And Camaraderie with staff. My plan for working here at Midwest is to get promoted to case manager or an ICE specialist. I want to help people and try to make it the most comfortable for people as possible. I may not have any instructor certifications but I still want to teach and mentor other staff who haven't ever been in this field of work since I have quite a bit of experience. Being here we staff are put through reality based training so we are prepared for anything and I think it's the best thing I have done working in this field because I have been in some real dangerous situations when I worked in corrections and was new and was not trained on anything. I think what the higher staff are doing here is some fantastic stuff. In our community here at Midwest that we have built, we will maintain care, custody, and control of detainees, focusing on safety, security, and order through tasks like booking/processing, monitoring activities (meals, recreation, cell checks), enforcing rules, managing property, transporting detainees, responding to emergencies, handling paperwork, and ensuring hygiene/medical needs are met. We maintain logs, conduct searches for contraband, supervise daily routines, and serve as a contact for detainees, all while adhering to strict policies and legal standards. Our main priority here is Protecting detainees, staff, and the public all while following state/federal laws and departmental policies. I want to thank you for allowing us to speak on behalf of Midwest and I stand with us opening up allowing us to do some good in the community of Leavenworth.

Thank you for your time and consideration,  
Detention Officer Williams, Brittany

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:50 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic Facility in Leavenworth

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Carol Conner <con71475@yahoo.com>  
**Sent:** Wednesday, February 4, 2026 6:08 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** CoreCivic Facility in Leavenworth

Dear Rebecca,

I do not think opening a detention center for use by ICE is in the best interest of the city of Leavenworth. Core Civic does not have a good reputation when it comes to the treatment of prisoners or the safety of its employees. We do not need this disruptive presence in our town. Please vote NO.

Carol Conner  
2200 10th Avenue  
Leavenworth, Kansas 66048

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:21 PM  
**To:** Kim Portillo  
**Subject:** Fw: Please oppose the proposed CoreCivic detention center

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** Chris Taylor <christaylor@midco.net>  
**Sent:** Wednesday, February 4, 2026 1:57 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Please oppose the proposed CoreCivic detention center

Dear Commissioners,

I am a resident of Lawrence, Kansas, (66044). In support of my friends in Leavenworth and all Kansans, I am writing to urge you to please oppose the proposed CoreCivic ICE detention facility in Leavenworth. The expansion of immigration detention raises serious concerns for our community. Private detention facilities profit from incarceration, separate families, and cause long-term harm to both detained individuals and the cities that host them. This proposal does not reflect the values of safety, accountability, or community well-being that Leavenworth residents deserve. Their history demonstrates that CoreCivic cannot be trusted to keep anyone safe.

Local governments should not facilitate federal immigration enforcement that causes harm and instability. Instead, our resources and leadership should be directed toward investments that truly strengthen communities, such as housing, healthcare, education, and public safety initiatives rooted in dignity and trust.

I respectfully ask you to consider the long-term impact this decision would have on families, local resources, and the moral responsibility of the City of Leavenworth.

Please oppose any action that advances the CoreCivic ICE detention facility.

Thank you for your time and for listening to community concerns.

Sincerely,  
Chris Taylor

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:56 PM  
**To:** Kim Portillo  
**Subject:** Fw: Thoughts and appreciation

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Christine Frietchen <c.frietchen@gmail.com>  
**Sent:** Saturday, February 14, 2026 5:12 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Thoughts and appreciation

Dear Commissioner Hollister,

You have, of course, heard a LOT on this Core Civic topic, and first I want you to know how sorry I am that this whole thing comes down on five well-meaning, underpaid local elected commissioners. It really isn't fair, and you really are damned if you and damned if you don't.

I keep coming back to a couple of thoughts...

### ***What if it was a different industry?***

It's hard to take the politics out of this issue, so I've been thinking of comparing it to other controversial--but not as political--industries.

- What if this was a slaughterhouse? What if they'd had an appalling safety record, with ambulances called out every other day to handle employee injuries? What if management actively tried to cover up the issues?
- What if this was a daycare? Maybe it was chronically understaffed. Maybe children went home with unexplained injuries.

If either of those were to have occurred, would we allow the company to reopen the business after assuring us that they've changed? Even if their businesses in other states continue to be plagued with similar issues? Would we feel like we had to let them reopen since they filled out all their paperwork correctly?

### ***I read from people who don't live here that "Leavenworth is just a prison town.. so why not another one?"***

To that, my thoughts are: "Do we have an annual prison festival?" Are we proud to be full of prisons? That's not what I've seen. What I HAVE seen is a lot of people putting energy into talking about Leavenworth's historic downtown, trying to attract new small businesses, celebrating our military and

our military retirees. In short -- a lot of people working to build this town into something other than a 'prison town.'

***The 'special use permit' gives us latitude to make decisions about the town we WANT to be.***

I have seen hundreds of people speak out that Leavenworth does not want another prison. I have seen hardly anyone as passionate for the other side... I have seen a lot of people that don't care. But those people fiercely arguing against it are also the "do-ers" in this town. They're the people that show up to volunteer, to promote our town, the people that get involved, that raise money for our charities.

Again -- I get it. We are a small town without an unlimited legal budget. They are a giant corporation with all the lawyers and money and resources to keep at this. And the decision is probably going to be a practical and fiscal one. They win, we lose and we can't afford to fight it.

I think the County Board made a good move in recommending shortening the permit from five years to three. Other thoughts would be a citizen oversight board, access for volunteers to assist immigrants with contacting their families and access to legal resources. A plan for the inevitable protests -- a way to keep people safe who don't agree with any of this and will be exercising their rights of assembly and speech.

I have a great deal of empathy for all of you, and I'm sure you're just ready to move on to other things. Thanks for reading.

Christine Frietchen  
1427 S Broadway St., Leavenworth

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:27 PM  
**To:** Kim Portillo  
**Subject:** Fw: No Core Civic Detention Facility

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**From:** Chuck Johnson <cjohnsonnc@gmail.com>  
**Sent:** Monday, February 9, 2026 11:50 AM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Joe Wilson <Joe.Wilson@leavenworthks.gov>  
**Subject:** No Core Civic Detention Facility

Please stop Core Civic from opening a detention center in our City. Honestly, we already do more than our fair share of detention already.  
Current immigration/deportation practices are unconscionable and have no place here. Let them go elsewhere, or even better, be rejected by every community they approach.  
Still trying to figure out which crimes get you deported versus those that get you elected president.  
Appreciate your attention.

Chuck Johnson  
602 North Esplanade Street  
Leavenworth, Kansas 66048

## Planning

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**From:** Penny Holler  
**Sent:** Thursday, February 12, 2026 2:05 PM  
**To:** Kim Portillo  
**Subject:** Fw: NO

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**From:** CURTIS FREELAND <cfreeland@cox.net>  
**Sent:** Thursday, February 12, 2026 11:51 AM  
**To:** Penny Holler <Penny.Holler@leavenworthks.gov>  
**Subject:** NO

Assistant City Manager Holler,

I encourage you to discourage CoreCivic coming into your community. I realize you will be getting a lot of money from them but isn't it blood money? Your community has had a poor relationship with them in the past. They can promise all kinds of things, but history shows that they don't hold up to what they say they will do. All that we hear from their for-profit detention centers is how much harm they do to the detainees. Being a retired city managers spouse, I understand the opportunities that it can provide for Leavenworth, but please consider all of the negativity it will also provide! Vote NO!

A concerned Kansan,  
Cindy Freeland  
We the People of Southcentral Kansas



Fred Brown, a Leavenworth resident, has worked in corrections for nearly 40 years, including over 30 years at the Federal Bureau of Prisons. After a brief retirement, Brown joined CoreCivic at the Midwest Regional Reception Center (MRRC) and worked to improve safety and security. Brown emphasizes the MRRC's commitment to training, compliance, and positive community relations.

Leavenworth has been my home for almost 40 years. After growing up in South Georgia, I joined the Army. I came to visit an uncle who worked at what's now the Federal Correctional Institution, Leavenworth. I joined the staff there, too, ultimately becoming a facility investigator.

I married a Leavenworth girl, and the rest is history.

In 2019, I retired from the federal facility after more than 30 years of service to the Federal Bureau of Prisons. I lasted about six weeks in retirement before deciding it wasn't for me. That's when I came to work with CoreCivic at what we now call the Midwest Regional Reception Center (MRRC). At the time, the facility served the U.S. Marshals Service.

As a facility investigator, my job is to ensure safety, security and compliance with policies and standards. There were some challenges at CoreCivic's Leavenworth facility when I arrived, but our facility leadership had my back on what needed to be done.

We worked to dramatically reduce the amount of contraband being brought into the facility, including training our mailroom staff to better spot drugs. We also terminated staff who violated policies.

This is critical in a correctional setting for everybody's safety. Things were not perfect, but there were genuine efforts to improve.

After the USMS contract ended in 2021, I stayed with CoreCivic, working in facilities around the country. It gave me a chance to see how different groups of people are served, including immigration detainees. No matter where I was, I felt supported in my efforts to make these facilities safer and to ensure accountability when necessary.

When the chance presented itself to come back home and work at MRRC, I jumped at it. I've been glad to be part of this growing team that already numbers about 100 people. And after nearly four decades in this profession, I want to share what I see as we prepare for the opportunity to serve U.S. Immigration and Customs Enforcement in Leavenworth.

We've got a leadership team that's deeply knowledgeable and who are sticklers for details. We've got new staff coming in who are getting the training they need to be successful. We also have a team that genuinely wants to be here. They are committed to this line of work and this community, which understands and values public service better than most.

For those who have concerns, I would just like for them to know that the professionals at MRRC take a lot of pride in what we do. Some of us have been here a long time, and some of us are new, but our commitment to making MRRC the best it can be is the thread that ties us together.

I have great confidence in the path we're on and know that MRRC can be a great neighbor, a great solution for our government partners and a great facility for those in our care.

*Fred Brown is the facility investigator at the Midwest Regional Reception Center. He lives in Leavenworth.*



Dear Leavenworth City Commissioners,

I'm the Investigator at the Midwest Regional Reception Center here in Leavenworth, KS, and I have worked for CoreCivic since August of 2019.

I retired in June 2019 with 30 years of Government service from what is now Federal Correctional Institution (FCI) Leavenworth as the Special Investigative Agent. I went to work with CoreCivic at the Leavenworth Detention Center in August of 2019 as their investigator. CoreCivic has allowed me to utilize my knowledge to help ensure a safe and secure facility and policy is followed for the benefit of staff and inmates.

I enjoy living in Leavenworth Community. One of my daughters is also a resident of this city and one is a teacher in Junction City. This allows me to be close to my grandchildren.

From August 2019 till December 2021, I worked at the Leavenworth Detention Center (Now Midwest Regional Reception Center MRRC). For the past four years I have been assigned to numerous CoreCivic facilities across the country that needed help with Investigations. I have worked at various facilities with State and Federal contracts.

As a veteran, I am a member of CoreCivic's Military Business Relations Group in which we support programs for veterans. We participated in wreaths across America at the National Cemetery in Leavenworth, Kansas and CoreCivic has also donated to various Veteran organizations.

I continue to work for CoreCivic because I enjoy the investigative field and CoreCivic supports me in conducting my job to make facilities safe and secure. CoreCivic supports and strives for a professional environment with strict adherence to policy. They also strive to treat their staff as family.

Thank you for your time and consideration,

[Fredrick Brown]

**Fw: Core Civic Permit Application**

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**From** Nancy Bauder <nbauder@leavenworthks.gov>  
**Date** Tue 1/27/2026 4:27 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

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**From:** Daniel McIntosh <squireoivanhoe@gmail.com>  
**Sent:** Wednesday, January 14, 2026 10:23 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Core Civic Permit Application

Dear Mayor Bauder,

I am writing to you to inquire as to your position on the Core Civic permit application, and to encourage you to reject their application.

In the fall I spoke at a city council meeting in opposition to Core Civic on moral grounds, but I recognize that there probably aren't moral clauses in the permitting process. From what I understand, the permit may be denied on the grounds of its environmental impacts (flushing blankets and other debris), and from negative impact on the community. If you haven't already, please take into consideration the strain on police resources, injury to staff, draw of disruptive protest and what have now proven to be murderous thugs (ICE), and poor record of detainee care. Just look at what is happening in Minneapolis. We don't need that here.

If my sources are correct, their contract is worth about \$48 million per year, but they claim they only make 3% profit. Assuming all of that is taxable, that still only makes a profit of \$1,440,000, which is easily outweighed by the costs listed above (not to mention the moral costs).

If you can, please let me know that you are weighing these concerns (an indication of how you are leaning would be nice too). At a minimum, please make sure that the permit includes an option to rescind the permit if Core Civic doesn't comply with our city.

Sincerely,

Daniel J. McIntosh

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**Fw: Core Civic Special Permit Application**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:51 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Daniel McIntosh <squireoivanhoe@gmail.com>

**Sent:** Wednesday, January 14, 2026 10:13 PM

**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Subject:** Core Civic Special Permit Application

Dear Mayor Pro Tem,

First of all, congratulations on winning the election! I voted for you, and I am happy that you are now one of our city commissioners. I was something of a single-issue voter, and I was pleased with your responses to that issue (you may recall me asking you about it as the lone civilian at the candidate forum at the library). I feared that our city would soon have to deal with the question of the Core Civic detention facility, so I am glad that a person of character such as yourself is now among those making the decisions.

While I strongly oppose what Core Civic is proposing on moral grounds, I recognize that there probably aren't moral clauses in the permitting process. From what I understand, the permit may be denied on the grounds of its environmental impacts (flushing blankets and other debris), and from negative impact on the community. If you haven't already, please take into consideration the strain on police resources, injury to staff, draw of disruptive protest and what have now proven to be murderous thugs (ICE), and poor record of detainee care. Just look at what is happening in Minneapolis. We don't need that here.

If my sources are correct, their contract is worth about \$48 million per year, but they claim they only make 3% profit. Assuming all of that is taxable, that still only makes a profit of \$1,440,000, which is easily outweighed by the costs listed above (not to mention the moral costs).

If you can, please let me know that you are weighing these concerns (an indication of how you are leaning would be nice too). At a minimum, please make sure that the permit includes an option to rescind the permit if Core Civic doesn't comply with our city.

Sincerely,

Daniel J. McIntosh

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:26 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic

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**From:** Darcy Rasmussen <drasmussen1616@gmail.com>  
**Sent:** Sunday, February 8, 2026 8:08 PM  
**To:** Joe Wilson <Joe.Wilson@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** CoreCivic

Dear Leavenworth Leaders,

I am writing as a furious and deeply disappointed Kansan regarding your city planning commission's approval of an ICE detention facility in your city.

Across the country, DHS is quietly purchasing massive warehouse facilities — \$87.4 million outside Philadelphia, \$37 million near San Antonio, and \$70 million in Arizona — to expand detention operations. These facilities are being built despite growing national outrage over the documented abuse, violence, family separation, and constitutional violations carried out by ICE and Border Patrol. Communities are standing up and saying no. And yet, Leavenworth said yes.

More than a thousand residents recently showed up in Surprise, Arizona to oppose a similar detention center. One speaker reminded officials of Ohrdruf, the first Nazi concentration camp liberated by U.S. troops — and how local leaders claimed they had no authority or knowledge, yet were still morally responsible for what happened in their community. That story should haunt every public official facing decisions like this. Because whether or not federal projects bypass zoning laws, moral responsibility does not disappear with jurisdiction.

You cannot claim ignorance. You cannot hide behind process. You knew enough — and you still chose to approve a facility that will cage human beings, traumatize children, and normalize cruelty in the name of enforcement. That choice stains your city.

Leavenworth should not stand for fear, cages, and cruelty. It should stand for dignity, humanity, and justice. Your decision sends the opposite message, and many of us will not forget it.

History will judge what communities tolerated — and what leaders like you allowed — when they had the chance to say no.

Sincerely,  
Darcy Rasmussen  
Kansan  
Sent from my iPhone

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:51 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** David Norlin <davidnor@sbcglobal.net>  
**Sent:** Tuesday, February 3, 2026 4:04 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Core Civic

Dear Rebecca,

I have served on and was chair of Salina's planning commission. I know that our commission did the best it could in examining facts of each case, and we attempted to be fair. We also got overturned by the City Commission, particularly when citizens brought their concerns to what was essentially the court of last resort.

In the appeals to the City, the City's image was part of their consideration. It is on that basis I appeal to you. Leavenworth's history features prisons. That is not new.

This detention center, however, is new. It is of a different stripe. People incarcerated there (and that is exactly the word) are unlikely to have committed any crime. In the vast majority of ICE detentions nationally, these people are NOT criminals. They are regular people, suffering at the hands of an insufferable administration. 5-year-old boys, regular people seeking asylum—I need not enumerate them. Kansas City has declared its objection to housing detainees/prisoners in any facility within their boundaries.

You know there's been much local outcry against Core Civic. It is well justified. Core Civic is not there to practice humanity, they are there to make a profit. The humans they incarcerate are a commodity. \$\$, pure and simple.

The question is, what is the price of your soul?

Thank you for listening.

David Norlin  
Retired College Professor  
Former Chair, Salina Planning Commission, Community Access Television, Salina Human Relations Commission, and member of the Saline County Jail Expansion study group in Salina.

David Norlin  
608 E Republic,  
Salina 67401  
785-201-2780

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:49 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Dee Mansker <deemansker51@gmail.com>  
**Sent:** Wednesday, February 4, 2026 6:27 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** CoreCivic

I have always been proud to live in Leavenworth County. Now not so much. Most of the country is against Ice and you want to bring them to our town. This will not help Leavenworth in any way. Instead we will be looked at as the town that holds children in prison CoreCivic did not do right when here before and they won't this time. All people have rights and the government is not following the law. I'm afraid that once they get here they won't follow the peoples law but what ever the federal government says they can do and you won't be able to stop them.

The Chiefs coming so close to Leavenworth will help grow us not this.

CoreCivic is in Texas and we have heard of children being held longer than allowed. Measles have broken out in these facilities. I for one have not heard of anything being done to correct these problems.

My grandchildren just bought a home in Leavenworth. My heart hurts to think my great granddaughter would grow surrounded by this.

Please do not let us be known as an Ice facility.

Dee Mansker

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**Fw: Reflections on Joining Midwest Regional Reception Center**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:51 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Hudson Jr, Donald <Donald.HudsonJr@corecivic.com>

**Sent:** Thursday, January 15, 2026 9:27 AM

**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Subject:** Reflections on Joining Midwest Regional Reception Center

Dear Leavenworth City Commissioners,

My name is Donald Hudson, and I currently serve as Assistant Warden at the Midwest Regional Reception Center. After a 33-year career in Federal Corrections, I was initially hesitant to apply to CoreCivic due to the challenges I had heard about in previous years. However, I approached this opportunity with open eyes and an open mind—and I have been nothing short of impressed.

The organizational structure, policies, security procedures, and training curriculum here are thorough, detailed, and intentional. Everything I've observed reflects a strong commitment to providing quality care and housing for those entrusted to us.

**Training Excellence**

The training provided to our staff rivals that of many other correctional systems I've encountered. Reality-Based Training (RBT) is particularly exceptional, offering new staff a safe environment to learn and practice skills before transitioning to on-the-job training. Additionally, the availability of specialty training and career development opportunities ensures continuous growth for our team.

**Diverse and Dedicated Staff**

Our staff represents a wide range of backgrounds and experiences, which strengthens our ability to communicate, operate, and resolve challenges effectively. Many have relocated from other parts of the country for the opportunities this facility provides, and their commitment is evident. They have formed a cohesive team, volunteering to assist at other facilities and gaining invaluable experience along the way.

**Community Engagement**

In the short time we've been preparing to open, our staff has actively participated in fundraising efforts for the local community—donating hundreds of pounds of food and thousands of dollars in toys and clothing to organizations such as the Salvation Army, veterans, and active military members. These efforts were entirely voluntary and speak volumes about the character of our team.

I am proud to be part of this organization and excited about the positive impact we will continue to make—both within our facility and in the surrounding community.

Thank you for your time and support. Please feel free to reach out if you'd like to discuss further.

Best regards,  
Donald Hudson  
Assistant Warden  
Midwest Regional Reception Center

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**Fw: Public Comment Session**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:54 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Donald Stubbings <donald.stubbings@gmail.com>

**Sent:** Tuesday, January 27, 2026 10:56 AM

**To:** Joe Wilson <Joe.Wilson@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Subject:** Public Comment Session

Dear Madam Mayor and members of the Leavenworth City Commission,  
I am unable to attend tonight, but I want to express my opposition to the proposed CoreCivic immigrant detention facility. I know this topic is like a broken record with many of the same voices at the meeting sharing the same concerns(all valid and important).

My concern for this month is based solely on the significant legal and financial liability risks the City of Leavenworth may assume by permitting and supporting this project. This email is not intended to address broader immigration policy or political considerations. Rather, it focuses on the City's potential exposure in the event of injury or death to detainees or facility employees, particularly in light of CoreCivic's well-documented operational concerns at this facility in the past, and the ongoing concerns at other facilities. Below are a few points of concern.

**Key Liability Concerns for the City of Leavenworth**

**1. Foreseeability of Harm and Known Operational Risks**

CoreCivic has a documented history of serious operational deficiencies at multiple facilities, including inadequate staffing, insufficient medical care, failure to follow safety protocols, and delayed emergency response. When a municipality proceeds with a project despite widely known concerns, injuries or deaths may be argued to be foreseeable rather than unforeseeable accidents, significantly increasing liability exposure.

**2. Negligent Approval and Oversight Claims**

Even if CoreCivic operates the facility, the City may face claims alleging negligent zoning approval( you knew the risk by approving the permit), permitting, contracting, or failure to exercise appropriate oversight. Courts have increasingly scrutinized whether local governments ignored warning signs or failed to impose adequate safeguards when approving high-risk private detention operations.

**3. Civil Rights and Wrongful Death Litigation**

Injuries or deaths of detainees or employees may give rise to federal civil rights lawsuits and wrongful death claims. Plaintiffs frequently name municipalities alongside private

operators, alleging that city actions or inaction contributed to unsafe conditions. Defense costs alone in such cases can be substantial, regardless of eventual outcomes.

#### **4. Employee Safety and Workers' Compensation Exposure**

Detention facilities are inherently high-risk workplaces. If employees are injured or killed due to understaffing, inadequate training, or unsafe conditions, the City could face indirect financial exposure through litigation claims asserting municipal responsibility for knowingly allowing unsafe operations.

In closing, I want to thank you for your time and dedication to this city. We cannot, in good conscience, grant this permit, given our prior knowledge of the danger it poses to detainees and employees daily.

Respectfully,

Don Stubbings

Leavenworth KS.

## Planning

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**From:** Scott Peterson  
**Sent:** Thursday, February 19, 2026 8:35 AM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

**Scott Peterson**  
City Manager  
City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048  
Phone: 913-680-2600  
Fax: 913-680-2598  
[www.leavenworthks.org](http://www.leavenworthks.org)

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**From:** cinderellen@everyactioncustom.com <cinderellen@everyactioncustom.com> on behalf of Ellen Edgar <cinderellen@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 9:51 PM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear City Manager Scott Peterson,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Ellen Edgar  
cinderellen@gmail.com

## Planning

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**From:** Sam Maxwell  
**Sent:** Wednesday, February 18, 2026 8:58 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** erose@everyactioncustom.com <erose@everyactioncustom.com> on behalf of Emily Rose <erose@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 9:38 AM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear Commissioner Sam Maxwell,

Vote NO on the special use permit for CoreCivic

As a concerned neighbor, I ask you to stand up to CoreCivic and defend the community from for-profit imprisonment and detention. I have a personal relationship with someone who was wrongfully detained at an ICE facility last year in Tacoma Washington. She reported that the food and water she received was inedible. Instead, the profit-forward detention center offered packaged food and bottled water that detainees needed to pay to access. The entire system was based on extraction from an already vulnerable population.

My friend who was wrongfully detained was a legal green card holder. Since that traumatic experience of last year, ICE has demonstrated an utter lack of regard for the law and has wrongfully detained hundreds if not thousands of green card holders, citizens, and legal asylum seekers. When we invite for-profit prisons into our communities, there is explicit incentive for the continued disregard for the law in exchange for profiting off of detainees.

I write to you as a concerned citizen from a neighboring community - Independence, Missouri. I know that the impacts of re-opening this facility will be broad, and my neighbors will be impacted. Please consider that the decisions you make have ripple effects beyond Leavenworth.

I am a faith leader in my community. I beg you to consider the moral injury facilities like this make on detainees, families and neighbors. I also ask you to consider to moral injury to your own souls as you make this decision.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,

Emily Rose  
erose@cofchrist-spmc.org

## Planning

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**From:** Nancy Bauder  
**Sent:** Monday, February 16, 2026 2:27 PM  
**To:** Kim Portillo  
**Subject:** Fw: A short, reasoned argument re: CoreCivic SUP

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**From:** Eric Eaton <bugeric247@gmail.com>  
**Sent:** Monday, February 16, 2026 1:37 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** A short, reasoned argument re: CoreCivic SUP

Dear Honorable Mayor Bauder:

The legal aspects of the Special Use Permit for CoreCivic appear to be in order, but....

Whereas CoreCivic operates as a publicly-traded business, the company answers

- First to shareholders. SHAREHOLDERS, majority shareholders at that.
- Second to executive officers in Tennessee.
- Third to the institution for which it is contracted (ICE in this instance)
- Fourth to its employee union. Never mind, the employees don't *have* a union.
- Fifth, hopefully, to local jurisdiction.
- Finally, to the local community at large.

Leavenworth does not even make the top three in this ranking of accountability.

Whereas the City's prior experience with CoreCivic has been largely negative,

whereas the company's record of incidents at its other facilities is egregious, and

whereas the federal agency it will be working for (Immigration and Customs Enforcement) has abandoned all pretense of due process, ignored court orders, and trampled on the Constitution....

It would be undeniably, unequivocally, one hundred percent unethical to reward CoreCivic with a Special Use Permit.

Por favor, honorable amigo, deny the granting of the Special Use Permit.

Gracias,

Eric R. Eaton  
1306 Cheyenne St.  
Leavenworth, KS 66048

**Fw: Core Civi**

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**From** Nancy Bauder <nbauder@leavenworthks.gov>  
**Date** Tue 1/27/2026 4:26 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

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**From:** Frederick Finch <saquebut@me.com>  
**Sent:** Tuesday, January 20, 2026 7:45 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Core Civi

This is Lee Finch's wife Linda Finch. Please do not vote to let Core Civic open as a detention center. I know that you are aware that the operation can become violent in no time. My major concern is that the "humans" that get imprisoned there have no rights, basically. Family members are not even told where their loved ones are being housed. The non-human part of me also is concerned that our town will become another center for violence for those people who come to stand against the facility. Core Civic has already proven that they are anything but "Civil". We do not owe them a second chance when you understand their history.

## Planning

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**From:** Georgia Martinez-Moylan <georgiamartinezm@yahoo.com>  
**Sent:** Tuesday, February 17, 2026 11:56 PM  
**To:** Scott Peterson; Holly Pittman; Joe Wilson; Sam Maxwell  
**Cc:** Planning; Kim Portillo  
**Subject:** 100 Hwy Ter. - CoreCivic SUP

Good evening,

I am writing ahead of the 2/24 Commission meeting to implore that Commission members and the City Manager deny the CoreCivic SUP based on CoreCivic's past and present conduct as a business, as its past and present conduct in Leavenworth and around the nation demonstrates both a total disregard for the municipalities they operate in and a willingness to routinely violate the basic human dignity and rights of its detainees. **SUP fitness cannot be divorced from CoreCivic's behavior in these areas.**

Commissioners need to understand that CoreCivic will not care about or be meaningfully dissuaded from violating the City's conditions of approval in the SUP performance agreement. CoreCivic has the money to pay city fines and bring civil suits. It has unlimited time to fight future withdrawals of a SUP, if granted. It is not afraid to call in the DOJ to attempt to overrule local governance, as witnessed in one of the more recent lawsuits brought against the City of Leavenworth with regard to the SUP CoreCivic initially applied for, then pointlessly rescinded.

Please review last week's news coming out of San Diego County, CA at the Otay Mesa Detention Center managed by CoreCivic. From the article, a congressional representative was denied access to this facility after attempting to investigate reports of detainees suffering from constant sickness, lack of food, and indefinite detention. These reports were relayed by notes fastened to random items thrown over the fence by the center's detainees. **After the last attempt at entry, the CoreCivic warden told this representative that the decision to allow facility inspection was "up to ICE."**

<https://www.nbcsandiego.com/news/local/note-alleges-harsh-conditions-otay-mesa-detention-center-congressman-denied-entry/3974451/>

**The total lack of transparency, accountability, and repeated human rights violations by DHS and ICE all but assure that the City's proposed conditional measures - including granting city officials access to the facility within two days of request, not overcrowding the center, and not detaining children - WILL be violated as evidenced by CoreCivic's behavior under their contractual agreements with ICE.**

Please don't lose sight of CoreCivic's past and present wrongdoings. I believe there are many more gains to be had if you side with your own constituents on this issue, and I can assure you that this community will not stop showing up or applying pressure to prevent CoreCivic from ever again opening its doors in Leavenworth.

Thank you for your time,

Georgia Martinez-Moylan

## Kim Portillo

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:47 PM  
**To:** Kim Portillo  
**Subject:** Fw: In consideration of Leavenworth Citizens and CoreCivc

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** kskid1956@yahoo.com <kskid1956@yahoo.com>  
**Sent:** Saturday, January 31, 2026 3:42 PM  
**To:** Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>; Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** In consideration of Leavenworth Citizens and CoreCivc

**My name is Beverly. I am a resident of Leavenworth, KS. I am a homeowner; a registered voter; a military mom and grandmother.**

**I am currently employed by CoreCivic's Midwest Regional Reception Center. I would like to share what I have seen, heard, and experienced since I started as an Administrative Clerk on August 4th, 2025. I am 69 years old.**

**Training: I participated in two weeks of Pre-Service Training, alongside 15 of my co-workers. In addition to learning the Federal Rules the facility must abide by, we heard the importance of implementing RESPECT as the rules are applied.  
Facility: is constantly maintained and improvements made.**

**Security & Safety: Consistently being exercised and reinforced, from the front door to the furthest POD.**

**Staff: Respectful, compliant, professional, constantly striving to improve. I have seen staff sacrifice time with family to travel to currently operating Detention Centers. Sometimes for 30 days. All to gain experience and hone their skills. Our staff is completely diverse and ginormously generous to our community and respectful! It gives me pride to see the commitment and hard work of so many young people for a career.**

**Rules are part of our country's successful existence. We have RULES in schools; we have RULES-OF-THE-ROAD; we have Leavenworth City Ordinances. These all serve a purpose. I see daily how CoreCivic complies with Federal and local rules.**

**As the wife of a legal immigrant, we followed the rules. My husband became a US Citizen, and a thriving part of our community. I have read the Immigration CFR. The laws were made with the safety and protection of the Citizens of our country.**

**CoreCivic, from what I have seen, heard and experienced, is a great asset to our community. Bringing not just jobs, but career opportunities for many; a well-maintained facility, while respecting laws and increasing financial benefits for my family and the entire community. I have seen, heard, and experienced just how CoreCivic is for the betterment of our community.**

**Thank you for your time and consideration.**

Nancy Bauden  
City Commission  
100 N. 5th St  
Lv. KS 66048

Dear Nancy,

We are writing to ask you  
to please vote NO on  
Core Civic.

Our community does not need  
to participate in Trump's,  
Stephen Miller's and Kristi  
Noem's cruel and insane  
policy of mass deportations.

We are not now, and have  
never been just a white  
Christian Nation, thank  
goodness!

Sincerely,  
Harry & Louise Bannister

2/12/26

Holly Pittman  
City Hall  
100<sup>th</sup> N. 5<sup>th</sup> St  
Lv. KS 66048

Holly,

I am writing this to ask you  
to please vote NO on Code  
Civic.

Our community does not need  
to participate in Trump's  
and Stephen Miller's and  
Kristi Noem's policy of the  
cruelty and insanity of  
mass deportations.

We are not now, and have  
never been just a white  
Christian Nation, Frank  
goodness.

Sincerely,

Mary. Louise Bonnistaw

Rebecca Hallister  
City Commission  
150 N. 5th St  
Lv. KS 66048

2/12/26

Dear Rebecca,

We are writing to ask you to please vote NO on Case Civic.

Our community does not need to participate in the cruel and insane policy of mass deportations of Trump, Stephen Miller and Kristi Noem.

We are not now, and have never been just a white Christian Nation, thank goodness!

Sincerely,

Harvey & Louise Bannister

2/12/26

Joe Wilson  
City Commissioner

Dear Commissioner Wilson,

We are writing to ask you  
to please vote NO on  
Core Civic.

Our community does not need  
to participate in Trump's,  
Stephen Miller's, and Kristi  
Noem's cruel and insane  
policy of mass deportations.

We are not now, and have  
never been just a white  
Christian Nation, thank  
godness!

Sincerely,

Harry & Louise Barnister

**Fw: Opening this facility for ICE Detainees Only**

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**From** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Date** Fri 1/30/2026 10:49 AM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

**Scott Peterson**  
City Manager  
City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048  
Phone: 913-680-2600  
Fax: 913-680-2598  
[www.leavenworthks.org](http://www.leavenworthks.org)

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**From:** Covington, Henry <Henry.Covington@corecivic.com>  
**Sent:** Thursday, January 15, 2026 2:25 PM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** Opening this facility for ICE Detainees Only

Sir: My name is Henry Covington

I have been a correctional officer for over 41 years, military, state and core-civic. I've been retired for over ten years. I decided to come back to core-civic only because they would be illegal people in the country being held here . I will never work with inmates because it really is too dangerous. ICE detainees are not inmates; Leavenworth has over 36 thousand residents and only 70 appears to these meeting at city hall in disagreement over opening this facility. They do not represent the majority of people living in this city. There is no such thing as a safe prison, that's why it's our choice to work in these environments. One person is a big supporter of this facility not opening is Mr. Rogers but the truth be told he was fired for using too much force. I work this facility for 5 and a half years; sure, we had issues but name one prison in this country that never had issues.

I do believe the city of Leavenworth should keep monitoring on not only core-civic but the federal prison and the military prisons as well (keep they accountable) some officers bring violent upon themselves and sometimes the system fails to properly staff their facility. This facility will help many families and increase the revenue in this city. This would benefit Leavenworth for decades to come. Some of our issues were due to knowing a year in advance we were closing, staff quit, then inmates took advantages of the situation. When you look at Leavenworth who pays this type of money to someone just walking through the door. Consider all the issues and please whole them accountable because even detainees are

capable of violence. Many in this city have held their voices because core-civic needed to be put in check but now they have filed for a permit and willing to comply with just demands from our city leaders. We should at this time stop these delays and move forward for the good of our community. The whole time I work here with inmates we never lost a officer and never had an escape. This time we will not house inmates and homeland security will assist Leavenworth in keeping core-civic in compliance to secure a safe and productive facility.

Thank You

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## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:26 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic Vote

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**From:** maleyi@earthlink.net <maleyi@earthlink.net>  
**Sent:** Saturday, February 7, 2026 11:44 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Core Civic Vote

Dear Madame Mayor,

I respectfully request that you vote no, on allowing Core Civic to operate a detention center in our community. As the retired EMS Director of LVCO EMS, I am very aware that this is indeed a 'prison town.' Not only do I oppose this based on human rights and due process, that ICE and the present Federal government has failed to follow, when detaining human beings, but also on Core Civic's proven level of incompetence in caring for human beings in their control, as well as protecting their own employees.

The Planning Commissions lack of professional fortitude in directly addressing the entire scope of allowing such a facility to operate in our community, was shameful. Their addendum's, equate to putting frosting on manure; it is still manure!

The Federal government today, has a proven that they do not want detention centers but rather concentrations camps. Core Civic, in other states, has shown that they are not capable of operating to meet the total needs of their detainees; why would you think Leavenworth would be any different. I am also aware, as a prison community, that our institutions honor any homeland security legal retainer, when releasing an individual from their custody, after time served. That should never change; it is part of due process. But to be a party (Leavenworth City) to no due process, no human rights protection, downright cruel treatment of any member of our society will always speak to who we really are.

As a second generation American, I believe our country needs appropriate immigration reform. We don't need concentration camps!

Thank you for your consideration,

Irene Maley

*There is No Flag Large Enough to Hide the Shame of Killing Innocent People*

## Planning

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**From:** Nancy Bauder  
**Sent:** Friday, February 13, 2026 5:34 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

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**From:** jennadozier24@everyactioncustom.com <jennadozier24@everyactioncustom.com> on behalf of Jenna Dozier <jennadozier24@everyactioncustom.com>  
**Sent:** Friday, February 13, 2026 5:10 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear Mayor Nancy Bauder,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Jenna Dozier  
jennadozier24@gmail.com

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**Fw: Support local business- support CoreCivic**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Date** Wed 1/28/2026 8:52 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Jennifer Bailey <jenniferbailey1634@yahoo.com>  
**Sent:** Wednesday, January 21, 2026 11:39 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Support local business- support CoreCivic

To Whom it May Concern,

I'm emailing in support of CoreCivic for a variety financial benefits to our community, but primarily in support of our local law enforcement and the safety of the community I have resided in for the past thirty years and raised my kids in.

Fiscally, CoreCivic in the Leavenworth, is common sense for generating revenue, providing solid, respectable, full-time employment for a variety of skill sets, including law enforcement, medical professionals, custodians, administrators, food service, the trade industry and many other professionals who will work locally of given the opportunity. CoreCivic will automatically generate more revenue at ALL businesses in Leavenworth and the surrounding communities.

Leavenworth has the opportunity to increase direct employment of community members by simply providing more economic opportunities. Voting in CoreCivic is the logical decision, with the additional benefit of indirect stimulus to other local businesses and young people will move and stay here, (like we did thirty years ago) build a life in Leavenworth, pay taxes, voting yes to CoreCivic, you and will fill the community with more law abiding citizens.

The facility will pay Leavenworth taxes, along with the families employed at CoreCivic.

Finally, the reason for primary role of government is to protect its citizens. We are all protected by law enforcement. Our families deserve to be safe in ALL activities. PUBLIC SAFETY is the number one reason people pay taxes and live where they live.

Leavenworth citizens are asking our community leaders to support US.

Keep Leavenworth County SAFE. Supporting CoreCivic will provide the safe, lawful transport of inmates, and increase the safety of our entire region/community, while simultaneously discouraging unlawful

activity, and our city being overrun by illegals and those employed to riot and destroy. Leavenworth is not a sanctuary city, but rather a law abiding city that upholds values and instills laws. Leavenworth is filled with law enforcement, military and retired military, contractors, farmers, educators and medical professionals who uphold our laws and seek safety above all else. Ultimately, If the city does not uphold our values, we will move elsewhere. We are asking the city to keep our people safe and prospering.

Those rioting are not supporting criminals in anyway other than destroying other peoples' communities. The end result is the economic destruction anywhere lawlessness is permitted.

Leavenworth already has the resources, vast community support, and young adults requesting more economic opportunities locally. We ask you support OUR citizens, the safely of the elderly, our children and all of us who demand a safer environment to raise our families. By assisting CoreCivic in our community, you provide economic security and basic safety of our residents.

We are NOT a city of lawlessness, but rather a community who upholds laws and regulations. Quite simply we ask our city officials to stand for Leavenworth County rather than destructive interests, and support CoreCivic.

Regards,

Jennifer Bailey

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:23 PM  
**To:** Kim Portillo  
**Subject:** Fw: Sending my dissent to the presence of Core Civic and ICE in Leavenworth

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**From:** Jennifer Forant <jenforant@yahoo.com>  
**Sent:** Wednesday, February 4, 2026 2:16 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Sending my dissent to the presence of Core Civic and ICE in Leavenworth

Ms. Bauder,

I am writing to you because you are on the city commission. I hear Core Civic's request to re open the closed detention facility for ICE detention is coming to the city commission next.

I just want to add my voice to the pushback on Core Civic coming back into the Leavenworth community in addition to their participation with ICE. Core Civic poorly ran the prison facility and incurred so many issues, including corruption, that they were shut down. It was not a Leavenworth issue, many of their facilities faced the same problems. Its a Core Civic issue.

In addition, now they are involved with the for profit detention of not just the worst of the worst as the administration promised, but the incarceration of innocent people due to their color and nationality. The time has come to recognize what this administration is doing and its not apprehending dangerous criminals. Its rounding up predominately non whites, putting them in despotic conditions, refusing them due process, ignoring those who are here legally and have proper documentation, and spending billions of our tax payers hard earned dollars to apprehend, detain, and deport hotel, landscaping, farm, and service workers. Over 70% of those apprehended have had zero criminal convictions. They are creating concentration camps in our back yards.

I plead with you to keep this from coming to Leavenworth. Stand up, stand firm, and keep integrity and law in our state.

In addition to the letter I'm sending you, I am going to send letters to my favorite businesses in Leavenworth. Should the city choose to allow Core Civic, or any ICE detention group, access to our community I will choose to boycott Leavenworth and encourage others to do so. While I sympathize with the business's that most likely also do not like this, I must put pressure where I can to keep this from happening and to raise awareness that not all will stand for this behavior by our own government. I will not support a town or county choosing this depravity. I hope it does not come to this, Leavenworth is a bright and beautiful spot in Kansas, I hope it can continue to support humanity and good business.

Jennifer Forant  
Concerned citizen

**Fw: Please Consider**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:52 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Stillman, Jermaine <Jermaine.Stillman@corecivic.com>

**Sent:** Tuesday, January 20, 2026 9:10 AM

**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>

**Cc:** Penny Holler <Penny.Holler@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Mackey, Misty <Misty.Mackey@corecivic.com>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Subject:** Please Consider

Dear Leavenworth City Commissioners,

My name is Jermaine Stillman, and I am a Detention Officer at the Midwest Regional Reception Center here in Leavenworth, Kansas. I have proudly worked for CoreCivic for 8 months, and I am writing to share what this facility, this work, and this community truly mean to me.

Working at the Midwest Regional Reception Center has provided opportunities that I am deeply grateful for—opportunities that have positively impacted my life and my family’s future. This career has allowed me to build stability, develop professionally, and invest back into the community I call home. Leavenworth is not just where I work; it’s where I live, raise my family, and proudly serve.

One of the things I value most about my role is the strong sense of purpose and camaraderie among staff. I have had the opportunity to participate in temporary duty assignments at other CoreCivic facilities, where I gained hands-on experience, expanded my professional network, and brought valuable knowledge back to Leavenworth. These experiences strengthened my skills and reinforced my commitment to excellence and teamwork.

Beyond the facility, I am proud of the community involvement supported by CoreCivic and its staff. Through Community Relations and Outreach efforts, I have participated in initiatives supporting Veterans organizations such as the VFW, American Legion, and Wreaths Across America, as well as volunteering with the Salvation Army food bank and participating in local food and toy drives. These efforts reflect our shared commitment to giving back and being positive, active members of the Leavenworth community.

I continue to work for CoreCivic because of its strong commitment to training, safety, and staff development. The Reality-Based Training I've received, along with continued professional development opportunities, transparency in leadership, and dedication to operating a safe and secure facility, demonstrate an organization that values both its employees and those in its care. I am especially proud of the level of care and treatment provided to individuals in our custody, and the professionalism with which our staff carry out this responsibility.

CoreCivic has also provided meaningful career and promotional opportunities, leadership and mentoring roles, and instructor certifications that allow employees like me to grow, lead, and invest in the next generation of professionals. These opportunities have not only shaped my career but strengthened my commitment to this work and this community.

I respectfully ask that you consider the voices of those of us who work every day at the Midwest Regional Reception Center—people who are invested in Leavenworth, committed to public safety, and proud to serve with integrity and professionalism.

Thank you for your time, your leadership, and your consideration.

Sincerely,  
Jermaine Stillman  
Detention Officer  
Midwest Regional Reception Center  
Leavenworth, Kansas

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:21 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic Neighbor

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** Jesse Johns <mssugrad2009@gmail.com>  
**Sent:** Wednesday, February 4, 2026 5:31 PM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** CoreCivic Neighbor

Hello Sam,

My husband and I have been neighbors to the Core Civic facility for the past 10 years. Last weekend, my husband and I were invited to the facility for an open house. We were personally walked through the facility by Ms. Mackey, the warden. We both asked multiple questions in which we were not satisfied with their answers, and for those reasons, I would ask you to oppose granting Core Civic a permit to operate their ICE detention facility in my backyard. I have lined out the questions that we asked, their answers, and our concerns. All of my questions were answered by Ms. Mackey.

#### **Staffing Ratio ( Question posed- ratio of detainees to guards?)**

- The stated guard-to-detainee ratio is **64 detainees to 1 guard**, which raises concerns regarding safety, supervision, and emergency response capability.

#### **Language Access and Communication ( Question posed: How many bilingual guards do you have on staff?)**

- While a small number of bilingual guards are available, the primary plan for non-English speakers relies on:
  - Over-the-phone interpreters, or
  - Other detainees acting as interpreters.
- Using detainees to interpret presents serious risks, including coercion, exploitation, retaliation, and compromised confidentiality—particularly given the existence of multiple dialects.
- In emergencies, reliance on phone interpreters may cause dangerous delays.
  - When asked what constitutes an acceptable interpreter hold time, no clear standard or maximum response time was provided.

#### **Emergency Response**

- There was no clear explanation of how urgent medical or safety emergencies would be handled if an interpreter is unavailable or delayed.
- This raises concerns about detainee welfare and staff preparedness in time-sensitive situations.

**Local Employment Impact ( Question posed- How many of your hires are Leavenworth County residents?)**

- The number of employees who are Leavenworth County residents is not being tracked.
- Observations suggest limited local residency among staff, despite claims that the facility is “over halfway staffed.” **(My view of the car tags in the parking lot)**
- No hiring preference is given to Leavenworth County residents. **(Question posed- Are LV county residents given preference? Answer: They will not)**
  - This conflicts with prior statements that the facility would “bring jobs to Leavenworth.”
  - No explanation was provided as to how local residents benefit if hiring is not locally focused.

**Pre-Employment Screening ( Question posed: Is psychological and polygraph testing done as a part of hiring?)**

- Psychological evaluations and polygraph testing are **not required** before employment.
- This is inconsistent with practices used by multiple state and county correctional agencies.
- Given the high-stress nature of correctional work and the vulnerability of detainees—especially those with language barriers—robust screening is a widely recognized safeguard to prevent misconduct and ensure staff suitability.

**Law Enforcement Cooperation ( Question posed- Have policy and procedures been updated to ensure cooperation with our local LEO?)**

- An updated Memorandum of Understanding (MOU) with local law enforcement is in place.
- However, it remains unclear whether any operational changes have been implemented to ensure:
  - Immediate access for law enforcement when crimes occur, and
  - Timely, independent investigation without obstruction or delay.
- The specific question regarding guaranteed and immediate investigative access was not directly answered.

Leopards do not change their spots. CoreCivic has shown us how they operate and who they are. They have continued to not follow the rules, including as recently as not filing for a permit as required. They have nothing to show otherwise. We have done just fine without their jobs and chaos for the past 4-5 years they have not been in operation, and we will do just fine the next 4-5. Please vote no.

Thank you,

The Johns

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:49 PM  
**To:** Kim Portillo  
**Subject:** Fw: ICE Detention Facility

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Jodie Garcia <jodieann\_22@hotmail.com>  
**Sent:** Tuesday, February 3, 2026 4:50 PM  
**To:** Joe Wilson <Joe.Wilson@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** ICE Detention Facility

Good afternoon,

I write to you from neighboring Douglas County, where I read with dismay that the Planning Commission voted for the ICE detention facility. I urge you to please vote No on this. Large warehouses that must be filled will lead to them being filled, no matter the means. ICE officers trying to fill quotas are currently terrorizing people, immigrants and citizens alike, and it will be no different in Kansas. We don't want this in Kansas. Please vote No.

Thank you for your consideration.

Jodie Garcia  
Eudora, KS

Sent from my iPhone

**Fw: CoreCivic**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Date** Wed 1/28/2026 8:51 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Joe Bailey <1joebailey@gmail.com>  
**Sent:** Friday, January 16, 2026 10:35 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** CoreCivic

Dear Commissioner Hollister

This email is to convey to you my support for the CoreCivic opening.

The opening will bring much needed good paying jobs to Leavenworth.

The opening will bring a huge amount of money to Leavenworth City Government at once and then yearly.

The opening will allow the Kansas State Penitentiary employees to receive their promised raises.

The opening will allow the detainees currently being detained at the Federal Prison to be transferred to CoreCivic's safer facility.

The detention facility has been remodeled to make it safer, and more welcoming to detainees.

Additionally the people hired to staff the facility will have gone thru a vigorous background check and have been well trained in their duties. They will make good citizens for Leavenworth city, but only if the facility is allowed to open, otherwise they will make good citizens for some other city. More good citizens in good paying jobs means more shopping in Leavenworth city, more participation in Leavenworth city events and a general all round better atmosphere.

This email is not being supported by any out of area political NGO.

Please vote in favor of the CoreCivic Special Use Permit.

S/ Joe Bailey

1joebailey@gmail.com

66048

**Fw: CoreCivic Special Use Permit**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:51 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** JOEL BAILEY <gabe\_noahsdad@yahoo.com>

**Sent:** Saturday, January 17, 2026 9:14 AM

**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Subject:** CoreCivic Special Use Permit

**Dear Mayor Pro Tem Rebecca Hollister,**

My name is Joel Bailey, and I am a 30-year resident of Leavenworth County. I currently serve as a Unit Manager at the Midwest Regional Reception Center (MRRC) for CoreCivic, a position I have held for the past eight months. My commitment to this field and this community is deep-rooted; I retired from 25 years of federal service at USP Leavenworth in January 2025 before transitioning to my current role.

As a career corrections professional, I believe Leavenworth holds a unique and vital position as a historic hub for federal, state, and private facilities. This industry is not just a part of our history; it is a cornerstone of our professional and economic growth.

I am writing to share how my employment at the MRRC directly supports my family's ability to remain active, contributing members of this community:

**Community Connection:** My children have grown up in our local schools, and my sons and I remain active in the adult softball league. I recently had the pleasure of speaking with Tabor Medill, the Recreation Program Supervisor, about the exceptional job the City does in connecting with families. Without the stability and professional growth provided by my career with CoreCivic, these opportunities to bond and raise my family in Leavenworth would not be possible.

**Professional Development:** One of the most rewarding aspects of my current role is CoreCivic's commitment to staff excellence. I have benefited from Reality Based Training and continuous leadership mentoring, which has allowed me to obtain instructor certifications and further my career following my federal retirement.

**Staff Camaraderie & Safety:** I am proud to work in a facility that prioritizes transparency and a safe, secure environment for both staff and those in our custody. The level of care provided and

the camaraderie among our team are a testament to the high standards we maintain. Without the constraints of the COVID-19 pandemic, the facility is a much safer and more pleasant place to work. While with the Federal Bureau of Prisons, I spent 15 years as a Tactical Trainer for SORT, a Firearms Trainer, and a Reentry specialist for the North Central region. CoreCivic provides training that rivals that of the Federal Bureau of Prisons, and that gives me great peace of mind.

**Civic Engagement:** Working locally allows me the time to give back. I am proud to join with CoreCivic and support our local Veterans Organizations—including the VFW, American Legion, and Wreaths Across America—and volunteer with the Salvation Army food bank and local toy drives.

The MRRC is more than just a facility; it is a source of family stability and community strength. I appreciate the City's diligent review of the upcoming special use permit application and hope for a resolution that allows us to continue our mission here in Leavenworth.

Thank you for your time, your leadership, and your dedication to the citizens of the First City of Kansas.

Sincerely,

**Joel Bailey**  
**913-547-0129**  
**24940 Tonganoxie Drive**  
**Leavenworth, Kansas 66048**

## Planning

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**From:** Rebecca Hollister  
**Sent:** Wednesday, February 18, 2026 7:02 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic concerns

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** John Ocker <ocker.jdo@gmail.com>  
**Sent:** Tuesday, February 17, 2026 3:35 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Core Civic concerns

Hello Ms. Hollister, My name is John Ocker and I'm a Kansas resident. I live a mile south of Lansing. I'm writing to urge to vote against Core Civic hosting an ICE detention center in Leavenworth. I'm sick of watching lawful citizens and noncitizens being arrested at their jobs, assaulted at peaceful protests, pulled out of their vehicles, blinded by munitions, and getting shot and killed. To think that this great community would want to be a part of this tainted culture of anti-due process is mind boggling to me. I can't vote for the Leavenworth mayoral race or council positions, but I can and will vote with my wallet. Multiple times a week I drive into Leavenworth and spend money at grocery stores, gas stations, hardware stores, and fantastic local shops. If you and the council vote yes for Core Civic and ICE, I will be happy to spend my money in Basehor, Bonner Springs and KCK. My family and many fellow Kansas residents and I will be watching your vote - and we will remember, I promise. Thank you for reading this and please do the right thing!

**Fw: Core Civic Vote**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Date** Wed 1/28/2026 8:51 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony  
Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Jolene Bailey <jolenebailey09@gmail.com>  
**Sent:** Friday, January 16, 2026 10:19 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Core Civic Vote

Dear Rebecca Hollister,

I am emailing you to let you know that I support the CoreCivic opening.

The opening will bring much needed good paying jobs to Leavenworth.

The opening will bring a huge amount of money to Leavenworth City Government at once and then yearly.

The opening will allow the Kansas State Penitentiary employees to receive their promised raises.

The opening will allow the detainees currently being detained at the Federal Prison to be transferred to CoreCivic's safer facility.

The detention facility has been remodeled to make it safer, and more welcoming to detainees.

This email is not being supported by any out of area political NGO.

Please vote in favor of the CoreCivic Special Use Permit.

Thank you.

Jolene Bailey

913-231-0271

## Planning

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**From:** Scott Peterson  
**Sent:** Wednesday, February 18, 2026 12:21 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

**Scott Peterson**  
City Manager  
City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048  
Phone: 913-680-2600  
Fax: 913-680-2598  
[www.leavenworthks.org](http://www.leavenworthks.org)

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**From:** judithsil@everyactioncustom.com <judithsil@everyactioncustom.com> on behalf of Judith Silvestre <judithsil@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 10:40 AM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear City Manager Scott Peterson,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Judith Silvestre  
judithsil@icloud.com

## Planning

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**From:** Sam Maxwell  
**Sent:** Wednesday, February 18, 2026 8:55 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** jpatton088@everyactioncustom.com <jpatton088@everyactioncustom.com> on behalf of Justine Johns <jpatton088@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 7:14 PM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear Commissioner Sam Maxwell,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Justine Johns  
jpatton088@gmail.com

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:26 PM  
**To:** Kim Portillo  
**Subject:** Fw: LV County Resident - No CoreCivic Reopening

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**From:** Kate Johnson <kathrynkjohnson@gmail.com>  
**Sent:** Monday, February 9, 2026 11:20 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** LV County Resident - No CoreCivic Reopening

Hello Commissioners -

Please do not allow the Core Civic facility to reopen. As a resident of the county, I do not believe we should play a role in the current tactics of immigration enforcement being employed by the administration. The practices are morally bankrupt, please don't invite them to be practiced in our area. History is watching.

Kate Johnson  
Easton, KS 66020

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:18 PM  
**To:** Kim Portillo  
**Subject:** Fw: SUP, Core Civic

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** Katherine Claflin <claflink@gmail.com>  
**Sent:** Monday, February 9, 2026 4:57 PM  
**To:** Joe Wilson <Joe.Wilson@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** SUP, Core Civic

February 9, 2026

Dear Leavenworth City Commissioners

I am a resident of Leavenworth County. I sat through the Planning Committee meeting on February 3, 2026. I am disappointed that a Special Use Permit (SUP) was recommended by a majority of the Planning Commission, allowing Core Civic to open and operate a private prison in Leavenworth County.

I understand how the decision was made. The question was framed so narrowly by the city attorney: Could Core Civic COULD have a SUP to operate a private prison? No comments on the proposed use by a Federal Agency were allowed. It was clearly an attempt to avoid additional lawsuits.

The question before the city Council is no longer a narrow, legal justification. The question is whether or not Core Civic SHOULD operate a private prison.

Following the law ("can we?") and making a moral decision ("should we?") are distinctly different. It may be "legal" to have a private jail in Leavenworth, but it is not moral. Granting Core Civic an SUP for any length of time is a deal with a known devil. It will bring shame to our county. It will undermine the local police. It will harm all of us.

I am at a loss to see why any of you would trust Core Civic. Core Civic has not been a "good partner" in the past. COVID was blamed for their past faults. Yet, replay the words of former employees at the Planning Commission meeting. Recall that it took over six days to report a death to local law enforcement, then they had the nerve to say it was an "oversight". Core Civic is better at cover-ups than transparency.

Add to the basic concerns about Core Civic is the massive concern about their partner, the Federal Agency, ICE. ICE has been less than transparent on their treatment of incarcerated people. ICE has refused oversight, disobeyed legal orders, and held incarcerated people in the worst of ways: overcrowding, inadequate bathrooms, poor quality and amounts of food, denying access to legal aide, denying access to spiritual counsel, refusing to divulge the whereabouts of those held. Core Civic will defer to the Federal Agency (ICE) and take no responsibility for the welfare of any incarcerated people if this is allowed to go forward. Their pretty words at the Planning Commission hearing are meaningless.

I sincerely hope the Council will take as much time considering the welfare of people who will be detained as the Planning Commission devoted to whether or not a sewage grinder was adequate or if enough trees were planted to shield the neighborhood.

I strongly urge you to say no to this deletion facility.

Sincerely,  
Katherine Claflin

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:56 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic

I think this is important testimony, but since she owns a business in town and didn't necessarily consent to her testimony being public, is there a way we can erase her name, or redact some of it?

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Kathleen Wade <kamazon59@gmail.com>  
**Sent:** Tuesday, February 3, 2026 9:13 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Core Civic

Dear Commissioner Hollister,

I wanted to reach out to you as both a business owner in Leavenworth and a community member who cares deeply about our town's future. We spoke briefly after the election when you visited the Antique Mall, and I appreciated the chance to connect with you then.

I'm writing to express my strong support for allowing CoreCivic to open in our area, and I hope you'll consider this perspective as you approach the upcoming vote.

As someone who owns a building and business in downtown Leavenworth, I see firsthand what's happening to our community. Our town is struggling. Our downtown is dying. Those of us running businesses here are fighting for every customer, every sale, every chance to keep our doors open. CoreCivic represents an opportunity to bring jobs and economic activity to our area - people who will work here, and many who will eat in our restaurants, shop in our stores, and contribute to our local economy. We need this.

I also want to address something that's been bothering me about this whole debate: we are already a prison town. We have multiple correctional facilities here. If we didn't have ANY prisons and people were worried about what this might do to our community's character, I could better understand the hesitation. But that ship sailed long ago. This facility doesn't change who we are - it provides an economic boost to a community that desperately needs it.

I'm not writing this as a Republican or a Democrat. I'm writing this as a business owner who is watching our downtown struggle and sees an opportunity to help turn things around. The political divide casting a shadow over this issue shouldn't be what drives your decision. The economic reality of our struggling businesses and the practical needs of our community should be what matters.

I know you're new to this role, and I wanted you to hear from someone on the ground - someone who will be directly impacted by this decision. I hope you'll vote in favor of allowing CoreCivic to open and bring these opportunities to Leavenworth.

Thank you for taking the time to read this and for your service to our community. I'm happy to discuss this further if you'd like.

Sincerely,  
Kathleen Wade

Leavenworth Antique Mall  
913-787-4867

Please do not allow ICE to build an immigration prison camp in your area. We Kansans do not want to be part of that business.

Kathy Miller

**From:** Nooner, Sara <Sara.Nooner@corecivic.com>

**Sent:** Friday, February 13, 2026 1:39 PM

**To:** scott.peterson@leavenworthks.gov <scott.peterson@leavenworthks.gov>; Penny.  
<Holler@leavenworthks.gov>; nbauder@firstcity.org <nbauder@firstcity.org>;  
rebecca.hollister@leavenworthks.gov <rebecca.hollister@leavenworthks.gov>;  
joe.wilson@leavenworthks.gov <joe.wilson@leavenworthks.gov>;  
sam.maxwell@leavenworthks.gov <sam.maxwell@leavenworthks.gov>

**Subject:** Letter Regarding the Opening of Midwest Regional Reception Center

Dear Leavenworth City Commissioners,

Attached to this email is a letter in regards to my view point on the state of Midwest Regional Reception Center and why I believe it should open. Throughout my current work experience of approximately a year with the company I have been provided multiple avenues of helpful training from inhouse reality-based training to multiple TDY assignments sending me for hands on training at other live facilities. I believe that the opening of the Midwest Regional Reception Center would be a great boon to the city of Leavenworth, that I as a life long resident would like to see.

Thank you for your time and consideration,

Sara Nooner

Detention Officer

Midwest Regional Reception Center

100 Highway Terrace Leavenworth, KS 66048

Dear Leavenworth City Commissioners,

Hello there, my name is Sara Nooner. For the last 25 years I have lived in Leavenworth. I was born at KU medical center and have been raised here in Leavenworth. I have seen the city of Leavenworth grow and change and build history over the years. Leavenworth has a rich and unique history as one of Kansas's earliest cities, known for its strong sense of

community, resilience, and service. It is also home to some of the nation's most historic correctional institutions, including the first federal prison in the United States, which has shaped the city's identity for generations. This long-standing correctional presence has influenced the local economy, created meaningful jobs, and fostered a community of families, veterans, and professionals dedicated to public safety and justice. Leavenworth's story is one of balance, honoring its historic roots while supporting the men and women who work every day to maintain order, safety, and dignity within its correctional/detention facilities. Leavenworth is a historic community built on strong values, pride, respect for one another, proud veterans, and a deep sense of community history. Leavenworth is more than just a place on a map; it is our home. It is where families raise their children, neighbors look out for one another, and history and community pride run deep. It is where our children walk to school, where service members and veterans have sacrificed and settled. This community works together as one. Decisions like the proposed Core Civic Detention Center Opening do carry lasting consequences, and many residents feel deeply concerned about how this could affect the safety, character, and future of our city.

I started working here in May 2025. I was in the first class that was hired for the Leavenworth Detention Center to open. The training they provide us has been wonderful, and very much needed to learn this job. Being a Detention Officer is a very big responsibility. Correctional Officers serve in one of the most challenging and often misunderstood professions, carrying out a responsibility that requires strength, patience, and compassion every single day. They work long hours in high-stress environments to maintain safety, order, and dignity. Not only for those in custody but for their fellow officers and the surrounding community. Many like me are parents, friends, and lifelong residents who take pride in providing for their families while serving others. Their work deserves respect, support, and appreciation, as detention officers play a vital role in public safety and in upholding the values of fairness, professionalism, and humanity that our

community stands for.

Core Civic Offers detentions officers and staff the unique opportunity to grow through hands-on, on-the-job training while serving at facilities across the United States. For many employees, this experience provides professional development and the opportunity to find purpose, stability, and pride in learning skills that strengthen safety, leadership and teamwork. Traveling to support facilities nationwide allows staff to gain valuable experience, broaden their perspectives, and bring best practices back to their home communities. I have personally traveled to New Mexico, Tennessee, Montana, and Oklahoma since starting here. I value the opportunity to learn and grow while contributing to Core Civic's mission. I appreciate the support provided to help fellow employees and communities across the United States, and I am eager to be part of that collaborative and impactful environment. I truly see Core Civic having the opportunity to build an environment at the Leavenworth Detention center that reflects the values our community holds dear, respect, responsibility, compassion, and service. By investing in thorough training, mental health resources, and strong leadership. Core Civic has created a workplace where staff feel supported and valued, and where those in custody are treated with dignity and humanity. A facility grounded in care and accountability can promote safety, reduce conflict, and encourage positive outcomes for everyone involved.

Leavenworth is a city shaped by families, veterans, and a long tradition of service, and we remain hopeful that Core Civic will work in partnership with the community to build a center that honors these values and contributes positively to the future of our city.

Thank you for your time and consideration,

Sara Nooner

Detentions Officer

## Planning

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**From:** Penny Holler  
**Sent:** Wednesday, February 11, 2026 12:58 PM  
**To:** Kim Portillo  
**Subject:** Fw: Letter of Support for Reopening the CoreCivic Facility in Leavenworth

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**From:** Stark, Lakota <Lakota.Stark@corecivic.com>  
**Sent:** Wednesday, February 11, 2026 10:23 AM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Letter of Support for Reopening the CoreCivic Facility in Leavenworth

To Whom It May Concern,

I am writing to express my support for the reopening of the CoreCivic facility in Leavenworth, Kansas, and to share my perspective as a correctional professional, a veteran, a parent, and a resident who chose this community as home.

I have worked in corrections since 2017, including time at a county-operated jail prior to joining CoreCivic. Based on my firsthand experience, I was not offered the same level of training, professional development, or accountability in the county system as I have received with CoreCivic. The standards I am held to now are higher, clearer, and more consistently enforced through structured training, leadership development, and accountability. These expectations have elevated my professionalism and effectiveness well beyond what I experienced previously.

I relocated to Leavenworth in 2021 when I began working at the facility as a correctional officer. Although I did not grow up here, I quickly fell in love with the people, the sense of community, the location, and the many qualities that make Leavenworth a place people are proud to call home.

When the contract ended in 2021, the challenges associated with corrections did not disappear. Many staff members chose to remain in the area and work at a different nearby facility rather than travel, and the resident population was simply transferred down the street to another location. As a result, staffing pressures, resident management, and operational realities remained very much present in Leavenworth. The issues did not leave the community—they were relocated.

When the Leavenworth facility closed, I chose to travel with the company rather than leave an organization I trusted and respected. I later settled at another CoreCivic facility, but my intention was always to return. I came back not only to be closer to family, but because I genuinely wanted to be part of this community again and contribute to it in a meaningful way again.

Working for CoreCivic has provided my family with financial stability, but just as importantly, it has offered continuous opportunities for personal and professional growth. I have built lifelong friendships

with colleagues across the country and benefited from mentors who helped me develop as both a leader and a supervisor.

As a veteran, the structure, professionalism, stable income, and strong team culture within this company closely mirror what I experienced in the military. Knowing that the people around you—both personally and professionally—have your back has been critical to my successful transition into civilian life.

Throughout my career with CoreCivic, I have worked in and visited multiple facilities operating under different contracts, many of which function exceptionally well. Corrections will always involve challenges, regardless of whether a facility is public or private. What matters most is how those challenges are addressed through preparation, training, accountability, and leadership. As an instructor, I have been able to share my experience and knowledge with staff across the country to ensure they are prepared to safely and professionally perform their duties.

For me, reopening the Leavenworth facility is about more than reopening a building. It is about restoring jobs, strengthening families, maintaining high professional standards, and responsibly managing realities that already exist in this community. I respectfully urge decision-makers to consider the voices of those with firsthand experience and to support reopening the facility under appropriate oversight and regulatory compliance.

Thank you for your time and consideration.

Respectfully,

L. Broderick  
Shift Supervisor | Veteran | Instructor

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:18 PM  
**To:** Kim Portillo  
**Subject:** Fw: ICE detention center

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** Laura Carroll <ltcarroll8@gmail.com>  
**Sent:** Monday, February 9, 2026 4:15 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** ICE detention center

Dear Commissioner,

I am deeply disturbed by the recent actions of ICE agents and Homeland Security. I do not want a detention center in my county.

I live in the southern part of the county, south of Basehor, and I will be joining the peaceful protest outside City Hall tomorrow evening.

Detention centers facilitate the kidnapping of people off the street, the removal of people from the country without due process, and the violation of basic human rights.

Do not vote to bring this evil atrocity to our county.

Thank you,  
Laura T. Carroll  
16460 Lake Point Drive  
Bonner Springs, KS

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:49 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core civic detention center

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Laura Galliher <lagalliher@gmail.com>  
**Sent:** Wednesday, February 4, 2026 12:27 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Core civic detention center

I am not from your community, but I am completely disappointed that the core civic detention center passed. It's a bad look for your community and I plan on protesting there.

Thanks for your time.

Laura Galliher in Hutchinson

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:22 PM  
**To:** Kim Portillo  
**Subject:** Fw: Immigration Detention Center

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**From:** Laura McGloin <laurabmcgloin@gmail.com>  
**Sent:** Tuesday, February 3, 2026 5:51 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Immigration Detention Center

Hello!

I'm seeing articles that there are spaces in Kansas that are being considered for Immigration Detention Centers. DO NOT allow these centers to be built in our state. We've already witnessed the abusive and murderous behavior of ICE agents around the country and are hearing reports of abysmal conditions of these centers in Texas. These directives from the Trump administration need to be fought in every possible way. Kansas cannot be a participant in these crimes against humanity.

I hope you understand and are aligned with my concerns.

Laura

## Planning

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**From:** Sam Maxwell  
**Sent:** Wednesday, February 18, 2026 8:57 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic

**Samuel Maxwell IV**  
Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** L Hammack <lhammack05@gmail.com>  
**Sent:** Wednesday, February 18, 2026 3:06 PM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Core Civic

Mr. Maxwell,

Please vote no on allowing Core Civic to operate in our fair city.

We know they do not abide by the laws and I suspect it will just be more of the same.

The money received from them would just be tainted money. We do not need or want that kind of money here.

There are several problems, even now, with them in other states if you will do your research.

Also, several cities who have already told Core Civic no. I hope Leavenworth will be one of them

Thank you.

Linda Hammack  
1216 Tanglewood St

## Planning

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**From:** Lisa Holleron <lholleron2@gmail.com>  
**Sent:** Monday, February 2, 2026 3:56 PM  
**To:** Kim Portillo; Sam Maxwell  
**Subject:** Detention Center - CoreCivic

As a long time resident of Leavenworth county, I ask that you do all you can to not support CoreCivic as a business in Leavenworth. Please pay close attention to the residents who live and work in our community and understand their concerns. We want to invite businesses that will improve the Leavenworth area and benefit its citizens, not push other businesses away. Please research CoreCivic's past complaints and say "no".

Respectfully,

Mike and Lisa Holleron

Dear Mayor Bauder,

Feb. 11, 2026

I write to urge you to oppose advancing the CoreCivic immigrant detention center in Leavenworth. I write from neighboring Lawrence because what Leavenworth does will have downstream consequences for all of us. The evidence shows that the immigration detention system is abusive at its core, and Leavenworth officials will have no ability to provide real oversight. It has been nearly impossible for elected officials, be they local or national, to enter these facilities and truly inspect them. And even if you were able to witness abuse, there is virtually nothing you could do.

The ACLU, defending civil liberties and rights across the political spectrum, reports: “Across the country, CoreCivic is known for its mismanagement, forced labor, inhumane living conditions, excessive use of force, prolonged use of solitary confinement, medical negligence, physical and sexual abuse, spying and voyeurism, overcrowding, understaffing, and other civil rights violations. There are decades-worth of traumatized and deeply harmed staff and residents whose lives were forever changed, many by permanent and debilitating injuries, from their experiences in a CoreCivic facility.”

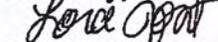
In addition, immigrants and their families report that detention centers are frigid with no way to stay warm. The lights are kept on 24/7. People sleep on the concrete floor due to overcrowding. There isn't adequate drinking water or access to nutritious food—no fresh fruits or vegetables—and the food makes people sick. Building more detention centers will not resolve these issues. Because of President Trump's dehumanization of immigrants, the detention-related deaths by neglect could become deaths by design.

ICE enforcement in Minneapolis/St. Paul has been violent and appallingly like military occupation. I have family there. Most immigrant detainees are ordinary people who have contributed positively to their communities—not hardened criminals—not “rapists and murderers.” ICE officers have called immigrants racist slurs, left racist “death cards” in Denver, wear white supremacist patches, and Greg Bovino's coat mimicked some Nazi uniforms. ICE agents are detaining anyone they can get their hands on to meet their quotas that are linked to pay. They are barging into people's homes without judicial warrants, detaining children, detaining citizens with black or brown skin and dumping them later if their citizenship is confirmed. Citizens are forced to carry passports and papers with them.

People are rightly protesting ICE, and these protests will ratchet up in Leavenworth if the city commission advances CoreCivic's plan. ICE routinely treats peaceful protesters with violence too, including using pepper spray, tear gas, flash bangs, less than lethal weapons, and lethal weapons, too, killing two protestors in Minneapolis. All of this will come to Leavenworth.

There are better ways to support job creation in your community. Halt the expansion of CoreCivic while you can. Do not advance CoreCivic's Leavenworth plan.

Sincerely,



Lora Jost, Lawrence, KS

Dear Commissioner Hollister,

Feb. 11, 2026

I write to urge you to oppose advancing the CoreCivic immigrant detention center in Leavenworth. I write from neighboring Lawrence because what Leavenworth does will have downstream consequences for all of us. The evidence shows that the immigration detention system is abusive at its core, and Leavenworth officials will have no ability to provide real oversight. It has been nearly impossible for elected officials, be they local or national, to enter these facilities and truly inspect them. And even if you were able to witness abuse, there is virtually nothing you could do.

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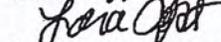
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Dear Commissioner Pittman,

Feb. 11, 2026

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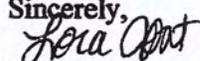
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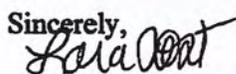
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The ACLU, defending civil liberties and rights across the political spectrum, reports: “Across the country, CoreCivic is known for its mismanagement, forced labor, inhumane living conditions, excessive use of force, prolonged use of solitary confinement, medical negligence, physical and sexual abuse, spying and voyeurism, overcrowding, understaffing, and other civil rights violations. There are decades-worth of traumatized and deeply harmed staff and residents whose lives were forever changed, many by permanent and debilitating injuries, from their experiences in a CoreCivic facility.”

In addition, immigrants and their families report that detention centers are frigid with no way to stay warm. The lights are kept on 24/7. People sleep on the concrete floor due to overcrowding. There isn't adequate drinking water or access to nutritious food—no fresh fruits or vegetables—and the food makes people sick. Building more detention centers will not resolve these issues. Because of President Trump's dehumanization of immigrants, the detention-related deaths by neglect could become deaths by design.

ICE enforcement in Minneapolis/St. Paul has been violent and appallingly like military occupation. I have family there. Most immigrant detainees are ordinary people who have contributed positively to their communities—not hardened criminals—not “rapists and murderers.” ICE officers have called immigrants racist slurs, left racist “death cards” in Denver, wear white supremacist patches, and Greg Bovino's coat mimicked some Nazi uniforms. ICE agents are detaining anyone they can get their hands on to meet their quotas that are linked to pay. They are barging into people's homes without judicial warrants, detaining children, detaining citizens with black or brown skin and dumping them later if their citizenship is confirmed. Citizens are forced to carry passports and papers with them.

People are rightly protesting ICE, and these protests will ratchet up in Leavenworth if the city commission advances CoreCivic's plan. ICE routinely treats peaceful protesters with violence too, including using pepper spray, tear gas, flash bangs, less than lethal weapons, and lethal weapons, too, killing two protestors in Minneapolis. All of this will come to Leavenworth.

There are better ways to support job creation in your community. Halt the expansion of CoreCivic while you can. Do not advance CoreCivic's Leavenworth plan.

Sincerely,



Lora Jost, Lawrence, KS

## Planning

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**From:** Scott Peterson  
**Sent:** Wednesday, February 18, 2026 2:27 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

**Scott Peterson**  
City Manager  
City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048  
Phone: 913-680-2600  
Fax: 913-680-2598  
[www.leavenworthks.org](http://www.leavenworthks.org)

---

**From:** madisonalbers74@everyactioncustom.com <madisonalbers74@everyactioncustom.com> on behalf of Madison Albers <madisonalbers74@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 1:38 PM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear City Manager Scott Peterson,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Your duty as an elected official is to be a representative of your constituents not to corporations. Please stand with the people who will be directly affected by your decision. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Madison Albers  
madisonalbers74@gmail.com

## Core civic

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**From** mandy brune <countrygirl0028@yahoo.com>  
**Date** Wed 1/28/2026 10:25 AM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

I say let them (Core Civic) open. It will bring jobs to Leavenworth. It's no different than having all the other prisons in LV county. Really what's the difference from Lansing Correctional and Core Civic. No one is doing anything about Lansing Correctional and how staff is treated there from what I hear. There are people how needs jobs that are not wanting to work at Lansing or the penitentiary. So of them are people that used to work at Core Civic several years ago and then went to work for the government transporting prisoners to doctors, courts, and to other prisons and know have lost that job thanks to Trump cutting costs with the government.

Sent from my iPhone

## Planning

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**From:** Nancy Bauder  
**Sent:** Friday, February 13, 2026 12:17 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic

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**From:** MARGIE JEWELL <jewellbrat@aol.com>  
**Sent:** Friday, February 13, 2026 8:56 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Edd Hingula <Edd.Hingula@firstcity.org>; Griff Martin <Griff.Martin@firstcity.org>; Jermaine Wilson <jwilson@firstcity.org>  
**Subject:** Core Civic

I am writing in support of the opening of Core Civic. I feel the conditions the planning commission put on Core Civic will ensure that past mistakes won't happen. Quite frankly Leavenworth needs the jobs and revenue that Core Civic can provide. Not opening and leaving it empty serves no purpose, we have enough vacant property in Leavenworth.

Core Civic operated for years without public outcry.

Unfortunately the political environment and the press have led people to think every place that houses ICE detainees is a hell hole.

That everywhere ICE is will turn into Minneapolis. This is ridiculous. ICE recently conducted operations in Manhattan Ks with absolutely no issues. Probably because politicians and press weren't notified so that they could instigate protests.

My understanding is Core Civic will not house children, illegals will not be held long term and the city will have the right to inspect Core Civic if they have any concerns.

I urge you support the special use permit and allow them to open.

Thank you for your time

Margie Jewell

Sent from my iPhone

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## Planning

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**From:** Scott Peterson  
**Sent:** Wednesday, February 18, 2026 11:51 AM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

**Scott Peterson**  
City Manager  
City of Leavenworth  
100 N. 5<sup>th</sup> Street  
Leavenworth, KS 66048  
Phone: 913-680-2600  
Fax: 913-680-2598  
[www.leavenworthks.org](http://www.leavenworthks.org)

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**From:** mariah\_rodriguez77@everyactioncustom.com <mariah\_rodriguez77@everyactioncustom.com> on behalf of Mariah Pimentel <mariah\_rodriguez77@everyactioncustom.com>  
**Sent:** Wednesday, February 18, 2026 8:58 AM  
**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear City Manager Scott Peterson,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Mariah Pimentel  
mariah\_rodriguez77@outlook.com

## Planning

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**From:** Nancy Bauder  
**Sent:** Monday, February 16, 2026 2:29 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic vote

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**From:** Marilyn Smith <[msmith835@gmail.com](mailto:msmith835@gmail.com)>  
**Sent:** Monday, February 16, 2026 2:15 PM  
**To:** Joe Wilson <[Joe.Wilson@leavenworthks.gov](mailto:Joe.Wilson@leavenworthks.gov)>; Nancy Bauder <[nbauder@leavenworthks.gov](mailto:nbauder@leavenworthks.gov)>; Rebecca Hollister <[Rebecca.Hollister@leavenworthks.gov](mailto:Rebecca.Hollister@leavenworthks.gov)>; Holly Pittman <[holly.pittman@firstcity.org](mailto:holly.pittman@firstcity.org)>; Sam Maxwell <[Sam.Maxwell@leavenworthks.gov](mailto:Sam.Maxwell@leavenworthks.gov)>  
**Subject:** CoreCivic vote

**Marilyn Smith** <[msmith835@gmail.com](mailto:msmith835@gmail.com)>

to mbedard, tmcmaster, sthayer, zreister, reaton

Dear Council Member:

I understand that the City Council will vote soon on a special use permit concerning the proposed CoreCivic detention center in Leavenworth. The existing CoreCivic ICE detention facilities are known for extreme conditions that resemble Nazi concentration camps during WW2. It is all but certain that ICE will operate this facility. Do the people of Leavenworth and all of us in Kansas really want to be known for such a facility?

I strongly urge you to vote against this issue.

Marilyn Smith  
Kansas resident

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Marilyn

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:22 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic/Ice Detention Center

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**From:** Marta Schwartz <martaaschwartz@gmail.com>  
**Sent:** Wednesday, February 4, 2026 10:21 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** CoreCivic/Ice Detention Center

Dear Commissioners,

I respectfully ask you to not vote to allow this detention center to be built. Kansas has always sided with people of all ethnicities and this center goes morally against our history. The economic boom building this monstrosity is very temporary. The harm this center will definitely create to our country is permanent.

Sincerely,

Marta A. Schwartz-Calderon  
L.M.T., Reiki Master-Teacher  
Pronouns: She/Her/Hers  
785.550.9576  
MartaASchwartz@gmail.com

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:28 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic

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**From:** Matthew Otting <m.d.otting@gmail.com>  
**Sent:** Tuesday, February 10, 2026 3:52 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** CoreCivic

Dear Commissioner,

Thank you for your service to the city. I am writing to express my opposition to CoreCivic being granted a Special Use Permit to operate a detention facility on industrial zoned land. The Kansas Golden Factors have been identified as the key issues in determining land use decisions. The harm to nearby property owners would be greater than the benefits to CoreCivic and the permit should be denied.

Planning and Zoning Commission Chair Ken Bateman made the correct analysis in his vote against the permit. Planning and Zoning recommendations should influence City Commission decisions but that should be based on the strength of the argument and not the vote total. Corecivic cannot be trusted because of their history of fraudulent behavior, dangerous understaffing, and damage to the city sewer system. The harm to neighbors is greater than the benefit to a \$2 billion corporation's bottom line. I respectfully ask you to vote no.

<https://www.leavenworthks.gov/citycommission>

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**Fw: NO to CoreCivic**

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**From** Nancy Bauder <nbauder@leavenworthks.gov>

**Date** Tue 1/27/2026 4:28 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

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**From:** Megan <meg.murphy9134@gmail.com>

**Sent:** Wednesday, January 14, 2026 8:40 AM

**Subject:** NO to CoreCivic

Date: 11/05/2025

Dear Commissioner/Mayor,

I am writing this letter for the purpose of voicing that CoreCivic must be held accountable for the damage that they have caused our community, and must not be allowed to continue to further damage our community.

Here are my positions on this matter, which are rooted in the truth related facts that CoreCivic has a real disregard to humanity in the name of profit:

CoreCivic's profit-driven track record demonstrates a disregard for safety and oversight, rendering it untrustworthy to manage the Leavenworth facility. This poses serious risks to community safety, detainee well-being (particularly minors vulnerable to sexual assault) and the broader public.

CoreCivic's pattern of understaffing and neglect consistently endangers everyone in its facilities nationwide. Their history of prioritizing profits over humane conditions, including restricting access to legal and familial support, underscores the urgent need to reconsider their role in managing detention operations at Leavenworth.

The presence of the CoreCivic facility will place significant strain on local police, hospitals, and community resources, exacerbating existing understaffing and infrastructure challenges in Leavenworth. Detainees with complex medical needs will rely on local services, and law enforcement will face increased demands to respond to incidents and investigate crimes within the facility. Moreover, compliance with DHS PREA standards will further burden community resources by requiring local support for victims of sexual abuse among detained migrants. Ultimately, this jeopardizes the stability and safety of Leavenworth's already overstretched infrastructure and public safety systems.

Leavenworth's community has demonstrated strong opposition to re-opening the ICE detention facility, with nearly 2,000 signatures on a petition and a unanimous 2023 vote by county officials to halt discussions on its conversion. The city has a vital opportunity to move beyond the label of a prison town and instead envision a future rooted in growth, diversity, and positive community development, rather than expanding its role as a detention hub.

We categorically reject a detention system that enriches private interests, evades public accountability, and inflicts suffering on vulnerable individuals. Private facilities

are shielded from transparency and legal scrutiny, driven by profit motives that perpetuate unnecessary detention. Detention should never be a punishment. Through corporations like CoreCivic, people are subject to unsafe, degrading, and sometimes deadly conditions, while being denied access to family, legal counsel, and support. We believe in a system that upholds the dignity and rights of every person. America stands on one key core principle and that is that every individual be held accountable for their individual actions, and their actions alone. America is a dream, a place where we come together in the for life, liberty, and the pursuit of happiness. CoreCivic although it's a company is still subject to the core principle and therefore should be held accountable for violating our life, liberty and our pursuit of happiness. Since I am a resident of our beautiful historic Leavenworth, it is my duty to reach out to you, my representative, to make my voice heard. It is now your duty as the representative to share my voice and make sure it is heard. I humbly and respectfully pass this issue off to you, but also know that I am being active.

Signed,  
Megan Murphy

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**Fw: Support for CoreCivic**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:53 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister

Mayor Pro Tem | City of Leavenworth

rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Bridges, Michele <Michele.Bridges@corecivic.com>

**Sent:** Thursday, January 22, 2026 8:09 AM

**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Subject:** Support for CoreCivic

Dear Leavenworth City Commissioners,

I'm a Mailroom Clerk at the Midwest Regional Reception Center here in Leavenworth, KS, and I have worked for CoreCivic for 7 months.

I applied to work for CoreCivic mainly because it offered fair compensation and Leavenworth is my home. When offered the position, I was excited because I would not have a long commute to work. It is difficult to find a job in Leavenworth that offers fair compensation, health benefits and retirement opportunities without having to commute 30+ minutes to the city to make a decent wage or having the need to work 2 jobs.

This is my first time working in a corrections facility, so I was not sure what to expect. CoreCivic has extensive training, and it was very eye-opening in that their main purpose is to ensure that the people in their care are taken care of and safe. Safety for everyone was instilled in us from day one, respect for each other and those in our care is a mantra we all share and adhere to.

CoreCivic does not set themselves apart from the community in which they reside; they are part of the community. Midwest Regional Reception Center has participated and donated in Wreaths Across America, Food and Toy drives, and adopting a troop in Qatar to send 9 Patriot Package's to name a few.

I have met wonderful people working at Midwest Regional Reception Center and we are not only a team, but we are also a family who cares about each other's wellbeing which is an important characteristic of those who work in a corrections facility, the ability to care for others. This speaks to our Pride Values:

- Professionalism
- Respect
- Integrity

- Duty
- Excellence

I am proud to be a part of CoreCivic, and I strongly believe that Midwest Regional Reception Center will be an asset to the Leavenworth Community as it will provide jobs and help lower our poverty rate and in turn provide a service by helping to keep our country safe.

Thank you for your time and consideration,

***Michele Bridges***

*Mailroom Clerk*



*Midwest Regional Reception Center*

*100 Hwy Terr.*

*Leavenworth, KS 66048*

*Office: 913-680-6883*

*Michele.Bridges@corecivic.com*

**Fw: A Citizen of Leavenworth with a Statement and a Request...**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Date** Wed 1/28/2026 8:53 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Mike C. <mcendejasjr@gmail.com>  
**Sent:** Saturday, January 24, 2026 3:34 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** A Citizen of Leavenworth with a Statement and a Request...

Dear Rebecca Hollister,

I hope this message finds you well. I am writing to express my support for the opening of CoreCivic's Midwest Regional Reception Center in Leavenworth.

I have been employed with CoreCivic for approximately five months. My family and I relocated to Leavenworth in June of last year, and while a career as a detention officer was not originally part of my plans, the opportunity to earn a reasonable wage while working locally strongly appealed to me. I completed an extensive five-week training program, during which I gained valuable knowledge—most importantly, how to properly care for detainees entrusted to our facility. This emphasis on humane and professional treatment is something I value deeply and appreciate with CoreCivic.

While I cannot speak to past operations of the company, I do recognize that COVID-19 had a significant impact on staffing and attendance across many industries nationwide. Despite these challenges, my experience working for CoreCivic and alongside my coworkers has been overwhelmingly positive. I have even been sent on temporary duty assignments to facilities in other states to gain experience while awaiting the opening of the Leavenworth facility.

The continued delays have been discouraging for my family and I. My wife and children work, attend school, and participate in sports here in

Leavenworth. We are committed to this community and believe strongly in contributing to its growth and stability. If CoreCivic is not permitted to open, it will have a significant and negative impact on my family. Additionally, my brother-in-law has applied for a position at the facility, but his employment remains on hold pending a full opening.

Allowing CoreCivic to become fully operational would provide substantial economic benefits to Leavenworth, including stable employment opportunities and increased local investment.

Thank you for taking the time to consider my perspective and this letter in support of the opening of CoreCivic. I encourage you to give this company and myself an opportunity to prove our value and pride of good moral ethics. That's all that I know and how I was raised my entire life, to treat everyone as human beings.

Sincerely,

Mike Cendejas  
925-368-5615 call/text

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:48 PM  
**To:** Kim Portillo  
**Subject:** Fw: Planning Commission Recommendation

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Mike Higginbottom <mike.higginbottom@hotmail.com>  
**Sent:** Tuesday, February 3, 2026 11:07 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Planning Commission Recommendation

Hi Rebecca,

I know you must be hearing from many people regarding last night's planning commission hearing and its forthcoming recommendation to the city commission regarding the CoreCivic permit. I appreciated being able to watch the hearing on the city's YouTube channel and I listened with interest to the passionate input from people representing all sides of the issue.

While I respect the outcome of the hearing, I do not agree with the planning commission's recommendation. In particular, and maybe I missed it, I did not hear any discussion by the planning commission regarding this permit's approval on the pending STAR bond project at the sites of the former Leavenworth Mall and at Ray Miller Park. According to the city's webpage, the intent is to use STAR bonds to develop these sites into an initiative that "... will transform a long-vacant, highly visible property into a **regional** (emphasis added) draw with new shopping, dining, and entertainment options." If the City approves this permit, residents and visitors may likely encounter ICE agents, some wearing face masks and carrying tactical gear, escorting detainees through our city as well as frequent public protest demonstrations along the K-7/4th street and K-5 corridors. This will clearly impact the overall atmosphere and perception of our community. Some may claim that either they don't care about these images, or that they welcome the Corecivic activity as supporting the federal immigration enforcement policy. However, I don't see how this atmosphere and perception will help Leavenworth become a **regional** shopping and entertainment draw since it is likely that many others will avoid these areas for their safety or choose to spend their shopping, dining, and entertainment dollars in more pleasant surroundings. Request that you consider this aspect in the upcoming city commission's decision.

Regards,  
Mike

## Planning

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**From:** Mike Trapp <trappmike@gmail.com>  
**Sent:** Monday, February 2, 2026 4:12 PM  
**To:** Kim Portillo  
**Subject:** CoreCivic hearing

Thank you for your hard work administering the city's land use laws. I would like to add this whistleblower complaint to the public record. <https://whistleblower.org/wp-content/uploads/2025/02/02-18-2025-Whistleblower-Letter-to-Congress-and-Oversight-re-Torrance.pdf>  
I plan to reference this document in my public comment this evening.

Thanks again,

Mike Trapp  
(c) 573-823-6522

## Planning

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**From:** Nancy Bauder  
**Sent:** Thursday, February 12, 2026 4:21 PM  
**To:** Kim Portillo  
**Subject:** Fw: Please oppose the proposed CoreCivic detention center

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**From:** M Horowitz <mhorowitz947@gmail.com>  
**Sent:** Tuesday, February 3, 2026 4:35 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Please oppose the proposed CoreCivic detention center

Commissioner Bauder,

I am writing as a resident of Lawrence, Kansas, (66044) to respectfully urge you to oppose advancing the proposed CoreCivic ICE detention facility in Leavenworth.

The expansion of immigration detention raises serious concerns for our community. Private detention facilities profit from incarceration, separate families, and cause long-term harm to both detained individuals and the cities that host them. This proposal does not reflect the values of safety, accountability, or community well-being that Leavenworth residents deserve.

Local governments should not facilitate federal immigration enforcement that causes harm and instability. Instead, our resources and leadership should be directed toward investments that truly strengthen communities, such as housing, healthcare, education, and public safety initiatives rooted in dignity and trust.

I respectfully ask you to consider the long-term impact this decision would have on families, local resources, and the moral responsibility of the City of Leavenworth.

Please oppose any action that advances the CoreCivic ICE detention facility.

Thank you for your time and for listening to community concerns.

Sincerely,  
Mo Horowitz

## Planning

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**From:** Penny Holler  
**Sent:** Thursday, February 5, 2026 11:45 AM  
**To:** Kim Portillo  
**Subject:** Fw: Please oppose CoreCivic's planned concentration camp

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**From:** Nicoya <nicoya@nicoya.org>  
**Sent:** Thursday, February 5, 2026 10:38 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Scott Peterson <Scott.Peterson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>  
**Subject:** Please oppose CoreCivic's planned concentration camp

Dear Mayor, City Manager, and City Commissioners,

Please do not support the opening of a new concentration camp in Leavenworth. Yes, I call it a concentration camp because it fits the definition. A concentration camp is a facility for confining people, often without trial, based on their affiliation with a group (political, ethnic or nation) rather than individual crimes.

Leavenworth is already known as a prison town, do you really want Leavenworth known as a concentration camp town as well? Isn't it time to move beyond this legacy?

It is concerning enough that America already houses the largest prison population in the world, and to do it "for profit" is shameful. President Trump's plans will more than double our national prison population which should give anyone a moment of pause. When we build them, we will fill them, and what's to say you or your loved ones won't find themselves in these "for-profit" prisons?

We already know the track record of CoreCivic both in Leavenworth and across the nation. It's horrible. CoreCivic, formally known as the Corrections Corporation of America has a long and well documented history of abusive, cruel, inhumane and unsafe conditions; chronic under-staffing; inadequate medical care, and more. You know exactly what this company is like: they showed Leavenworth exactly who they were when they ran the Leavenworth Detention Center.

Let's not repeat history. I urge you to be on the right side of history and no to CoreCivic and private prisons for profit.

Respectfully,  
Nicoya Helm  
Kansas City, MO 64105

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**Fw: CoreCivic Support Letter**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:52 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Rogers, Rebecca <Rebecca.Rogers@corecivic.com>

**Sent:** Tuesday, January 20, 2026 1:11 PM

**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Subject:** CoreCivic Support Letter

My name is Rebecca Rogers, and I began my career with CoreCivic in September 2008. Like many of you, I was initially hesitant about having a correctional institution as part of everyday life. But then I reminded myself—that's what Leavenworth is known for. Over the next 14 years, I worked alongside some truly amazing people. I got to know their families, became part of theirs, and some even became part of mine. Building friendships, families, and lifelong connections is what makes working for CoreCivic feel right.

I eventually took a three-year break from corrections and truly believed I wouldn't return—and I was okay with that for my family. I had a good job, a great boss, and an even better working relationship with my coworkers. Still, something was missing. After talking with my husband and son about the possibility of returning, they both fully supported me. Some might think that decision was crazy, but it works for us as a family. Yes, the job pays well, but it also provides health insurance for my family and paid personal and sick leave when it's needed.

My return to CoreCivic surprised some people, but for me, it was a continued adventure. When I returned, my past experience was taken into consideration, and I was brought back with a leadership role to assist with mentoring and guidance to our new staff. Not only did I return, but several former staff members did as well. Seeing familiar faces confirmed that I had made the right choice. When you work with people, you know will have your back—both inside and outside the facility—you know you're where you belong. Working alongside long-term staff also helps support new employees. We've seen it all: the good, the bad, and now, the better. I'm excited to watch new staff and experienced staff come together and continue growing as a team.

Thank you for your time in listening to my purpose.  
Rebecca Rogers

**To the Leavenworth City Council:**

My name is Rick Johnson, and I am writing to you today as a 25-year resident of Leavenworth and a career corrections professional. I currently serve as a Counselor at the Midwest Regional Reception Center (MRRC).

With over 23 years of experience in the field—including two decades at USP Leavenworth and three years with the Indiana Department of Corrections—I have a unique perspective on the value this industry brings to a community. Since joining the MRRC five months ago, I have found the work to be professionally challenging and personally rewarding.

I am asking the Council to consider the following impacts regarding the facility:

- **Economic Stability:** The MRRC provides competitive wages that allow families like mine to invest back into the community. We are currently using our income to build savings, perform home improvements, and increase our discretionary spending at local businesses.
- **Tax Revenue:** The loss of this facility would result in a significant reduction in revenue for both the city and the county, affecting the public services we all rely on.
- **Work-Life Balance & Community Service:** My position at MRRC allows me a ten-minute commute and a shift schedule that permits me to volunteer at my local church. This facility doesn't just provide jobs; it allows professionals to remain active, contributing members of Leavenworth society.
- **Talent Retention:** Many of my colleagues have moved from out of state specifically to work here. If the facility is not fully supported, we risk losing these skilled residents to other municipalities.

Leavenworth has been my home for a quarter-century because it is affordable and conveniently located. The MRRC is a vital piece of the economic puzzle that keeps our city thriving. I urge the Council to support the continued operation and success of this facility.

My wife and I thank you for your time and for your dedication to our city.

Sincerely,

**Rick**  
913-547-0737

**Johnson**

[Teachinm4him@gmail.com](mailto:Teachinm4him@gmail.com)

**Sharon Johnson**  
913-547-0740

[Onceamaidenmorgan@gmail.com](mailto:Onceamaidenmorgan@gmail.com)

**Fw: Midwest Regional Reception Center**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:52 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Collins, Robert <Robert.Collins@corecivic.com>

**Sent:** Wednesday, January 21, 2026 2:23 PM

**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Subject:** Midwest Regional Reception Center

Dear Leavenworth City Commissioners,

My name is Robert Collins and I'm the Chief of Unit Management at the Midwest Regional Reception Center here in Leavenworth, Kansas. I have worked for CoreCivic for two years as a returning employee, having started with CoreCivic in 2012, leaving to pursue an opportunity with the Florida Department of Corrections in 2016, and then returning in December of 2023. I am writing to you today to request that you take my story into account when making the decision to grant us a chance to prove ourselves.

I, along with my fiancé, relocated from Youngstown, Ohio to Leavenworth in April of 2025 to pursue this professional development opportunity. Since that time my fiancé has attained a job working in a doctor's office, and we have explored the local areas, visiting the local restaurants and shops, and sometimes just driving to see where it takes us. In the time we have spent here we have felt warmly welcomed and wanted within the community from our neighbors and co-workers, to those we meet on a random trip to the grocery store.

Leavenworth is much more than just a military or prison town. Leavenworth is the perfect small-town atmosphere just outside the city lifestyle. I successfully encouraged friends and fellow co-workers to move to this wonderful place. A place I have made, and want to stay my home.

Professionally my individual values align with CoreCivic's: Professionalism, Respect, Integrity, Duty, and Excellence. I strive to be a **professional** at all times, and accept nothing less from those beside me. I show **respect** to all, the military and family values instilled in me have taught me that I am no better than any individual, and that any role I play or title I hold is nothing if I don't treat each and every person with whom I come in contact with civility and respect. I show **integrity** at all times. I make mistakes, and through them gain opportunities to learn, grow, develop, and teach others. I have served the public in one capacity or another since I was 18 years old. It is my **duty** and to ensure that the safety of the public, my coworkers, and those in my charge is maintained at the highest priority and that the rights of all are upheld. And finally, **excellence**, I believe that an individual cannot achieve excellence without first being surrounded by it. We have built and will continue to build an excellent team here, a team of likeminded individuals by determination, learning, growth, and the values that I have mentioned. The people here want to be great, they just have to be given the chance.

Throughout my years of service, I have accumulated a lot of experience and knowledge to share. I am a military veteran and a member of the Military Business Resource Group. I am an ethics instructor for the company, an instructor to teach pre-service and in-service classes, a seasoned firearms instructor, and have gained a wealth of experience working in Florida, Ohio, Tennessee, and California. I will do my best each and every day to ensure that we succeed.

I am thankful for your time and consideration in this matter, and I am confident that with your support Midwest Regional Reception Center will not be what Leavenworth Detention Center may have been.

**Robert Collins**  
**Chief of Unit Management**



**Midwest Regional Reception Center**  
**100 Highway Terrace Leavenworth, KS 66048**

## Planning

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**From:** Sam Maxwell  
**Sent:** Wednesday, February 18, 2026 8:58 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Civic detention center

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** Roxanne Mettenburg <citizenmett@gmail.com>  
**Sent:** Wednesday, February 18, 2026 8:49 AM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Core Civic detention center

Dear Commissioner Maxwell,

For several months, I have been following news reports and video streams on the Core Civic-City of Leavenworth story surrounding the re-opening of the Core Civic detention facility in Leavenworth. And like most other people, I have simultaneously seen the brutal, unlawful behavior of ICE in many locations across the country which makes the Core Civic issues in Leavenworth even more relevant. I was surprised to see your planning commission and legal counsel recommend granting Core Civic the permit to reopen given its history and given the bullying they have been subjecting the City of Leavenworth to. I know Leavenworth is a “prison town”, but the “for-profit” Core Civic Model is a different beast entirely than the state or federal prison concept. Very different incentives and motivations. I am writing as a citizen of Kansas who lives about an hour southwest of Leavenworth in rural Franklin County. You have no obligation to listen to what I have to say as I am not your constituent, but I hope you will hear me out, as I feel the issues surrounding the Core Civic situation in Leavenworth are bigger than 1 city or 1 community and have implications/precedent for the whole state and country beyond the City of Leavenworth. It seems to me re-opening the Core Civic facility boils down to 3 issues:

- Core Civic’s past history and operational track record as an unreliable entity and impact upon local tax-supported services (EMS, Sewage etc.). “Past is Prologue” and their current behavior in trying to circumvent the city through the courts should be taken as the key to how they will operate if they are allowed to re-open. Even more specifically, I would think that the horror stories currently coming out of the Core Civic facility in Dilley, Texas, would be a huge red flag and give pause as to how Core Civic will operate the Leavenworth facility.
- The model of “for-profit” prison operations itself and the implications for the future and the citizenry.

- The role Core Civic (and other similar entities) is playing in establishing concentration camp culture in the U.S. If the intent is to deport, why are we building massive detention facilities?

A feature (not a bug) of “for-profit” entities involved in providing “social services” is the chronic and deliberate practice of “short-staffing”. As a life-long health care worker, I have seen that practice embedded in the “for-profit” health care space consistently for a good number of years. Poor outcomes and medical errors are the result. Listening and/or reading the testimonies of former employees of Core Civic who suffered debilitating injuries there in the past, it is obvious that those incidents were a direct result of short-staffing. Why would you think it would be different this time under Core Civic?

One of the members of either your planning commission or city commission was quoted as saying that the Core Civic is not about ICE and to focus only on the permit question. Really? How do you separate the reprehensible behavior of ICE currently from the push to establish massive nation-wide detention centers? One does not succeed without the other. All over the nation, proposals for these facilities are being opposed and defeated – even in small, rural, red states (e.g. Mississippi). Few people want to see a concentration camp culture established. If the “goal” is to deport all these people being brutally and illegally snatched up, what happens to these “for-profit” centers when the immigrants are gone? Since they are “for-profit”, they have to be filled with someone. Who is the next group to be targeted? If deportation does not occur or until it does occur, it seems quite obvious that these facilities being “for-profit” are going to become de facto slave labor operations. Why wouldn’t a “for-profit” entity farm out skilled laborers for a tidy fee?? Thirty some years ago, I visited the former Nazi concentration camp at Dachau in Germany. “Arbeit macht frei” (“work makes free”) was emblazoned on the entry gates. That visit and the horrors revealed in its museum made a lasting impression on me. Dachau was a slave labor situation with the escape to freedom being death from brutal labor or the gas chamber once the inmate was incapable of the brutal labor. History is clear on the path and outcome that developing a concentration camp culture brings. While the Core Civic facility in Leavenworth would not be the massive entity being proposed in some communities, the operation and concept is the same and it is not acceptable. As a descendant of original Kansas “free-staters”, I do not want to see concentration camps/de facto slave labor camps anywhere in Kansas.

As I said, I realize you have no obligation to consider my opinion as I am not your constituent, but I hope you will give some thoughts to the points I make and come to a different decision than the one recommended by your planning commission.

Best,

Roxanne Mettenburg

Princeton, Ks 66078

## Planning

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**From:** Ruth Ann Porter <gardenmom49@hotmail.com>  
**Sent:** Tuesday, February 17, 2026 1:34 PM  
**To:** Kim Portillo  
**Subject:** Core Civic Detention

Dear Kim,

Thank you for talking with me today. We are used to jails in this town but people who are in them are there because they have been tried in a court of law for a crime. This Detention Center will be used by Core Civic to hold people who are maybe here illegally or haven't been able to fill out the correct paperwork. My brother worked as a border patrol agent, and he never wore a mask and always treated people with respect and dignity. He met my sister-in-law, from Mexico when she was working at an ice cream shop in El Paso, Texas with a green card. Together my brother and sister-in-law worked with the Spanish speaking people at church in Lodi, CA. They have died but I am currently afraid for their children. When I see the current ICE agents wearing masks and treating people like garbage, it really upsets me. I've read about the conditions in these detention centers where they are not always given a bed with blankets or pillows and I think, "THIS IS NOT AMERICA!"

When Core Civic was operating its jail before, it wasn't up to good health standards even as a jail, and they wouldn't work with the police or the community, so it was closed down. What bothers me about the zoning meeting on February 2<sup>nd</sup> that I went to with the city was that Core Civic really didn't address the issues like sewer problems and health concerns. Core Civic's attitude that we don't need the cities' permission to open also bothers me. Also, the threat from the Core Civic lawyer that stated if Leavenworth does impede its opening of the detention center then the company will sue the city. That's not being a good neighbor. Add to that, the issues that I have with the behaviors of ICE agents treating citizens and non-citizens with disrespect and not obeying the Constitution, are wrong for this city. The city can count on protests and demonstrations that will be in the city if it approves the opening of this CONCENTRATION CAMP because I will be there.

Sincerely,  
Ruth Ann Porter  
3228 Meadow RD  
Leavenworth, KS 66048

620-440-0276

## Planning

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**From:** Ruth Ann Porter <gardenmom49@hotmail.com>  
**Sent:** Tuesday, February 17, 2026 1:34 PM  
**To:** Kim Portillo  
**Subject:** Core Civic Detention

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Sincerely,  
Ruth Ann Porter  
3228 Meadow RD  
Leavenworth, KS 66048

620-440-0276

## Planning

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**From:** Nancy Bauder  
**Sent:** Saturday, February 14, 2026 2:19 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

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**From:** samiyairene@everyactioncustom.com <samiyairene@everyactioncustom.com> on behalf of Samiya Rasheed <samiyairene@everyactioncustom.com>  
**Sent:** Saturday, February 14, 2026 12:57 PM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear Mayor Nancy Bauder,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Samiya Rasheed  
samiyairene@duck.com

**Re: Public Comment Request Planning Commission Meeting**

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**From** Kim Portillo <Kim.Portillo@leavenworthks.gov>  
**Date** Thu 1/29/2026 4:20 PM  
**To** Montana 1953 <gilbertgrape1953@gmail.com>

Good afternoon,

Thank you, your email has been received.

**Kim Portillo, AICP**  
Director of Planning and Community Development  
City of Leavenworth, Kansas  
913 680-2616  
kim.portillo@leavenworthks.gov

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**From:** Montana 1953 <gilbertgrape1953@gmail.com>  
**Sent:** Thursday, January 29, 2026 2:35 PM  
**To:** Kim Portillo <Kim.Portillo@leavenworthks.gov>  
**Subject:** Public Comment Request Planning Commission Meeting

Ms. Portillo,

I am writing the following public comment in hopes it will be included in the meeting packet for the upcoming meeting February 2 regarding the use permit request made by Core Civic.

My comment is as follows:

Members of the Planning Commission:

Core Civic is proposing operating a detention facility here in Leavenworth. This issue raises many concerns for this community.

Adding new jobs to Leavenworth is a terrific goal. However, the job market for work with corrections or detention facilities is saturated. A cursory search of jobs in detention or correctional facilities here in Leavenworth shows 15 prison jobs on indeed as well as 170 correctional facility jobs. The Sheriff's department is also understaffed, routinely losing employees to the prisons here in town.

Core Civic will add undo competition potentially decreasing staff in the current prisons and the Leavenworth County Jail. It is vital that these existing facilities have the staff to operate in a safe manner. When we look at adding new jobs to Leavenworth, I think we can all agree that those new jobs should open opportunities without creating undo stress on existing businesses.

I hope that the special use permit for Core Civic to operate a detention facility at 100 Highway Terrace will be denied. Employees at these various prisons and the county jail need further support not

decreasing numbers. We need to ensure our prisons and county jail are operated safely and those remarkable employees who ensure the safety of our community feel supported.

Thank you for your consideration and time.

Regards,

Sarah Sommers

## Planning

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**From:** Nancy Bauder  
**Sent:** Friday, February 13, 2026 4:43 PM  
**To:** Kim Portillo  
**Subject:** Fw: Please don't approve Core Civic

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**From:** Sarah Thomas <sarockt@gmail.com>  
**Sent:** Friday, February 13, 2026 4:39 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Please don't approve Core Civic

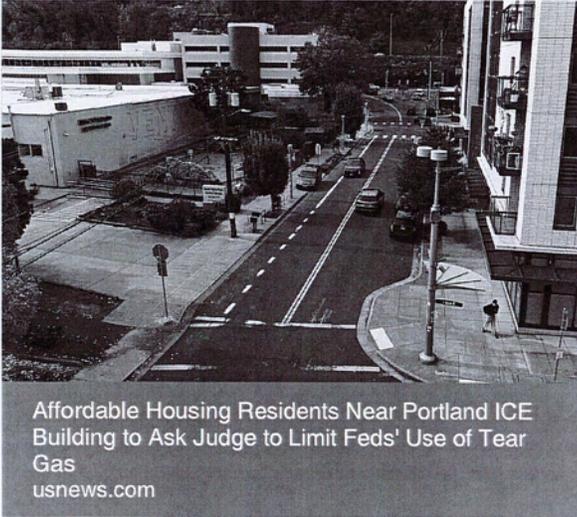
Hello,

I'm writing to plead with you not to approve Core Civic's permit to operate an ICE Detention Center in our area.

I just read this article today about the horrific treatment of children at the Dilley Detention Center in Texas, which is operated by Core Civic. They're lying that they've made changes, the people in their facilities still aren't receiving proper medical treatment or nutrition. Please don't allow Leavenworth to become part of this cruelty towards children and families.



In addition to the treatment of detainees, I'm concerned about the impact to surrounding businesses and nearby residential areas. I'm sure there will be locals who will feel morally compelled to protest the facility and I fear that will lead to an ICE presence that will bombard peaceful protestors with tear gas. Here's an example of an apartment complex located next to an ICE Detention Center that is suing them for making it unlivable for their residents. There's an account of them throwing tear gas at a resident who was just outside on their balcony. Families and children are having to wear gas masks in their homes. Tear gas can travel up to half a mile, so this would have a terrible impact on Leavenworth residents.



I would be incredibly grateful if you take the time to review these fist hand accounts from people who are being impacted by these kinds of facilities.

Thank you,  
Sarah Thomas  
Fifth generation Kansan

Scott R. Siegler  
15614 Sheridan Court  
Basehor, Kansas 66007

buffalomiami34@yahoo.com  
305-542-8463

*January 20, 2026*

Dear Honorable City of Leavenworth Elected Officials:

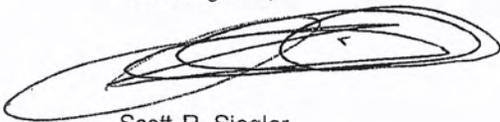
I am pleased to write this letter in regard to Core Civic and the Midwest Regional Reception Center. I would like to start by stating that I retired last year from the Florida Department of Corrections after 28 years of service. I started with them in 1997 as a correctional officer and retired last year as an Assistant Warden. I retired a bit early to relocate to Kansas in order to embark on a new opportunity as a unit manager with Core Civic here at MRRC. The decision was made easier since I have family living in the Kansas City area. I have since purchased a new home with my wife in Basehor, Kansas.

I must say that I have been very pleased with what I have seen since arriving here. The leadership at this facility, from the warden on down, appears very committed to ensuring that this facility is managed the right way. The staff here have received quality training as well. Not only has reality-based training been provided here locally, all staff have also had the opportunity to go to other facilities throughout the country to receive hands-on experience. This will pay huge dividends for us when we are given the opportunity to open. From what I have witnessed, our staff are professional in the way that they conduct themselves.

I cannot speak regarding what took place at this facility when it was open previously. From what I have read, it appears that staffing was a significant challenge and/or problem. I can say that, having worked in corrections nearly all my life, there will always be some level of staff shortage. However, a high level of staff shortage is not a good situation to be in.

I would like to close by saying I am confident that when this facility is allowed to open, it will not have the same issues as were reported in the past. I can assure you that all of us will work tirelessly to ensure that both professionalism and integrity are maintained at a very high level. I gave up my career in Florida a bit early so I could relocate to Kansas specifically for this opportunity. I feel blessed to be able to serve here; which is now my new home.

Best Regards,

A handwritten signature in black ink, appearing to be "Scott R. Siegler", written over a circular stamp or seal.

Scott R. Siegler

## Planning

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**From:** Penny Holler  
**Sent:** Tuesday, February 3, 2026 9:53 AM  
**To:** Kim Portillo  
**Subject:** Fw: In opposition to CoreCivic's planned concentration camp.

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**From:** Shawn Tolivar <shawnt250@gmail.com>  
**Sent:** Tuesday, February 3, 2026 9:30 AM  
**To:** Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>; Scott Peterson <Scott.Peterson@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>  
**Subject:** In opposition to CoreCivic's planned concentration camp.

To the Mayor, City Manager and City Commissioners,

Please do not support the opening of a new concentration camp in Leavenworth. Yes, I call it a concentration camp because it fits the definition. A concentration camp is a facility for confining people, often without trial, based on their affiliation with a group (political, ethnic or nation) rather than individual crimes.

Leavenworth is already known as a prison town, do you really want Leavenworth known as a concentration camp town as well? Isn't it time to move beyond this legacy?

It is concerning enough that America already house the largest prison population in the world, and to do it "for profit" is just disgusting. President Trump's plans will more than double our national prison population which should give anyone a moment of pause. When we build these, we will fill them, and what's to say you or your loved ones won't find themselves in these "for-profit" prisons?

We already know the track record of CoreCivic both in Leavenworth and across the nation. It's horrible. CoreCivic, formally know as the Corrections Corporation of America has a long and well documented history of abuse, cruel, inhumane and unsafe conditions, chronic understaffing, inadequate medical care and the list goes on and one. You know exactly what this company is like, they showed Leavenworth exactly who they were when they ran the Leavenworth Detention Center.

Let's not repeat history. let's be on the right side of history, let's say no to CoreCivic and private prisons for profit!

Thank you

--

Shawn Tolivar



2/10/2026

Dear Commissioner <sup>Mayor</sup> Bander,

Thank you for serving our  
Community in this way.  
I ask that you serve us well  
by voting No on the special use  
permit ~~by~~ request by Cole Civic.  
They have shown in the past to  
have little concern for human  
rights and have put profits first.  
This is not who we are as a  
Community and not what we  
want to be known for. Please  
Vote No and show that you  
Care about human rights over  
profit.

Sincerely,

Shein Williams

They are counting on our fear  
of retaliation and lawsuits.

Be Brave<sup>1</sup>

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2/10/2026

Dear Commissioner Hollister

~~Just~~ I want to say thank  
you for serving our community.  
I am writing to ask that you  
Vote NO to special use permit  
for CoreCivic. Their history is one  
on Human Rights Violations and  
Inmate Abuse, Legal Violations and  
Cover-ups, Falsifying records. We  
are already seeing scandals and  
Cover-ups and Human Rights Violations  
at ICE Detention Centers in other  
areas of the County. Is this  
what you want to be connected to  
our city? I hope not! Please  
Vote No!

Sincerely,

Sherrill Williams

They counting on our fear of  
retaliation and lawsuits.

Be Brave!

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2/10/2026

Dear Commissioner Pittman

Thank you for serving our Community. Please serve us well by voting No on the special use permits for ~~Leavenworth~~ Core Civic.

Their History is one of Human Rights Violations, Inmate Abuse, Legal Violations, Coverups and falsifying records. We are already seeing scandals and cover-ups and Human rights Violations at ICE Detention Centers in other areas in our country. Is this what you want connected to the City of Leavenworth?

We are counting on our fear —  
Fear of law suits and such.  
I am asking you to be brave,

to have courage to stand up for  
what is right and to protect  
our community by voting No!

Sincerely,

Shani Williams

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2/10/2026

Dear Commissioner Wilson

Thank you for serving our Community. Please serve us well by voting NO! on the special use permit for CoreCivic.

Their history is one of Human Rights Violations, Inmate Abuse, Legal Violations and Cover-ups. We are already seeing scandals and cover-ups and Human Rights Violations at ICE Detention Centers in other areas of the County. Is this what you want to be connected to our city? To your vote? I hope not! Please vote NO!

They are County  
on our face.

Sincerely,

Be Beard

Sherril Williams

Dear Commissioner Maxwell, <sup>2/10/2026</sup>

Thank you for serving our  
Community. Please serve us  
well by voting NO on the  
special use permit for Coe Civic.

Their history is one of Human Rights  
Violations, Inmate Abuse, Legal  
Violations and Cover-ups. We  
are already seeing scandals, coverups  
and Human Rights violations at  
ICE Detention Centers in other  
areas of our country. Is this  
what you want connected to the  
City of Leavenworth? To your Vote?  
I hope Not! Please Vote NO!

Be Brave!

Sincerely,

Sheri Williams

Dear Commissioner Maxwell,

2/10/2026

Thank you for serving our  
Community. Please serve us  
well by voting NO on the  
special use permit for ConCivic.

Their history is one of Human Rights  
Violations, Inmate Abuse, Legal  
Violations and Cover-ups. We

are already seeing scandals, coverups  
and Human Rights violations at  
ICE Detention Centers in other  
areas of our country. Is this

what you want connected to the  
City of Leavenworth? To your Vote?

I hope Not! Please Vote NO!

Be Brave!

Sincerely,

Sherril Williams

## Planning

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**From:** Nancy Bauder  
**Sent:** Friday, February 13, 2026 2:58 PM  
**To:** Kim Portillo  
**Subject:** Fw: Core Covic

---

**From:** Vickie Perkins <vperkinsscl@gmail.com>  
**Sent:** Friday, February 13, 2026 1:49 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; ted.maxwell@leavenworthks.gov <ted.maxwell@leavenworthks.gov>  
**Subject:** Core Covic

I know you have been receiving multiple emails, but I am going to add one to it. Sorry.  
I personally would be against any detention center because I feel all human beings should be treated humanely. In the case, of Core Civic I am even more against it. It is easy to be taken in by their charisma and their smooth talking. However, if you check what's happening in their facilities in other places at this time, there is no difference. They can talk the talk, but they don't walk the walk. Know that all of you remain in my prayers, you have an important task in front of you. Thank you for your willingness to take on this task.  
Sister Vickie Perkins

Sent from my iPhone

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\*\*\* THIS EMAIL CAME FROM AN EXTERNAL SOURCE. PLEASE BE CAUTIOUS WHEN CLICKING ON LINKS OR ATTACHMENTS.

**Fw: Core Civic**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Date** Wed 1/28/2026 8:53 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Sydney Burns <lyfeunderlasers@gmail.com>  
**Sent:** Sunday, December 21, 2025 12:24 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Core Civic

Hello, Rebecca!

I'm just sending this email to have it on record that as a Leavenworth constituent, I do not wish to see Core Civic reopen their doors in our community. The deportation aspect of this entire situation aside, Core Civic has shown time and time again that they do not care about safe, healthy or humane conditions within the walls of their facilities. They have faced lawsuits over treatment of inmates, previous employees of Core Civic have spoken out against the practices they witnessed first hand while employed there. Core Civic opening its doors in this town would leave a massive stain on our already struggling community. We should be building our community up into a place where people want to be. Not adding another for profit prison. Prisons do not bring a healthy economy. They try to sell the idea to small towns that these facilities will bring jobs and fuel the economy. But, we already have prisons and as we can see, that has not been the case. We had a Core Civic prison, and that still was not the case. The people who reside in these towns where prisons are built often do not meet the qualifications for a position in the prison which results in people being brought in from out of town to work in our community then take their wages back to their nice comfy neighborhoods. The truth of the matter is, everybody in our community is closer to living on the streets than we are to being anywhere near Core Civic investors at blackRock and vanguard. These companies do not care about small towns America. They do not care about the hard working citizens in our town. They are not coming here to benefit us and to believe they are is nothing short of ignorance.

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:18 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote no

### Samuel Maxwell IV

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** TAMARA RIGGS <triggs1@cox.net>  
**Sent:** Tuesday, February 10, 2026 10:01 PM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** Vote no

Dear Commissioner Maxwell,

Thank you for your service to the city. I am writing to express my opposition to CoreCivic being granted a Special Use Permit to operate a detention facility on industrial zoned land. The Kansas Golden Factors have been identified as the key issues in determining land use decisions. The harm to nearby property owners would be greater than the benefits to CoreCivic and the permit should be denied.

Planning and Zoning Commission Chair Ken Bateman made the correct analysis in his vote against the permit. Planning and Zoning recommendations should influence City Commission decisions but that should be based on the strength of the argument and not the vote total. Corecivic cannot be trusted because of their history of fraudulent behavior, dangerous understaffing, and damage to the city sewer system. The harm to neighbors is greater than the benefit to a \$2 billion corporation's bottom line.

I respectfully ask you to vote no.

Sent from my iPhone

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**Fw: Midwest Regional Reception Center**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>

**Date** Wed 1/28/2026 8:50 PM

**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister

Mayor Pro Tem | City of Leavenworth

rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Reid, Tammy <Tammy.Reid@corecivic.com>

**Sent:** Wednesday, January 14, 2026 2:20 PM

**To:** Scott Peterson <Scott.Peterson@leavenworthks.gov>; Penny Holler <Penny.Holler@leavenworthks.gov>; Nancy Bauder <nbauder@leavenworthks.gov>; Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>; Holly Pittman <holly.pittman@firstcity.org>; Joe Wilson <Joe.Wilson@leavenworthks.gov>; Sam Maxwell <Sam.Maxwell@leavenworthks.gov>

**Cc:** Mackey, Misty <Misty.Mackey@corecivic.com>

**Subject:** Midwest Regional Reception Center

Dear City Elected Leaders,

I serve as the Quality Assurance Manager at the Midwest Regional Reception Center in Leavenworth, Kansas, and have been employed with CoreCivic for more than 24 years. I have lived in Leavenworth County for over 59 years, and my family continues to live and work in this community.

I am writing to respectfully express my support for reopening the Midwest Regional Reception Center in partnership with U.S. Immigration and Customs Enforcement. Restoring operations at this facility would provide meaningful economic benefits to Leavenworth County, including the creation of more than 300 jobs. These opportunities would strengthen our local workforce and help bolster the county's long-term financial stability.

CoreCivic has maintained a strong presence in Leavenworth County for nearly three decades and has consistently demonstrated responsible corporate citizenship. Over the past year, our facility has contributed to veterans' organizations, supported the Alliance Against Family Violence, volunteered with the Salvation Army food bank, and participated in various community drives. These efforts reflect the company's ongoing commitment to the wellbeing of our community.

I bring 36 years of correctional experience, including 12 years with the Lansing Correctional Facility, and I also have family members employed within the Federal Bureau of Prisons. I am well-acquainted with the inherent risks associated with correctional environments across federal, state, and private sectors. During my tenure at the Midwest Regional Reception Center, the level and nature of incidents have

remained consistent with what I have experienced in both state and federal systems. These outcomes reflect the facility's adherence to sound security practices and established operational standards.

While some concerns have been raised by individual residents, these views do not reflect the broader perspective of Leavenworth County. Based on my professional experience and long-term residency, I believe reopening this facility will provide substantial economic and community benefits while continuing to uphold public safety.

Thank you for your time and thoughtful consideration of this matter. I appreciate your ongoing service to our community.

*Tammy Reid*  
*Quality Assurance Manager*  
tammy.reid@corecivic.com  
Midwest Regional Reception Center

## Planning

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**From:** Sam Maxwell  
**Sent:** Thursday, February 12, 2026 7:21 PM  
**To:** Kim Portillo  
**Subject:** Fw: CoreCivic

### **Samuel Maxwell IV**

Leavenworth City Commissioner  
Email: Sam.Maxwell@leavenworthks.gov  
Phone: 913-565-5552

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**From:** tnichols03@gmail.com <tnichols03@gmail.com>  
**Sent:** Friday, February 6, 2026 8:24 AM  
**To:** Sam Maxwell <Sam.Maxwell@leavenworthks.gov>  
**Subject:** CoreCivic

Commissioner Maxwell,

My name is Terry Nichols. I live in Kansas City, close enough that the proposed CoreCivic facility would directly affect my neighborhood. I'm also a retired Senior Immigration officer and Congressional Liaison with firsthand experience in how immigration enforcement works on the ground.

I have been following the entire process of the Core Civic SUP issue and attended the public meetings. I'm requesting 10–15 minutes to speak with you one-on-one before the upcoming vote. I want to share specific concerns about due process, family separation, and the real-world impacts these facilities have on surrounding communities.

My goal is simply to provide context that may be useful as you consider this decision.

I can meet at your convenience in the next two weeks, either at City Hall or a public location of your choosing. I am requesting a meeting with each city commissioner before the next hearing on 2/24.

Thank you for your time and consideration.

**Fw: Letter in favor of CoreCivic**

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**From** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Date** Wed 1/28/2026 8:52 PM  
**To** Kim Portillo <Kim.Portillo@leavenworthks.gov>

CoreCivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** Toni Roloson <tmroloson@gmail.com>  
**Sent:** Monday, January 19, 2026 10:22 AM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Fwd: Letter in favor of CoreCivic

Dear Leavenworth City Commissioners,

Hello, I am writing to you today in favor of the opening of CoreCivic's Midwest Regional Reception Center (MRRC). My name is Toni Roloson, and I am a Case Manager. I moved to the city of Leavenworth in July 2025 to be in the same city as my boyfriend who has lived here for several years after serving in the Army and retiring here. We are building our lives together here in Leavenworth. I have always been fascinated with Leavenworth because of the historic penitentiary which I first learned about during my studies in Criminal Justice and continued to learn about while I earned a bachelor's in criminal psychology and as I work on my masters in corrections management. The textbooks always mention Leavenworth as part of its history in corrections.

Since moving to Leavenworth, I have heard a lot of discussion on economic development and the desire to have people move here. While I came here for more personal reasons, many others have come specifically to work for MRRC, along with their families. Those working for CoreCivic not only work in the city of Leavenworth, but many live here or have a desire to move here and all spend money in the community at some point which helps with that economic development and brings revenue to the local businesses.

I have worked in corrections since 2017 and before that I worked in Law Enforcement for a couple of years. My passion is for corrections. Before moving here, I did not know the controversy that MRRC was facing but have since done the research. I've read the articles both for and against, I hear the talk, I see the things posted on social media and have been in a unique position to follow city politics. I have come to know for myself the

professionalism and dedication that those who work for this company have to not only those they work with but the population we serve.

We have had the opportunity for extensive training which includes topics such as critical incident response, de-escalation, and cultural awareness. Not only did we have classroom room time on various topics but also conducted many reality-based trainings to gain a better understanding of how to implement the concepts learned in classrooms in real life situations. Because of our current situation, many of us have had the opportunity to work in other CoreCivic locations in order to gain hands on experience. We have obtained firsthand experience and knowledge so that we are prepared for the day we receive detainees at MRRC. I recently had the opportunity to work in West Tennessee and was able to work and assist in the needs of the detainees there. I gained knowledge and experience on how to better serve the population I will be working with at MRRC. Independently, I read, study, and research topics that will help me to better serve ICE detainees such as immigration law and of course CoreCivic policy and procedure. Along with amazing training and hands-on experience, we have outstanding leadership and administration who work hard to guide us on our path and have made sure we have the information and tools that we need to be successful and professional at what we do.

I understand the concerns that people may have, especially when a facility has had problems in the past. However, the reality is that many of those concerns are normal corrections issues, and every facility that I know of has had problems at some point in their existence. Working in corrections is not for the faint of heart. There will be times when we are short-staffed and have to work long hours. There is always the potential for someone to get hurt. I do not want to get hurt and I do not want my coworkers to get hurt, but we face the reality every day that when we step inside the facility, we are taking a risk. We are committed to the safety and security of everyone who enters this facility. Were there significant issues in the past? Yes, but it is important to understand that is in the past. Much of the staffing is different, although some chose to come back after working here before because they believe in what we do even when there are struggles and our population is going to be different than what it was previously. The detainees we will receive at MRRC are being repatriated, meaning being returned to their country of record. Many voluntarily deport and ask for our assistance in this process. I know this because I have had meaningful conversations with many detainees on the topic.

I have also had many opportunities through my employment to give back to the community in ways such as volunteering at the Salvation Army Food Bank, raising money for Packages for Patriots, The United Way, and school supplies for our local elementary schools. I know that there will be many other opportunities to give back, and I love that CoreCivic is community-minded.

We have hard work ahead of us, but I know that we can do hard things. We are ready to get to work, serve, and meet this need in our community. There will be days when things do not go as smoothly as we would like but, I know that with the tools that we have been given and the guidance and encouragement from our leadership, coworkers and hopefully our community, we can overcome any challenges that may arise. As I mentioned before, working in corrections isn't for the faint of heart, but we are willing to do the work and will live up to the CoreCivic motto: Better the public good.

Respectfully,

Toni Roloson

[tmrolson@gmail.com](mailto:tmrolson@gmail.com)

775-934-3670

## Planning

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**From:** Rebecca Hollister  
**Sent:** Sunday, February 15, 2026 12:55 PM  
**To:** Kim Portillo  
**Subject:** Fw: Vote NO on the special use permit for CoreCivic

Corecivic testimony

Rebecca Hollister  
Mayor Pro Tem | City of Leavenworth  
rebecca.hollister@leavenworthks.gov | (913) 240-5961

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**From:** yargortiz@everyactioncustom.com <yargortiz@everyactioncustom.com> on behalf of Yareli Ortiz <yargortiz@everyactioncustom.com>  
**Sent:** Friday, February 13, 2026 5:11 PM  
**To:** Rebecca Hollister <Rebecca.Hollister@leavenworthks.gov>  
**Subject:** Vote NO on the special use permit for CoreCivic

Dear Mayor Pro Tem Rebecca Hollister,

Vote NO on the special use permit for CoreCivic

As a concerned Kansan, I ask you to stand up to CoreCivic and defend the community from a company that has repeatedly proved their unwillingness to stick to their word. Instead of partnership or financial support, CoreCivic will drain local resources, invite disruption, damage Leavenworth's reputation, and harm community members both in Leavenworth and beyond. Both nationally and locally, CoreCivic has a reputation of being a bad neighbor and rejecting their SUP application is the only way to hold them accountable.

Now more than ever, the Leavenworth City Commission should choose the wishes and needs of Leavenworth residents over those of CoreCivic by rejecting this SUP application. As an elected city commissioner, you have the power to reject this SUP. I appreciate the City Commission's unanimous defense against CoreCivic in 2025 and will be awaiting that same defense in upcoming commission meetings.

Respectfully,  
Yareli Ortiz  
yargortiz@gmail.com