City of Leavenworth
100 N. 5th Street
Leavenworth, Kansas 66048

CITY COMMISSION STUDY SESSION
COMMISSION CHAMBERS
TUESDAY, MARCH 17, 2026 6:00 P.M.

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

STUDY SESSION:

STUDY SESSION POLICY REPORT
SEMI-ANNUAL REPORT AND
PRESENTATION BY
LEAVENWORTH COUNTY DEVELOPMENT CORPORATION

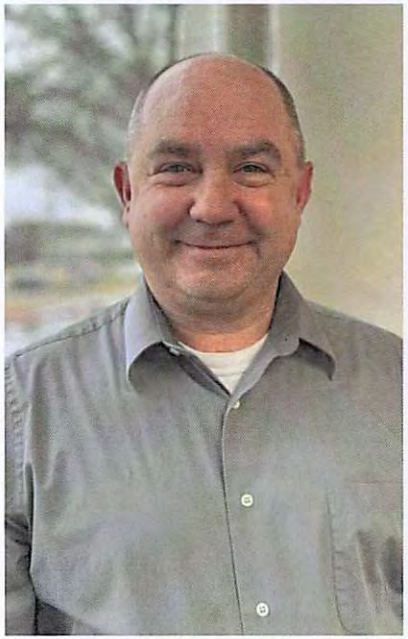
MARCH 17, 2026

Lisa Haack, Executive Director with the Leavenworth County Development Corporation (LCDC) will provide an update to the City Commission.

LCDC UPDATE

March 17, 2026

LEAVENWORTH COUNTY
DEVELOPMENT CORPORATION



LCDC

- 25 Board of Directors
  - 20 private sector
  - 5 public sector
- 5 Executive Committee Members
- 2 Staff Members

WHAT DOES LCDC DO FOR LEAVENWORTH?

LCDC works to attract industrial and commercial businesses that create jobs, strengthen the tax base, and enhance the long-term economic vitality of our community.

LEAVENWORTH BUSINESS & TECHNOLOGY PARK

EISENHOWER ROAD AND 14TH STREET • LEAVENWORTH, KS 66048

PROPERTY FEATURES:

- **NEW** state-of-the-art 81-acre park owned by the City of Leavenworth
- 2% level grading, three areas for storm water detention, a new internal road, sidewalks/trails, lighting, and all utilities
- **SHOVEL-READY SITE** with the ability to develop two- to 50-acre lots or flexibility to customize property lines to individual projects
- Minutes away from **SIX INTERSTATES** and 20 miles from the KCI Airport
- 687,000 in **LABOR BASIN**
- **IN THE HEART OF** the global supply chain and Animal Health Corridor

CONTACT:

LISA HAACK
Leavenworth County
Development Corporation *(LCDC)*
913.727.6111 • LHaack@LVcountyED.org

PENNY HOLLER
City of Leavenworth, Assistant City Manager
913.680.2602 • penny.holler@firstcity.org

LEAVENWORTH COUNTY
DEVELOPMENT CORPORATION

LCDC ensures access to critical partners to accelerate and maximize investment for companies looking to start up, relocate or expand. With streamlined permitting, customized incentives, market-ready inventory — LCDC is **designed to deliver.**

Business Attraction

- Website
- Social Media
- Email blasts
- Mailers
- Strategic Partners
- Marketing trips
- Networking events
- RFI Responses

LC DC

2025 Project Activity

60 Project Leads of which **35** became prospects. **10** prospects fit the LBTP and **1** fit the GCBC.

Leavenworth Business & Tech Park

- Project Nebula
- Project Jaguar
- Project Gold Rush
- Project Mighty
- Project Centaur
- Project Triple
- Project Seek
- Project Tiger
- Project Biogas
- Project Goose

2026 Project RFI's

12 project opportunities

LCDC submitted for **7** on behalf of Leavenworth.

- **6** Leavenworth Business & Technology Park
- **1** Gary Carlson Business Center

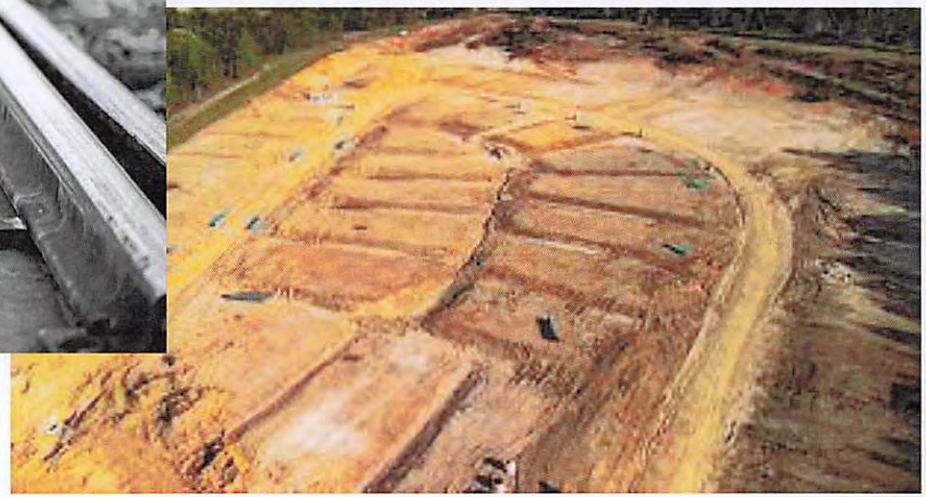
- Project Cobra
- Project KC Smartport
- Project Mission
- Project Compass
- Large Land Inquiry
- Real Estate Inquiry
- Project Morpheus
- Project Vineyard
- Project USA Illumination
- Project Tribe
- Project BioGranite
- Project Summer

Reasons We Did Not Submit a Leavenworth Site

Rail-served (1)

Existing Facility (2)

Large property (2)



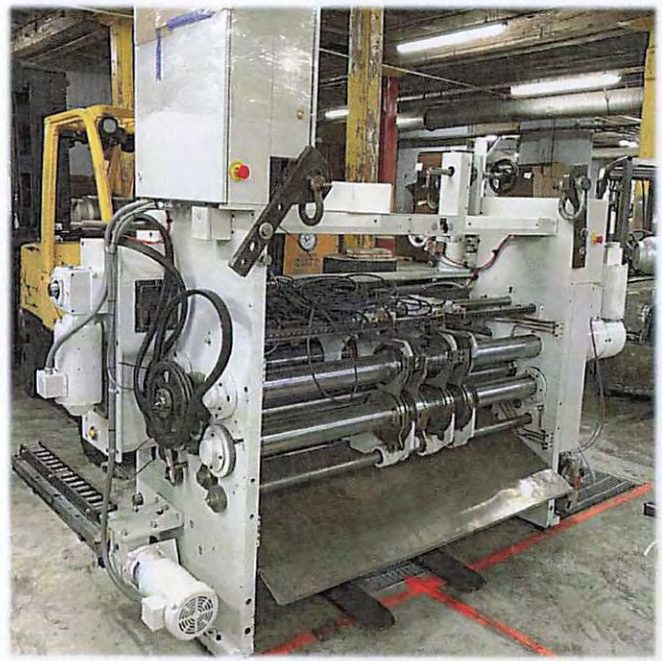
PROJECT SOURCES

	2024	2025	2026	TOTAL	2025('24) Lead Source
Leads	59	60	12	124	Commerce-6(28)
Prospects	33	34	9	66	KCADC-3(13)
Visits	0	2	1	1	LCDC-2(18)
Locations	1	0	0	2	City/Chamber/Mainstreet-1(1)

Project Mission 2026

20,000 SF facility
50 employees

THACKER MACHINERY



Thacker Machinery removes & installs machinery & equipment for the corrugated box industry.

Gary Carlson Business Center ROI

- **294,817** Square Feet Building space
- **17** businesses
- **+500** jobs
- **$429,450** annual property tax revenue in 2025

LEAVENWORTH COUNTY
DEVELOPMENT CORPORATION

Lisa Haack
Executive Director
Lhaack@LVcountyED.org
913-727-6111

LEAVENWORTH COUNTY
DEVELOPMENT CORPORATION

Projects and Leads-February 2026

********* 5 New Projects (4 Active) ********

Project Summer-farm equipment manufacturer seeking an existing building (30K-50K SF) where they would initially employ 10-15 people. Did not submit (KCADC-Josie).
Project BioGranite-east coast company looking for 50K-100K SF existing facility where they can manufacture a new supplement for the life science industry. Did not submit (KDOC-Beth).
Project Tribe-client is a supplier for the vehicle manufacturing and assembly industry looking for 10-100 acres within a 90-mile radius of K7/K10 interchange and zoned for industrial. Submitted one site in each of the cities of Lansing, Leavenworth, & Tonganoxie (KDOC-Katie).
Project USA Illumination-Site consultant helping an international client in the electronics manufacturing sector find a location for a new facility, 20K-25K SF. Prefer existing space but open to sites. Submitting the LBTP (City-Penny).
Project Vineyard-manufacturer in the international aerospace/defense industry preferring an existing building but will consider ready-to-build sites where they can construct 38,800 SF facility. Submitted the LBTP (KDOC-Molly).
Project Morpheus-client searching for site to start manufacturing supercapacitors (energy storage devices). Submitted the LBTP and Epic Estates in Lansing (KDOC-Jeff).

*********On Going Projects (20 Active) *********

2026-1 Real Estate Inquiry-client looking at multiple building options in Leavenworth as a result of search on our property database, Location One (Direct-Lisa).
2026-1 Large Land Inquiry-request for 750-1,000 acres for a data center development. I sent information on the Tailgate Ranch (KDOC-Paul).
2026-1 Project Mission-KC area developer working with a client interested in a property in the Gary Carlson Business Center where they hope to build a 20K+/- SF warehouse. Worked with the city of Leavenworth and the LCPA. Closing of property expected soon (Direct).
2026-1 KC Smartport Industrial Site Search-client looking for an industrial site where they can build a spec building or land where they can build an industrial park. Submitted the LBTP and a city-owned property in Tonganoxie. (KCADC-Ellie).
2026-1 Project Cobra-site consultant helping a manufacturer of components for industrial energetics in the aerospace and defense industry locate 100-160 acres for a new facility and testing area. Submitted a privately-owned site in Lansing (KDOC-Barry).
2025-12 Project Next-client considering building incubator space and interested in the available lots in the UHBC. Initial meeting and learned client is in preliminary stage (Direct-Lisa).
2025-12 Project Goose-international data center operator looking for 5-20 acres with high electricity need. Submitted the LBTP (KDOC-Tayton).
2025-12 Project Culture-existing business owner is looking for 5-10 acres or venue space for sale that holds 400-500 people. (Direct-Lisa).
2025-12 Project Sandpiper-Kansas, Evergy, and Terrapower are exploring opportunities in the state for a Natrium reactor. equired a non-binding letter of interest from the governing body. Update 1/29: Activity should resume in March. Expect supply chain opportunities (KDOC-Paul).
2025-11 Project Cocoon-KC area company interested in expanding into the local area. Client visited and we looked at a couple of sites (Direct-Lisa).
2025-11 Project Peach- site consultant hired by an IT company to find a 500-acre site for a new facility and interested in a privately-owned site in the southern part of Leavenworth County. Had introduction meeting with KCADC. (KCADC-Jill).
2025-10 Project Tiger-U.S.-based energy company seeking existing building (105,500 SF) or shovel-ready site with temporary space to locate during construction. Submitted the LBTP (KCADC-Samantha).

2025-10 Project Crown-small business owner operating out of an office in a neighboring county conducting preliminary research on land options for construction of about 5,000 SF building and interested in Urban Hess Business Center. Provided information and offered my assistance. (Direct-Lisa)
2025-9 Project Intelligence-site search for large property that can provide large power and water capacities by 2029/30. Conducting utility inquiries for Tailgate Ranch. (KDOC-Paul).
2025-9 Project Triple Site-European chemical manufacturer looking for 25 acres on a greenfield site. Submitted the LBTP (KDOC-Katie).
2025-8 Project Diablo-east coast consultant looking for 75-100 acres with rail for a heavy industrial construction materials manufacturing facility. Researching a site in southern Leavenworth County (KDOC-Beth).
2025-8 Project Tunnel-Missouri service operation interested moving operations to property in the Lansing Industrial Park. **Property closed** (Direct-Lisa).
2025-6 Project Wolf Creek-client in energy industry interested in privately owned property in the county. Signed NDA. Client conducted community meetings and address their concerns. Project moving forward (KDOC-Beth).
2025-4 Project Tribe-client in the service industry interested in expanding into the southern part of Leavenworth County. Working with client (LCDC-investor).
2024-1 Project River-client interested in 50-100 acres in the county for an energy plant. Working with the state. Client is working on securing funding for the project and addressing legislation restrictions (Direct-Lisa).

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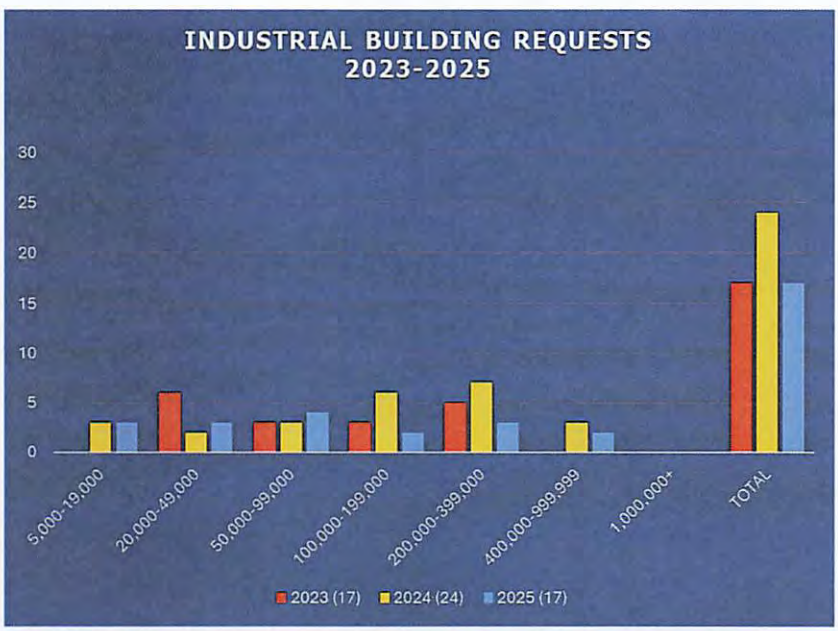


STUDY SESSION POLICY REPORT
RIDE LV LANSING UPDATE

MARCH 17, 2026

Prepared By:
Kim Portillo
Director of Planning and
Community Development

Reviewed By:
Scott Peterson
City Manager

DISCUSSION:

Staff from the City of Lansing recently requested a meeting with City of Leavenworth staff to discuss the potential expansion of the Ride LV program into Lansing. The City of Lansing will be working directly with the Guidance Center as they pursue program expansion and a related grant application. We want to ensure that the Leavenworth City Commission is kept informed, as the efforts of both communities are expected to be complementary and coordinated.

Staff will provide a brief overview of how Ride LV is currently funded and managed in Leavenworth. In addition, Tim Vandall, City Administrator for Lansing, will provide an update on Lansing's plans, including the status of their discussion and where they are in the planning and application process.

STUDY SESSION POLICY REPORT
7th STREET CORRIDOR STUDY

MARCH 17, 2026

Prepared By:
Kim Portillo
Director of Planning and
Community Development

Reviewed By:
Scott Peterson
City Manager

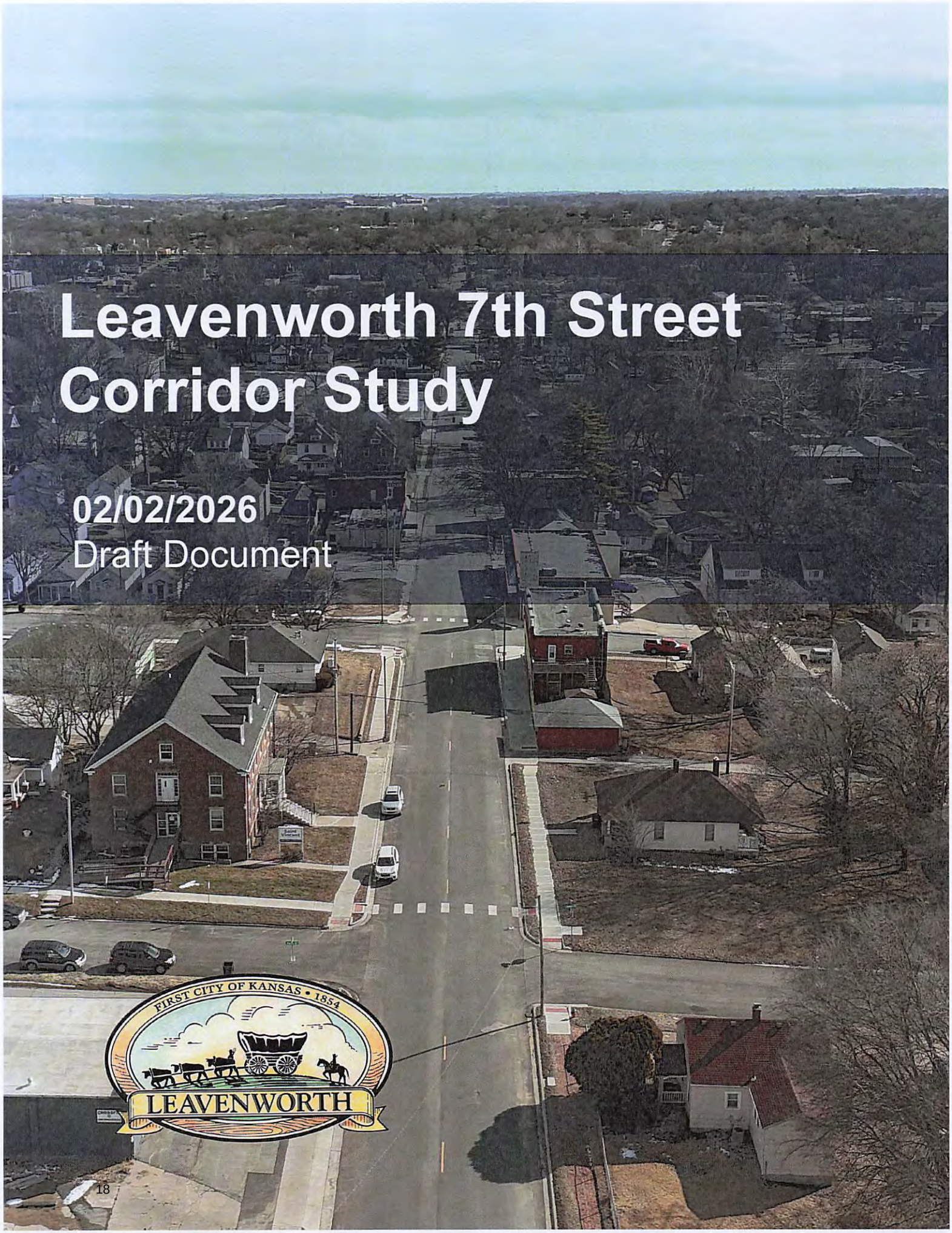
DISCUSSION:

The Planning and Community Development Department initiated the 7th Street Corridor Study in the summer of 2025. The project is funded in part through a Planning Sustainable Places grant administered by the Mid-America Regional Council (MARC). The purpose of the study is to assess current conditions along the corridor and develop recommendations to improve transportation options, infrastructure, land use, and the overall aesthetic appeal of the area.

GBA was selected as the project consultant and has been working closely with City staff throughout the process. Public and stakeholder engagement has been a key component of the study and included steering committee meetings, public open houses, an online comment platform, and community survey.

The draft plan was presented to the Planning Commission on March 2 for review, where it received positive feedback. The project is now being brought forward to the City Commission for review, with anticipated adoption scheduled for March 24.

Representatives from the GBA team, along with City staff, will be present to provide an overview of the study, summarize key recommendations, and answer questions from the City Commission in advance of the anticipated adoption date.



Leavenworth 7th Street Corridor Study

02/02/2026

Draft Document

MASTER PLAN 2026

Leavenworth 7th Street Corridor Study

Reimagining the Future of 7th Street from Cherokee Street to Metropolitan Ave.

In early 2025 the City of Leavenworth, Kansas sought professional expertise to produce a document supporting the enhancement of 7th Street between historic Downtown Leavenworth and Fort Leavenworth. The study takes inventory of all aspects of the street and proposes solutions and new ways to improve circulation, develop a better streetscape, land use, and the overall aesthetic appeal of the corridor. Mid-America Regional Council provided the major funding with the City of Leavenworth 20% match. The City of Leavenworth was the major stakeholder for the study supported by a community led steering committee providing consensus on study recommendations.

Client Group

The City of Leavenworth, Surrounding Neighborhoods, Residents and Business Owners were integral in the development of planning recommendations. Their future role in the redevelopment of the corridor will be important for future implementation tasks.

The Mid America Regional Council is a nonprofit association of city and county governments and the metropolitan planning organization for the bistate Kansas City region serving 119 cities including Leavenworth. We provide a forum for the region to work together to advance social, economic and environmental progress.

Presented at

Planning and Zoning Commission on _____

City Council - Regular Session on _____

Mayor
Nancy Bauder

City Council

Rebecca Hollister	Mayor Pro Tem
Holly Pittman	City Commissioner
Joe Wilson	City Commissioner
Samuel Maxwell	City Commissioner

Adopted at City Council on

_____

Acknowledgments

City Officials

Holly Pittman - Past Mayor
Nancy Bauder - Mayor

City Staff

Kim Portillo
Michelle Baragary
Melissa Bower
Mike Stephan

Steering Committee

Curt Gilfert - Advantage Printing
Simon - Acapulco Grill
Haley Shaw - Main Street Program
Iris Arnold - Leavenworth Mission
Sister Amy Wilcott - DePaul
Mark Clemens - Family Dental Care
Coach Karen - Sagasu Martial Arts
Mike Reilly - Reilly Real Estate
Tyson Schultz - Stripes Global
Mike Coleman - Resident
Kelly Cook - Fort Leavenworth (Architect)
Alice (Ally) Ruble - Business Owner

MARC

Cy Splichal
Beth Dawson

Design Team

The project began in April of 2025. As lead designer, GBA was selected to conduct site data collection and analysis as well as partake in public engagement at several events from Open House events at city hall to Pop-Up events at the Haymaker Farmer's Market. GBA also took input from various business owner's, members of the community, and different stakeholders to develop conceptual layouts, generate ideas, and guide design decisions.

The design team has worked extensively with the public, the client, and other local professional consultants during the research, analysis, and conceptual design process. An ongoing public input process solicited feedback about existing conditions and proposed direction for the corridor plan.

Input from these sources was critical to the team's understanding of the pedestrian, vehicular, commercial and residential land uses, the generation of concepts, development of the proposed implementation plan and the ongoing refinement from feedback received throughout the process.

Design Lead

Landscape Architecture

Jim Schuessler
Nick Ferrara
Ben Grover
Josh Barragree

Community Engagement

Sheila Shockey
Cara Elbert

Traffic Consultant

Sabin Yanez
Xiang Yu
Thomas Ingram

Community Liason

Harland Russell

Atlas Land Consulting

CONTENTS

1
Project Information

Project Purpose

The 7th Street Corridor Study will provide an opportunity to enhance the primary connection between historic Downtown Leavenworth and Fort Leavenworth. The study aims to assess current conditions and develop recommendations that will improve transportation options, infrastructure, land use, and the overall aesthetic appeal of the corridor.

GBA led a comprehensive planning effort in collaboration with City staff, key stakeholders, and the community to develop actionable recommendations with implementation items. We also examined potential funding mechanisms that will guide future investments along the corridor.

Project Goals

Goal #1
Improved Transportation and Connectivity

The study evaluated existing conditions and recommended enhancements for all modes of transportation, including pedestrian, bicycle, transit, and vehicular movement to encourage travel along the corridor and into the downtown district.

Goal #2
Infrastructure and Aesthetic Enhancements

The study identified sustainable infrastructure improvements while developing a cohesive streetscape design to support a vibrant, landscaped, and pedestrian-scaled public realm.

Goal #3
Land Use Optimization

The study assessed current land uses along the corridor and identify opportunities for refinement to support economic vitality.

Master Planning Process

Timeline

The project launched in April 2025 with GBA leading the design efforts and Shockey Consulting guiding public engagement. CFS Engineers began gathering traffic information and Atlas Land Consulting supported stakeholder engagement. From April through December, the team conducted research, gathered data, facilitated community input, developed analyses, and drafted conceptual designs to shape these planning recommendations, funding strategies, and implementation guidelines that would help bring the 7th Street Corridor vision to life. The plan was completed in February 2026, followed by final presentations to both the Board of Aldermen and the Planning and Zoning Commission in March of 2026.

Project Progression

Data was collected from many sources including GIS mapping software, public input, site inventory/ analysis and strategic stakeholder interviews. The insights gained from all of these sources were condensed and organized to identify key issues and important desires of the city and the public.

From there, design and planning recommendations were visualized and presented to stakeholders, the steering committee, and the public at an open house gathering. Several graphics were generated and produced to convey our design ideas and showcase methods that could be used to improve the corridor.

Finally, approved recommendations were further documented and compiled into this master plan. This plan will serve the City as a guide for future development of Leavenworth's 7th Street Corridor.

Public Engagement Events

Over the course of the 11 months planning process, the design team held several public engagement events to receive input and feedback from local citizens who either live or frequent the City of Leavenworth. The GBA and Shockey team hosted a variety of engagement events including open houses, steering committee meetings, and public pop-up events.

At these events, the consultant team conducted discussions with a variety of individuals and families with varying levels of knowledge about the City of Leavenworth, the 7th St. Corridor, and the planning process. Our goal at each of these events was to ask questions related to Leavenworth's future and what ways 7th Street could be changed or improved. The feedback we received was invaluable in making determinations and design decisions in the conceptual design phases and implementation sections of this document.

Outreach Events

The following is a list of outreach opportunities and tools we used to gather input and build consensus

- Open Houses - welcomed all community members to come and provide input
- Pop Up Socials - attended local community events to inform attendees about the project
- Steering Committee Sessions - met with a select group of community and business leaders to gather input and steer the direction of the study
- ArcGIS StoryMap - provided an online hub for project updates, visualizations, and public input

Project Summary

04

This 7th Street Corridor Study provides the City with a clear and actionable roadmap for improving transportation, connectivity, infrastructure and aesthetic enhancements, and land-use recommendations along the corridor. Through extensive public and stakeholder engagement, this plan documents local experiences and insights—notes deficiencies along the corridor, identifies dangerous intersections, determines which sidewalks are missing, and documents other barriers to safe and comfortable travel. This community-driven understanding, combined with targeted technical analysis, grounds the plan in the real needs and lived experiences of the community.

Building on past planning efforts, the 7th Street Corridor Study supports the advancement of the City's 2030 Comprehensive Plan by creating community identity along the corridor and planning for a revitalized healthy community. The hope is to create a new image for the corridor that helps both locals and visitors see 7th Street a *gateway* in both directions (connecting to Downtown and to the Fort). These improvements aim to create a more walkable, connected, and vibrant City that supports residents of all ages and abilities. In addition, the study identifies potential financing tools and funding opportunities to help the City prioritize investments and move this project toward implementation. Together, these ideas and strategies arms the city a list of actionable items to move the community towards a fully reimagined 7th Street Corridor.

Leavenworth Public Open House explaining project findings to the public.

Leavenworth Steering Committee meeting while walking the corridor.

Leavenworth Public Open House engaging with local Leavenworth citizens.

05

Aerial view of the 7t h Street looking north from downtown.

2
Corridor Analysis

Leavenworth History

Early Settlement

Leavenworth began as a military fort along the river bluffs of the Missouri River. It was founded by a man named Henry Leavenworth in 1827. A strategic location and good jumping off point for travelers heading West, Leavenworth acted as both a new settlement and a catalyst for other settlements throughout the western expanse. The City of Leavenworth was officially founded in 1854 as the first city in the state of Kansas. Leavenworth became a safe haven to travelers, settlers, and even refugee African American slaves escaping slavery which was legal in Missouri.

Late 19th Century

Soon after the founding of the City, the Sisters of Charity settled in the area and immediately got to work building a new hospital. A short time later in 1864, construction of St. John Hospital was completed and the sisters immediately began serving the public in their new capacity. A pivotal moment for the City came in 1863 when the state commissioned a new State Penitentiary to be built just outside the city limits. However, over the years, new city boundaries were drawn and the state penitentiary today is located within the City of Lansing. It wasn't until later the federal penitentiary was built as the famous prison known today. Fort Leavenworth continued to be used by the U.S. consistently since its founding and in 1881. William Tecumseh Sherman founded the Command School, (later known as the U.S. Army Command General Staff College) on the Fort grounds. Many of the most decorated generals in American history were students of this college.

20th Century and Beyond

In 1896, the United States Congress authorized the construction of a new Federal Penitentiary near the existing Fort Leavenworth. The military prison located on the Fort was handed over to the U.S. Justice Department for a time until the new penitentiary construction was finished. In 1906, the cells of the penitentiary opened and all inmates previously being held at the military prison were transferred to the new facility. Today the penitentiary is known as the Federal Correction Institution - Leavenworth and it is the oldest federal prison still in use to this day. It is now used as a medium-security prison.

Historical birds eye view of Fort Leavenworth looking southeast. The original bridge that spanned the Missouri River can be seen in this drawing. This bridge is no longer standing.

Aerial view of the Leavenworth Federal Correctional Institution. Metropolitan Avenue can be seen running parallel to the front facade of the prison.

7th Street Function

7th Street acts as a one of the primary roads that leads from the Fort to Downtown Leavenworth and the neighborhood just beyond. Currently, the street is a two-lane road separated by a double yellow line running up the spine of the road. There are businesses, religious institutions, and homes found along 7th Street which functionally make the road more than a neighborhood street. It functions as a collector street funneling people to more major streets and different nodes within the community. Importantly, 7th Street also leads directly into Fort Leavenworth north of Metropolitan Avenue through their main gate. Based on our findings, 7th Street acts as a queuing road for service men and women to enter the Fort while the guards process all vehicles at the gate. It is important to note that 7th Street stops at Metropolitan Avenue and that the road leading into the Fort is called Grant Avenue.

Current Roadway Character

An inventory and assessment map shows current conditions found along the corridor both physical and non-physical attributes.

Aesthetics

The road is home to many citizens, businesses, institutions and places of worship. The two churches fronting 7th Street were founded in the mid to late 1800s, which dates back to the earliest days of the city. Many of the buildings and homes along 7th Street are reminiscent of the old town charm that you would expect to see in a historic city like Leavenworth.

Functionality

As a collector street, it is a crucial vehicular route for emergency vehicles and an important path for pedestrians coming to and from the neighborhood. It does not have the same functionality as 4th Street which is just three streets to the east, but there are similarities. They both boast several business and housing can be found on the side streets connecting to them. However, 4th Street is a four lane road and handles higher traffic volumes. As a result, there is no street parking on the road and there are no homes found directly off it. 7th Street is a two lane road with parking found on both sides of the street throughout the corridor. Many of the sidewalks along 7th Street are either missing or are not suitable for accessible travel. The old brick sidewalks are overgrown with weeds and have completely disappeared in some instances

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Zoning

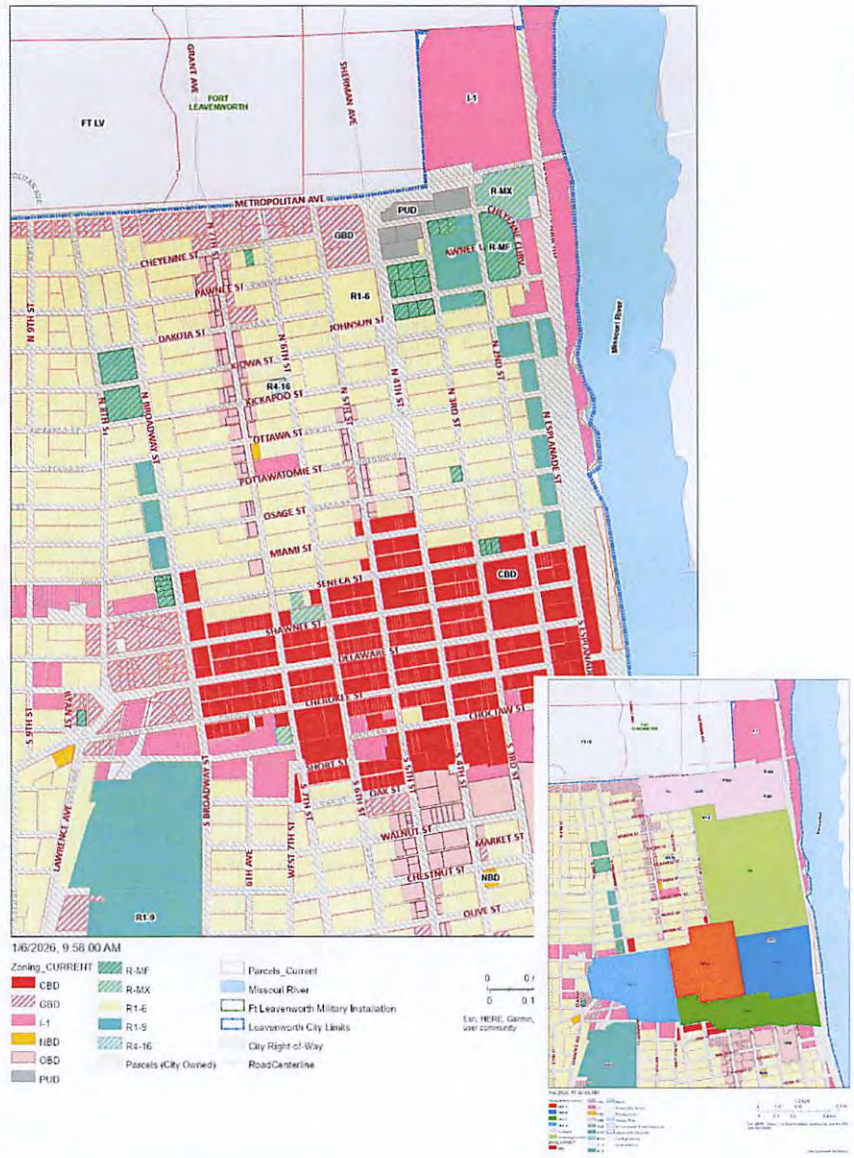
There are four major zoning types found along the 7th Street corridor. They are as follows:

- **GBD** - General Business District: This zoning type is found on the north end of the corridor. The parcels that make up this zoning type are mostly filled by commercial businesses, offices and/or services. The business types vary widely, but it is important to note that there is not any residential uses within this zoning type. From Metropolitan to Pawnee, the majority of lots directly along 7th are zoned GBD.
- **OBD** - Office Business District: OBD makes up the core of the zoning found along the 7th Street corridor. Most of the properties within this zoning type are used as commercial businesses, however some are currently being used as residential properties for both single-family and multi-family. The lots directly along 7th street from Pawnee to Pottawatomie are all zoned OBD with a couple of outlier zoning types in this section of the corridor (NBD-Neighborhood Business District and I1-Light Industrial).
- **R1-6** - High Density Single Family Residential: The properties/parcels found between Pottawatomie and Seneca Streets are mostly zoned R1-6. This zoning type is typically used to create higher density single-family residential developments and stipulates that there can only be one primary structure on each lot. There are many homes found throughout this section of the corridor, some truly used by one family, some used by more than one family. Additionally, there two churches and a school found in this section of the corridor on lots zoned R1-6. This is common throughout not only the city of Leavenworth, but the region as a whole.
- **CBD** - Central Business District: The Central Business District zoning type is found on the southern end of the corridor near the Downtown Leavenworth core. This part of the corridor is characterized a more urban street environment. Several business types are in this zoning area along 7th Street including banks, automotive sales lots, automotive repair shops, and the Haymarket Square Farmers Market.

An example of the type of commercial properties found along the corridor. Several of the buildings along the corridor have an older charm to them fitting in well with the character of Leavenworth.

View of the 7th Street Corridor looking south toward downtown from the corner of 7th and Miami. There are several homes found along the corridor most of which can be found in this middle area of the corridor.

Auto Repair shop found on the south end of the corridor in the Downtown area (CBD). Most of the lots in this area contain structures just like this one and are occupied by businesses and merchants.



Hydrology

Much of the area within the drivable portion of the 7th Street right-of-way drains down the curb and gutters to the occasional storm inlet. The stormwater sewer system found along 7th Street is old, but still functional. Much of the storm water that flows down the 7th Street Corridor is flowing west to areas within the corridor typically between 7th Street and Broadway. This basin drains to the south into Three-mile Creek which then flows directly into the Missouri River.

There are a few different low spots found along the 7th Street Corridor which do not properly drain and creates stormwater ponding on the surface during periods of heavy rainfall. The first notable low spot is located between Cheyenne and Pawnee near the stormwater sewer manhole in the alleyway. This poses a hazard to pedestrians and drivers alike as there is currently no where for the water to flow.

The second notable drainage issue is found further south along 7th at the cross street Pottawatomie in the southeast corner of the intersection. The road crown is steep enough that it prevents water from flowing across it and during rainfall events, water pools in the corner of the intersection nearest the parking lot for the Independent Missionary Baptist Church. This again poses a hazard to pedestrians and potentially a dangerous situation for those going through the intersection.

Example of ponding issue found along the corridor (bewteen Cheyenne and Pawnee). Indicates stormwater issues are present.

Further ponding found along 7th Street (intersection of 7th and Pottawatomie). This photo was taken several days after a rain event.

An existing stormwater inlet was preserved in the implementation foi this new crosswalk.

Map displaying the current hydrological conditions found along the 7th Street corridor.

Current Traffic

Traffic along the 7th Street Corridor is largely dependent upon the business activity along 7th and the operations that happen at Fort Leavenworth. While this study didn't to categorize traffic for an entire mile stretch of roadway, we did collect traffic data at the Metropolitan intersection as a detail in appendix B.

7th St. and Metropolitan Ave.

At this intersection, we documented heavier traffic at typical rush hour times and on Saturday from 11:00 AM to 1:00 PM. When there is increased activity happening on the Fort Leavenworth Military Base, traffic could back up onto 7th Street down to Pawnee St. (or further south). This is not a weekly occurrence, however, normal traffic onto the Fort sees people coming from both the east and the south to get onto the Fort. Based on conversations with local business owners and steering committee members, cars can stack in both northbound lanes to get onto the Fort in times of increased activity.

7th St. and Kiowa St.

The intersection of Kiowa and 7th sees increased traffic during business hours for the martial arts studio which is usually during weekday evenings. This interesection has been updated. New ADA ramps and crosswalks across 7th have make it easier to cross and has increased the walkability of the space, however the issue this intersection has is that it lacks formalized on-street parking. This is also a wide street to cross, especially for children which could be seen as unsafe.

7th St. and Ottawa St.

The intersection of 7th St. and Ottawa St. has a traffic light. This light appears to have minimal significance related to traffic congestion. This intersection lacks key crosswalk markings and ramps to safely direct pedestrians across the street.

7th St. and Osage St.

The St. Paul Luthern Elementary School is located at the intersection of 7th St and Osage. The intersection is busy when school is in session in the morning hours for student drop-off and in the late afternoon hours for pickup. This intersection lacks updated infrastructure such as ADA ramps, marked crosswalks, and school zone crosswalk signage. There is a rectangular rapid flashing beacon (RRFB) just south of the intersection to aid children and families in crossing the street but much of the crosswalk paint is worn away.

7th Street looking north toward the intersection of Kiowa and 7th.

7th Street looking north at the intersection of 7th and Osage.

Kids riding their bikes south, Taken from the corner of 7th and Ottawa.

Map showing locations of traffic implements, street parking and garage entrances off of 7th street.

Greenspace

There are a few undeveloped greenspace areas found throughout the 7th Street corridor. The major greenspaces found on the corridor are those at the intersections of:

- 7th St. and Cheyenne St.
- 7th St. and Pottawatomie St.
- 7th St. and Osage St.

The greenspace located at 7th and Pottawatomie St. is planned to be the future site for attainable housing. Thus, the 7th and Osage property and the vacant lots at 7th and Cheyenne are the most likely candidates for future greenspace areas.

Other potential sites for future greenspaces within the vicinity of 7th Street are found in the low lying areas just west of 7th St. and a large vacant lot at 6th Street and Pottawatomie. These low lying areas just west of 7th could be seen as a tool to properly manage the stormwater issues within this area while doubling as a green space. The vacant lot at 7th and Pottawatomie is a large lot that could be the site of a future park providing amenities within the purview of the 7th Street corridor.

Vacant lot which could be potential greenspace seen on the corner of 6th and Pottawatomie in the vicinity of the 7th Street corridor.

Underutilized property south of 7 Eleven at Cheyenne and 7th. This is the largest unutilized lot along 7th Street.

Map showing locations of potential greenspace locations along 7th Street.

3
Community Engagement

Process

This study was developed through a collaborative planning process that combined technical analysis, field review, and coordination with community members and stakeholders. Meaningful and effective public engagement was integrated throughout the process to help build a shared understanding of project goals and guide plan development. By pairing data-driven evaluation with community insight, the process supported informed decision-making. This robust community engagement process ensured the study reflects community priorities and has broad support moving forward.

Steering Committee & Community

The City of Leavenworth convened key officials and community representatives to form the Leavenworth 7th Street Corridor Steering Committee. This group played a vital role in promoting the project, providing ongoing guidance and feedback, and helping shape the final recommendations.

Public Engagement

Community engagement was a critical part of the Leavenworth 7th Street Corridor Study and provided a stong future implementation. Providing multiple, meaningful opportunities for residents and stakeholders to participate throughout the process helped ensure that the plan reflects local priorities, lived experiences, and community values. Engagement played an important role in keeping the public informed about the study throughout the planning process. When people see their input reflected in the final plan, implementation is expected to be more effective and community support stronger over time.

Community Engagement Goals

The follwing study goals were developed at the outset of the project:

- **Inform** the stakeholders by providing balanced and objective information to assist them in understanding the problems, alternatives, opportunities, and solutions.
- **Consult** the stakeholders by obtaining feedback on analysis, alternatives, and decisions.
- **Involve** the stakeholders by recording their comments and concerns directly on maps, plans, and diagrams during engagement events.
- **Demonstrate** that the feedback has influenced the decision-making and planning priorities.
- **Build** partnerships with other agencies and stakeholders, recognizing the effect this effort has on the community, and that it complements other community initiatives.

OUTREACH SCHEDULE									
COMMUNICATION METHOD & TOOLS	JUN 25	JUL 25	AUG 25	SEP 25	OCT 25	NOV 25	DEC 25	JAN 26	FEB 26
Kickoff Meeting									
ArcGIS StoryMap Launched									
Steering Committee Meeting #1									
Summary of Existing Conditions & Planning Documents Submittal									
Public Open House Meeting #1									
Steering Committee Meeting #2									
Pop-Up Event - Camp Leavenworth									
Steering Committee Meeting #3									
Public Open House Meeting #2									
Plan Document Submittal									
Final Plan Document Submittal									
Presentation to Planning Commission (1st Monday of the Month)									
Presentation to the City Commission (2nd Tuesday of the Month)									

7th Street Corridor study schedule.

Engagement Tools

A diverse set of engagement tools aimed to involve as many groups as possible. A creative and inclusive engagement process was tailored to fit the needs of the community and project. The project team utilized a variety of both virtual engagement tools, supplemented by traditional techniques, to ensure equitable and widespread access to the public engagement process. To ensure awareness and access to the planning process, communication mediums utilized included:

- *Social Media (Facebook)*
- *Project Webpage (Arc GIS StoryMap)*
  - *Interactive Mapping*
  - *Online Survey Tool*
- *Public Meetings*
- *Pop-Up Engagement Attendance*
- *Steering Committee Meetings*

Project Webpage

The primary hub for project information was an interactive ArcGIS StoryMap. The StoryMap allowed users to explore project details, schedules, and updates through an engaging visual format that included interactive maps and embedded surveys. It served as both an information source for updates on project schedule as well as and an engagement tool, allowing community members to share feedback and track progress throughout the planning process.

Community Survey

A community survey was available on the StoryMap page from September 23rd – December 12th, 2025. This method provides personal insight into the issues, opportunities, and desires of Leavenworth. The survey was advertised on City press releases and social media postings, distributed by community partners, and sent on postcards to those directly adjacent to the corridor. In addition, paper copies of the survey were available on request. Appendix X contains a full report of survey feedback.

Social Media & Digital Promotion

Plugging into existing City communications is one of the most effective ways to promote a project. Using the City's Facebook page to consistently promote the content helped spread the word to community members. The city also used press releases to let the public know about opportunities for engagement and provided feedback for the 7th Street Corridor Study. By tapping into the City's existing communication channels, project information was able to reach existing followers and peak new interest in City projects.

Example of one of the postcards utilized to spread the word about the 7th Street Corridor study.

One of the social media posts used to advertise an Open House event for the 7th Street Corridor study.

Image from the first 7th Street Open House event.

Community Meetings and Events

Community meetings and events continue to be one of the most effective ways to engage stakeholders and the public. One Pop Up Event, three Steering Committee meetings, and two Open House style event were held throughout the planning process. These events were held in a variety of formats such as having in person scheduled meetings as well as having drop in style Open House events. A Pop Up engagement event provided opportunities for the planning team to meet the community where they gathered and get meaningful feedback about the future of the downtown Leavenworth.

Pop Up Event

The GBA team set up at the Leavenworth Farmers Market on October 4th, 2025 at Haymarket Square. The event focused on raising awareness of the study, gaining input on how the corridor could function in the future, and hearing community feedback. This event helped the GBA team gather information from the community about their expereinces and attitudes toward 7th Street.

Steering Committee

The Steering Committee meetings were spaced throughout the planning process to be able to get feedback throughout the planning process. The first Steering Committee meeting took place on August 31st, 2025, the second took place on September 11th, 2025, and the final meeting took place on December 4th, 2025. The Steering Committee meetings focused on identifying preliminary issues/ opportunities, analyzing existing conditions, reviewing conceptual designs, and displaying potential amenities. There was a total of 34 participants on the steering committee. All Steering Committee meetings were held at Leavenworth City Hall in the City Commission Chambers. The Steering Committee provided the consultant team with valuable feedback and thoughts about our findings and research regarding the 7th Street Corridor.

Open House Events

The GBA team facilitated two Open House Events for the 7th Street Corridor Study. One at the beginning of the planning process and one at the end. This allowed the team to inform the public about the project and receive feedback on our analyses and findings. The first Open House was held on October 8th, 2025, and the second was held on December 10, 2025, both at Leavenworth Attainable Housing Building. About 80 participants joined us between both Open House events. Content of the events included an overview of the plan, goals of the project, maps for the public to markup letting the team know where there are opportunities for improvement along the corridor, and many interactive elements to get feedback from the public about the potential future redesign of the corridor.

Consultant team engaging with community members at the second Open House event.

Through a robust and multi-faceted community engagement campaign, the consultant team received great feedback from the community. The consolidated feedback received was used to create and refine our conceptual thoughts and ideas for the 7th Street Corridor.

Survey Results

The online map survey prompted respondents to select an option from the list of available categories and determine what they felt was an issue or a need along the 7th Street Corridor and then place a dot along the corridor where they believed that issue or need was warranted. The available categories for input included:

1. Additional Parking is most needed here
2. Unsafe conditions for pedestrians exist here
3. Cosmetic enhancements are most needed along the 7th Street Corridor here
4. Other (please explain in the text box)

The results revealed that most people were concerned with Option #3 cosmetic enhancements, being provided along the corridor. An equal number of people provided further recommendations using the Option #4 "Other" category. Of the various explanations presented by respondents, the common theme running throughout many of the responses was the desire to improve the overall aesthetic and infrastructure of 7th Street.

ArcGIS StoryMap survey results.

4

Project Designs

Introduction

Through our extensive research and the community engagement process, we were able to create the following conceptual Master Plan for the 7th Street corridor. It features traffic calming measures at each alleyway and intersection, a 10' multi-use path, new landscaping, and various streetscape enhancements to increase the aesthetic or "curb appeal" of the street.

Streetscape and Standards

A set of standards and overall objectives was developed to guide the design process for the future of 7th Street. Many of these standards and objectives were adapted from those used by national and international organization's standards such as the National Association of City Transportation Officials (NACTO) or Global Designing Cities Initiative (GDCI). These standards and objectives will help the City of Leavenworth implement future 7th Street improvements. There are several elements recommended throughout the conceptual design that will help to reshape the way we see 7th Street. They are as follows:

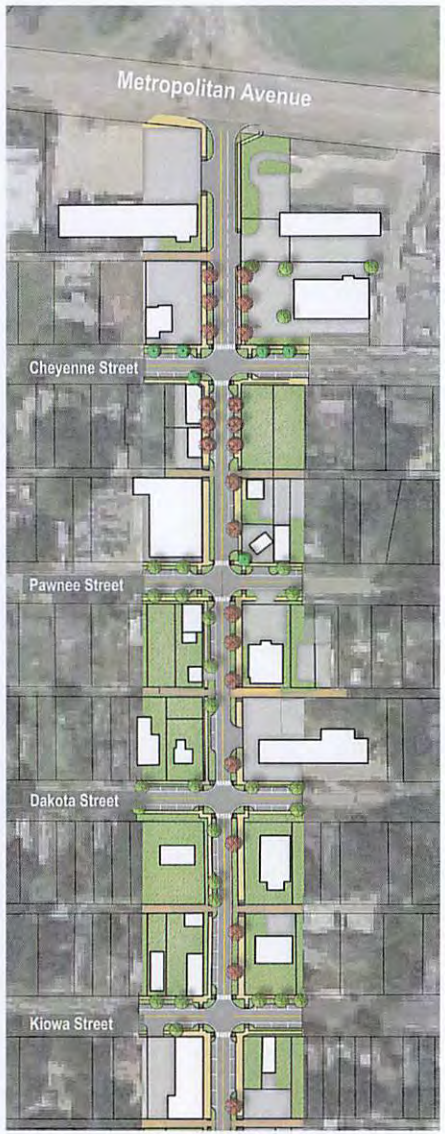
Curb Extensions

- Realign curbs and the edges of roadway to slow vehicular traffic and protect parked cars
- Tightened intersection curb radii to shorten pedestrian crossing distances
- Protect pedestrians at intersections

Multi-Use Path

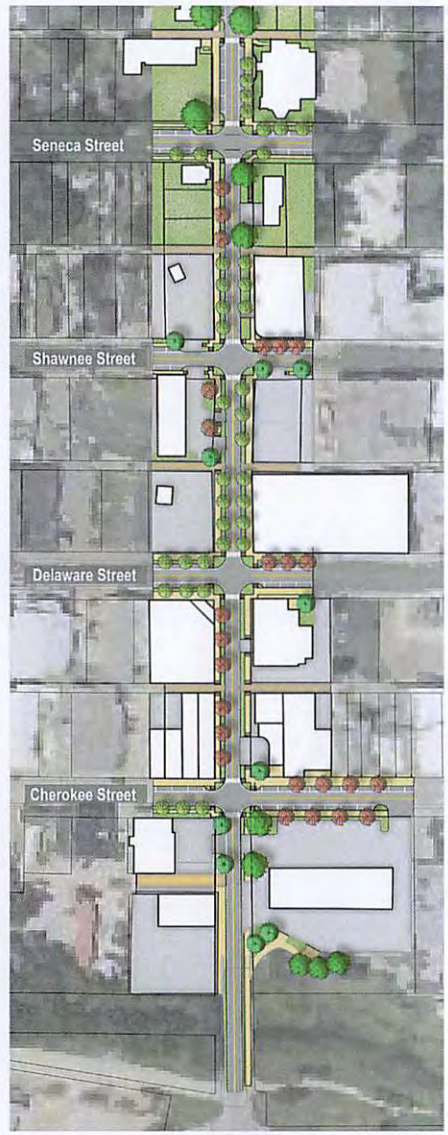
- Provide a 10' wide trail running along this entire 0.9 mile stretch of the 7th Street corridor. This dedicated space will accommodate multiple users (pedestrians and cyclists)

(Right) A conceptual masterplan developed for the 7th Street Corridor study to visualize what the future of 7th Street could be.

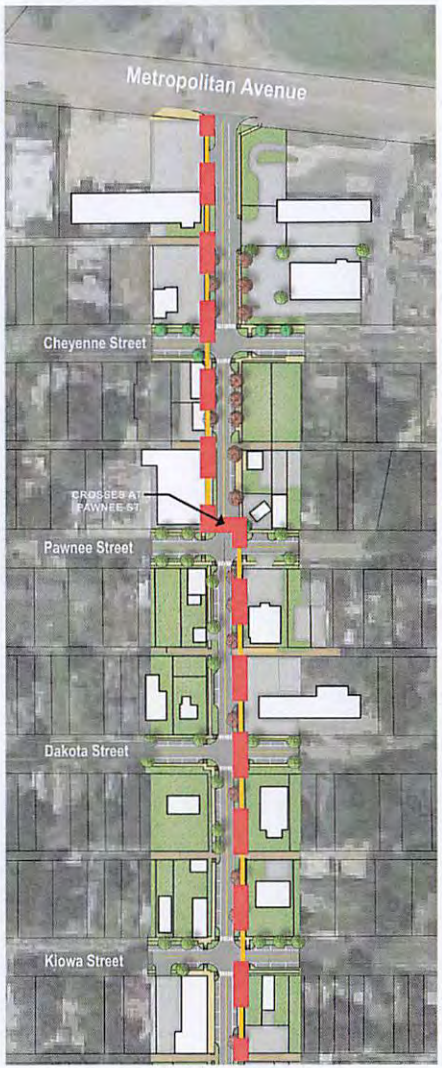


North Section

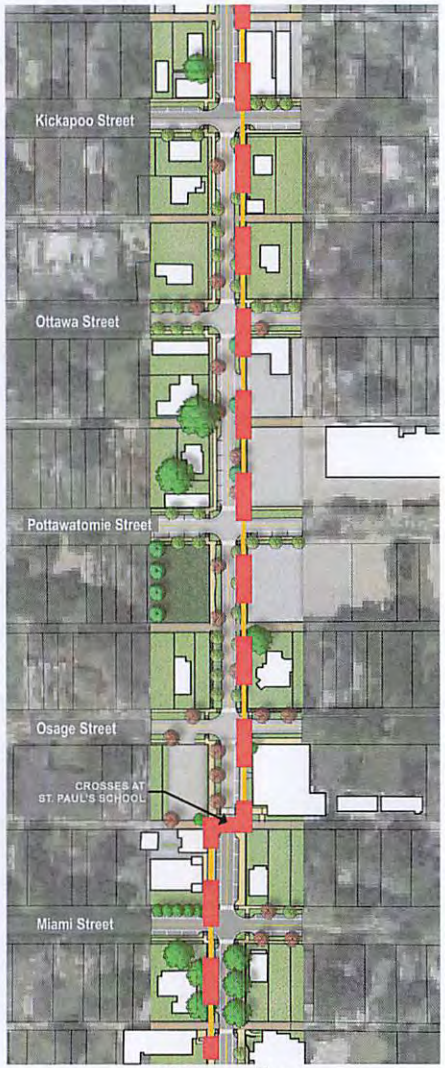
Middle Section



South Section

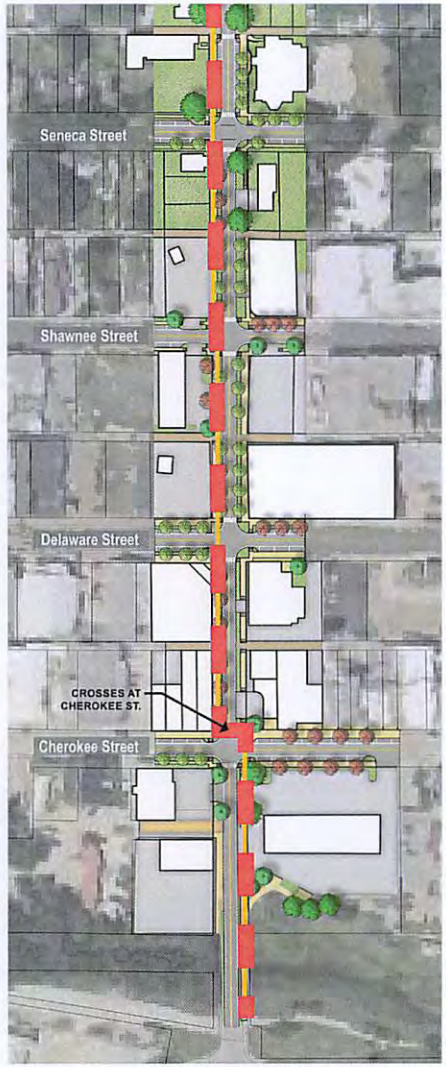


North Section



Middle Section

Multi-Use Path: These three graphics show the proposed location for the 10' wide multi-use path as it meanders throughout the corridor. In general, the location was selected based on existing proximity to commercial properties staying on one side of the road for at least 2 blocks at a time. Switching sides occurs at intersections and existing RRFB at St. Paul Lutheran School.



South Section

Street Lights

- Provide street lights at each intersection and alleyway to create a safer experience for all users at dawn, dusk, and night
- Create space for city branding and aesthetic
- Furnish crucial elements that will solidify 7th Street as a gateway and carry them through the corridor
- Promote current and future businesses by enhancing the range of uses available to the street across the season
- Provide potential for art

Enhanced Streetscape Plantings

- Create meaningful and attractive landscape planting beds along the corridor
- Accommodate small stormwater events by providing space for green infrastructure
- Provide shade via tree canopy
- Supports traffic calming

Formalized Street Parking

- Delineate parking and clearly define parking spaces
- Provides businesses, dwelling places, churches, and institutions with dedicated parking spaces for their patrons
- Reduces chance of roadway incidents to parked vehicles via protected parking (curb extensions)

Crosswalk Striping at all Crosswalks

- Provides clearly delineated crosswalks at all intersections both across 7th Street and cross streets from Metropolitan Ave. to Cherokee St.

Gateway Feature

- Added a Gateway Feature over 7th Street between Metropolitan and Cheyenne to signify the entrance to the city of Leavenworth and connection to downtown
- Promotes the charm and character desired for 7th Street as a business and neighborhood collector road

Intersections and Pedestrians

The proposed conceptual design for the 7th Street corridor will accommodate all users at all intersections. This involves ADA detectable warning at all BFRs and crosswalks with improved lighting. With a focus on connectivity, improved intersections add value to the neighborhood and create a more infrastructurally sound environment for its users. Together these solutions will increase activity on the street level. More people using 7th Street as the pedestrian corridor adds value to the properties and parcels both on and adjacent to the corridor. The idea is to reinvigorate both socially and economically.

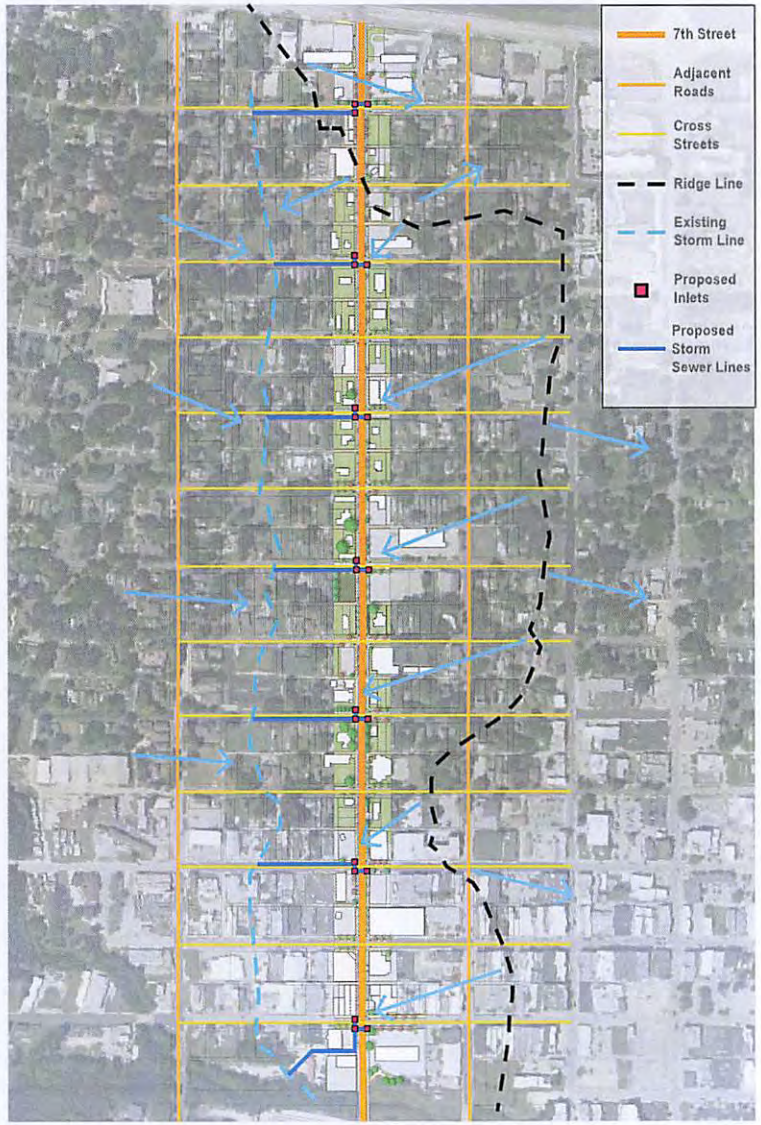
Image of current conditions found at 7th Street and Kiowa Street.

Reimagiend streetscape with crosswalks at all crossings and street plantings at the intersection of 7th and Kiowa.

Stormwater Planning

In general, stormwater on 7th Street flows from the high point of this section of the corridor (somewhere around 7th and Pawnee) north toward Metropolitan and south toward downtown. The valley of this watershed runs south approximately at the mid block (east of Broadway). Multiple stormwater basins collect the majority of the water from the 7th Street Corridor. The storm sewer runs along the watershed valley to the south where it eventually hits Three-mile Creek which ultimately flows in the Missouri River.

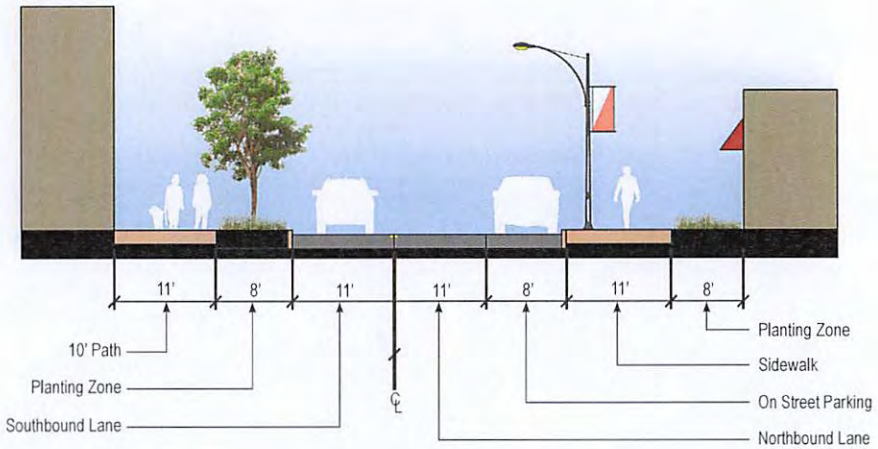
Our approach to stormwater on 7th Street is to divert as much of the water as possible the existing stormwater infrastructure west of 7th Street. The design recommends new stormwater inlets at every other intersection along the corridor starting at Dakota Street. Connecting these inlets via subsurface stormwater lines to the existing stormwater infrastructure indicated by the light blue dashed line on the map would safely and efficiently convey the stormwater off of 7th Street to the nearest tributary.



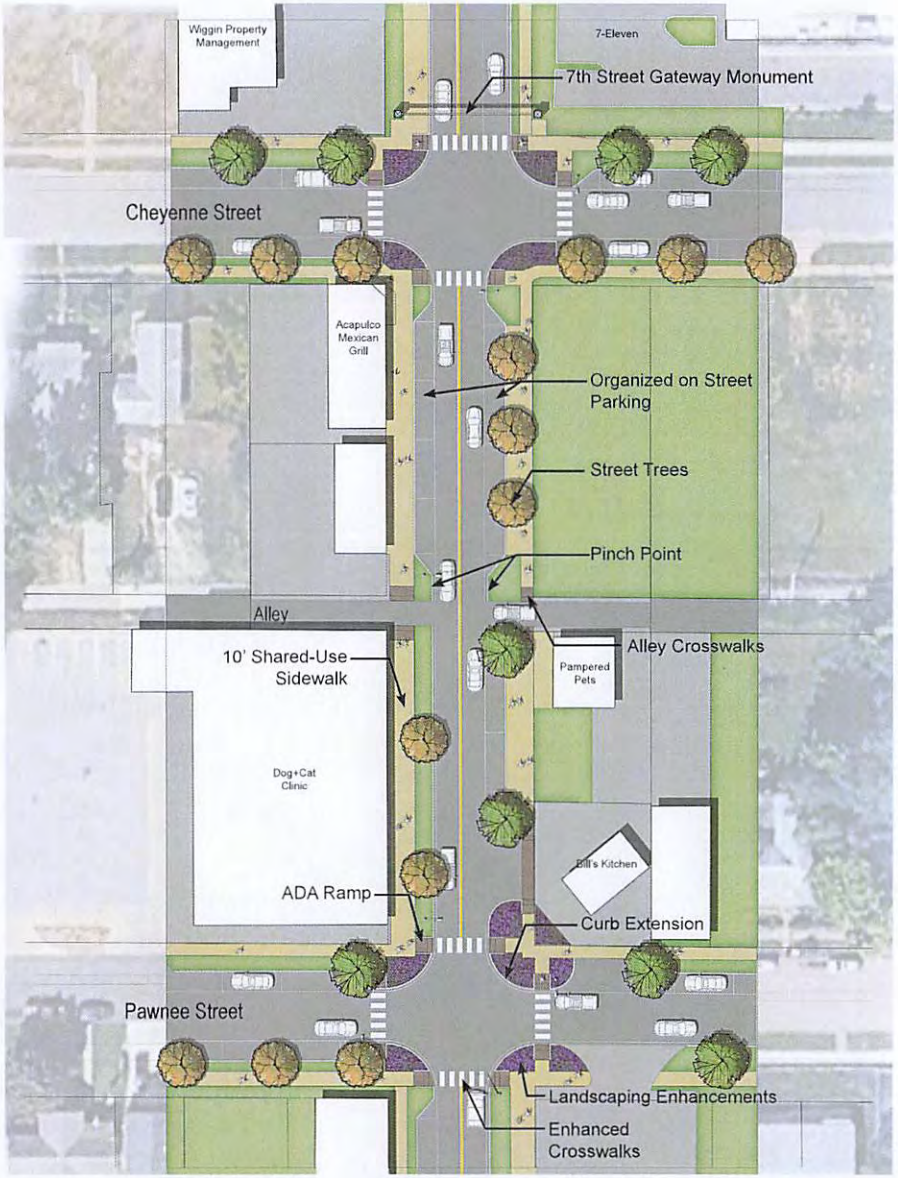
Conceptual map of proposed stormwater mangement strategy for 7th Street Corridor.

Street Layouts - Cheyenne to Pawnee

The following section shows a concept for the roadway section between Pawnee St. and Cheyenne St. In this section you see that where street parking has been provided for local businesses, the sidewalk widens to meet the curb and street parking.

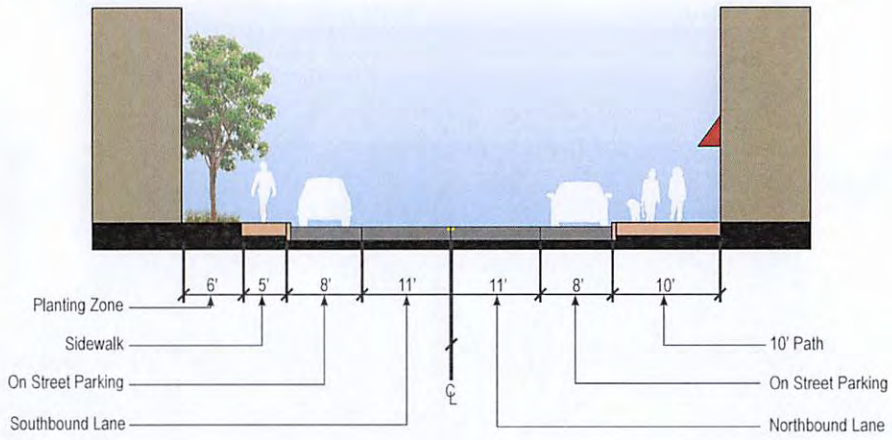


The following three enlargements showcase three specific areas along 7th Street. The conceptual plans show more detail relative to intersection design, sidewalk/parking locations, trees, plantings, and road alignment. With further design, more detail would be expected for future grading, pavement placement, and crosswalk configuration.



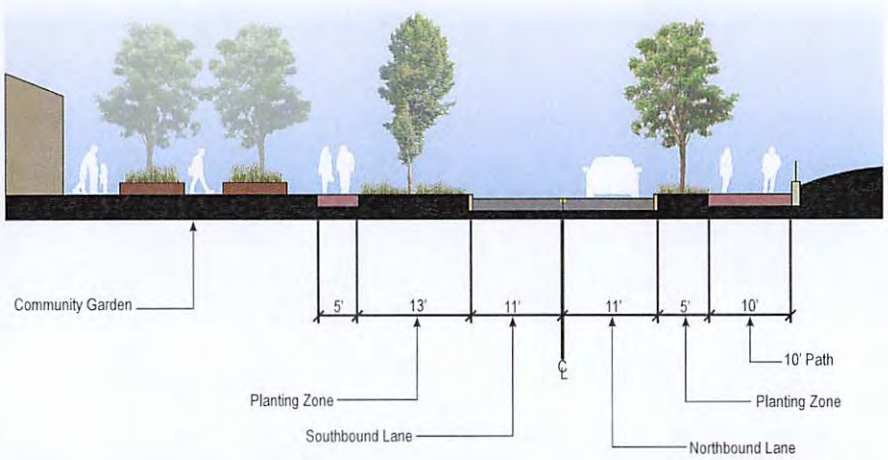
Street Layouts - Kiowa to Kickapoo

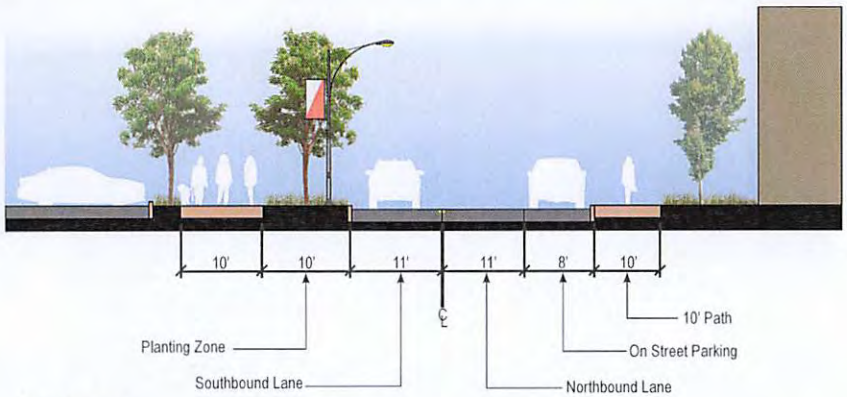
The section below shows a typical roadway section with parking on both sides of the street. Ample space is provided for pedestrians on the side of the street with the 10' path. Parking on both sides of the streets makes it convenient for access to local businesses and homes along the corridor.

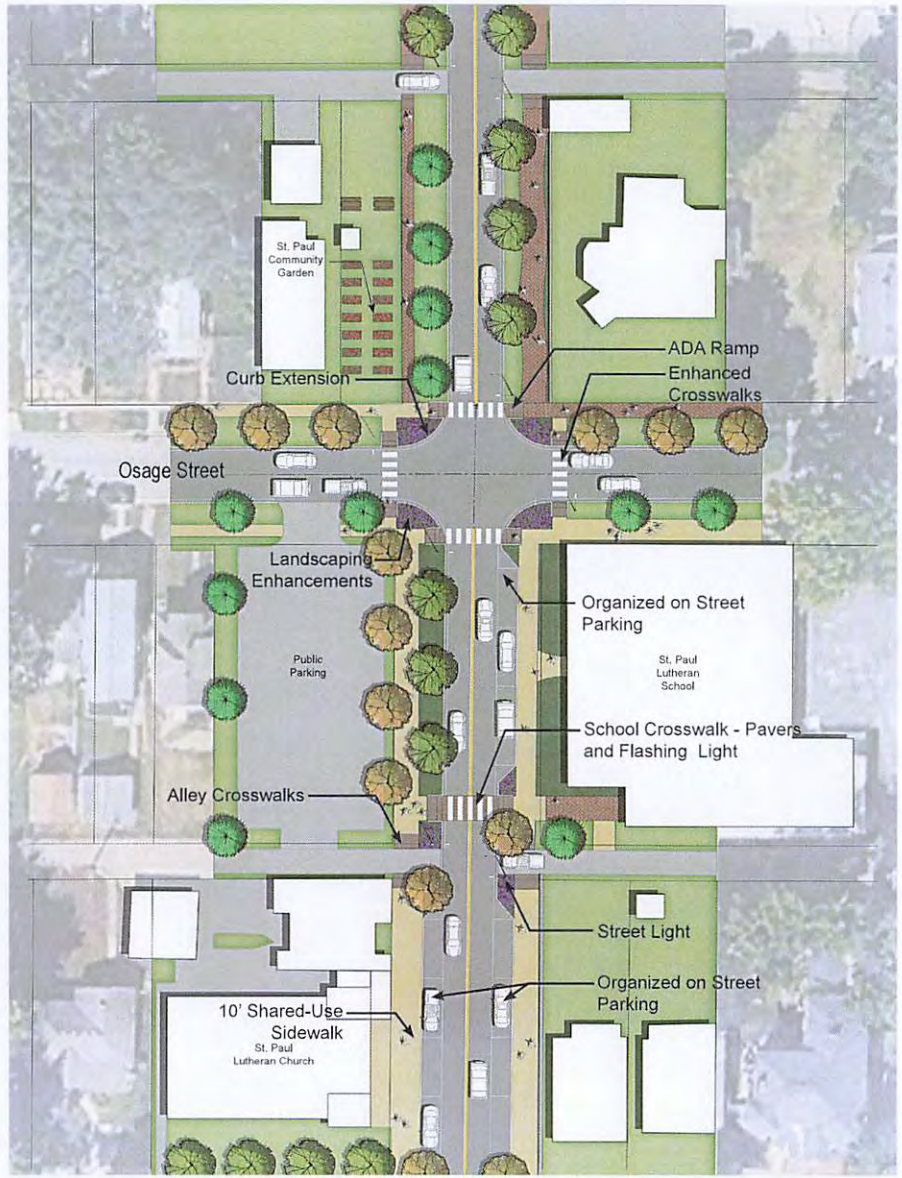


Street Layouts - Vicinity of Osage

The sections below show a couple of different conditions along this stretch of 7th Street. The first section below shows an example of maximizing green space along the corridor. The 10' multi-use path on the right side of the street is buffered by a generous green space. This scenario shows a condition with no parking on either side of the street. The second section shows an idea of a more urbanized feel to the corridor. The section shows how wide sidewalks on both sides of the street are possible, even when parking is provided on one side of the street. Streetscape lighting is also displayed in this section demonstrating how street lights can improve safety and aesthetics at an important focal point along the corridor.







7th Street - The Gateway to Downtown

Part of this corridor study is to examine the how 7th Street can implement a gateway feature guiding visitors and locals from Metropolitan and the Fort to Downtown. The hope is generate more interest in the downtown area as a destination, a place to shop, and as a staple of the community where people can congregate for events, festivals, farmers markets, and special holidays.

Re-envisioning 7th Street with a gateway feature could play a powerful role in revitalizing both the physical environment and the community's sense of place. A well-designed gateway signals arrival, establishes identity, and invites residents and visitors to explore the historic core. By clearly marking the transition into downtown, the gateway can increase visibility for local businesses, encourage foot traffic, and foster economic activity. It also provides an opportunity to celebrate the area's history and character through architectural elements, public art, signage, and landscaping that reflect the downtown's unique heritage while presenting it as vibrant and relevant place today.

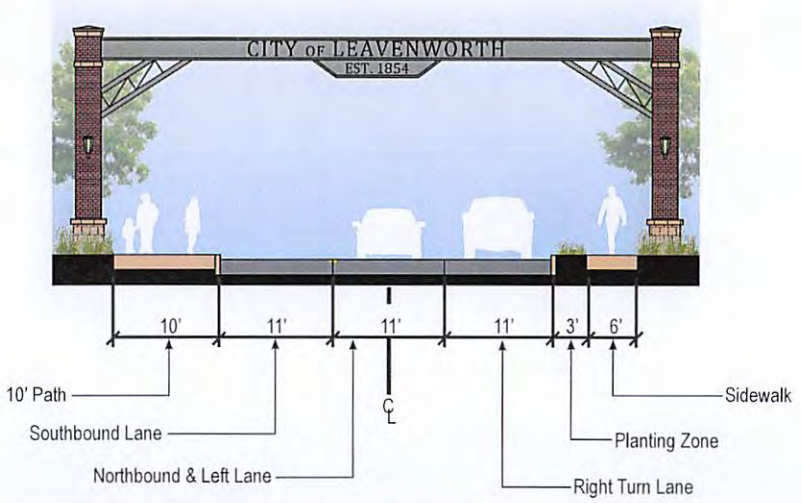
This study's vision for 7th Street goes beyond creating a literal physical gateway at one end of the street. The whole corridor becomes the gateway via the connectivity improvements, infrastructure enhancements, and the eventual increase in business and foot traffic along the corridor itself.

Haymarket Square Farmers Market canopy served as one of the inspriations for 7th Street.

The gateway at Purdue University served as another one of the inspirations for the 7th Street conceptual Gateway.

Image looking north from 7th Street to the Fort Leavenworth Military Base.

The following section shows a concept for a new Gateway near Cheyenne Street. The concept uses similar materials and aesthetics as those found at Haymarket Square.



Idealized concept showing what a gateway over 7th Street would look like with crosswalks, ramps, and streetscape plantings.

5
Implementation Strategy

Introduction

The project team has developed a conceptual opinion of probable costs for the 7th Street Corridor Study using the most current information available to us from contractors. These cost opinions account for the major components of the work that would be required to create the streetscape envisioned in the previous section of this document. As a disclaimer, these opinions of probable cost were generated using 2026 dollars and estimates. Future capital improvement planning will need to account for this as these prices can vary from year to year based on market factors, economic agendas, and unforeseen circumstances which cause prices of goods and service to rise or fall.

Opinion of Probable Cost

Utilizing 2026 contractor labor, materials, and markups the project team developed the following conceptual opinion of probable cost for the 7th Street corridor enhancements and improvements. Detailed estimates include the following items.

- General Conditions and Mobilization
- Construction Staking
- Demolition
- Roadway Enhancements
- Roadway Curbs and Pavement
- Roadway and On-Street Parking Striping
- Sidewalk and Pathway Construction
- Lighting
- Stormwater Management
- Amenity Allowance
- Landscaping Allowance
- Contingency

Item Description	Estimated Quantity	Unit	Cost	Total Price
Corridor Improvements - New Road Section				
General Conditions / Mobilization/Staking	1	LS	10%	$ 74,169
Road Construction Traffic Control	0.07	LS	$ 100,000	$ 7,143
Demolition & Haul Off				
Curb	1,073	LF	$ 20	$ 21,457
Sidewalk Demolition (both sides)	358	CY	$ 60	$ 21,459
Grubbing	0.69	AC	$ 2,000	$ 1,371
Earthwork	357	CY	$ 40	$ 14,286
Items per Block (Alley to Alley)				
5' Wide Conc Sidewalk on Aggregate	595	SF	$ 13	$ 7,735
10' Wide Concrete Multiuse Path oon Aggregate	302	SF	$ 15	$ 4,530
Curbs	1,010	LF	$ 38	$ 38,380
Mill and Overlay Road	17,083	SF	$ 10	$ 170,830
Asphalt Patching				
Alley Entrances (Concrete)	1,400	SF	$ 30	$ 42,000
ADA Ramp	12	EA	$ 4,500	$ 54,000
Landscaping				
Topsoil for landscape	168	CY	$ 100	$ 16,800
Trees	16	EA	$ 1,000	$ 16,000
Shrubs and Groundcover	4,528	SF	$ 6	$ 27,168
Electrial Conduit	7,501	LF	$ 31	$ 232,531
Roadway Lighting	6	EA	$ 11,000	$ 66,000
Landscape Restoration				
Subtotal				$ 815,858
20% Contingency			20%	$ 163,172
Design and Construction Services (20%)			20%	$ 163,172
Subtotal Items per Block (Alley to Alley)				$ 1,142,202
All Blocks Total	14	EA	$ 1,142,202	$ 15,990,826
Alt #1 - Storm Drainage				
Curb Inlets	21	EA	$ 8,000	$ 168,000
12" Conc Storm Pipe	3,381	LF	$ 100	$ 338,100
Bonding and Insurance			2%	$ 10,122
Design and Construction Services			20%	$ 101,220
20% Contingency			20%	$ 101,220
Total Alt#1				$ 718,662

Leavenworth 7th Street Corridor opinion of probable cost chart.

Funding Strategies

In order to implement and achieve the goals in this plan, the City will have to use a variety of funding sources from the local level all the way up to the federal level. The use of financing mechanisms like impact fees could be explored to ensure financing is available for the corridor. What follows in this section is a general list and description of different state and federal funding mechanisms and opportunities.

Local Funding Sources

The City of Leavenworth's budget (and transportation fund) can be used to fund small-scale transportation projects, maintenance, and early-stage planning activities.

MIDAMERICA REGIONAL COUNCIL

As the metropolitan planning organization (MPO) for the Kansas City area, MARC manages federal transportation funds and supports regional transportation initiatives.

MARC Planning for Sustainable Places (PSP) Next Round Funding: Development Planning

Next-round funding for project implementation through the MARC PSP program is available in 2026 and on even year submissions. The MARC PSP program aims to assist local jurisdictions and eligible organizations to advance integrated local transportation, land use planning, and project development actions that support vibrant, connected, and green communities that support healthy living and sustainability. Funding is available to support additional plan development to further identify conceptual opportunities along the corridor, such as transit facilities, storm water infrastructure opportunities, and green solutions.

Surface Transportation Block Grant Program (STBG):

The Surface Transportation Block Grant (STBG) program administered by MARC provides federal funds to support regional transportation projects. This program requires a 20% local match and has capacity to fund larger projects such as this project. The Bicycle/Pedestrian category prioritizes projects that:

- Create a link in an identified gap or provide new access in a walking or bicycle network. This project fills a gap in the existing shared-use path facility by upgrading existing city sidewalk to a wider shared-use path for a regional corridor as identified in the Regional Bikeway Plan as well as this local plan
- Serve regional activity & employment centers. The recommended project serves existing activity centers at the Fort, in the Downtown, and in businesses found along the corridor.
- Includes safety elements. The recommended project includes a dedicated 10' path that in some cases warrants seperation countermeasures that stop traffic, increase crossing visibility, and decrease crossing distances
- Place making. The recommended improvements include "appropriate design elements contributing to quality places"

Carbon Reduction Program (CRP) and Congestion Mitigation and Air Quality (CMAQ) Program:

Funds projects that reduce traffic congestion and improve air quality.

Transportation Alternatives Program (TAP):

Also known as a STBG set-aside, funds non-motorized transportation projects, including sidewalks, bike lanes, and trails.

Potential Project Types: Roadway expansions, transit improvements, bicycle/pedestrian infrastructure.

Program Requirements:

- Projects must align with regional transportation goals and be included in MARC's Long-Range Transportation Plan (LRTP)
- Local match typically required (usually 20%)

Timeline: MARC issues calls for projects typically every one to two years, with funding distributed through a competitive selection process.

Combination of Funds: These programs may be layered with the STBG program to provide funds specifically for the shared-use path, if STBG funds can be leveraged to support the roadway improvements.

PRIVATE SECTOR AND PUBLIC-PRIVATE PARTNERSHIPS (P3S)

Private developers are often required to contribute to infrastructure improvements, especially when their developments create additional traffic and demand on transportation networks.

P3s involve collaboration between government agencies and private entities to share the costs and risks associated with major infrastructure projects.

GRANT PROGRAMS AND OTHER FUNDING OPPORTUNITIES

BUILD

The BUILD program, administered by the U.S. Department of Transportation (USDOT), provides competitive grants for surface transportation projects that will have a significant regional or local impact.

Potential Project Types: Road, bridge, transit, and non-motorized transportation projects.

Program Requirements:

- Projects must demonstrate substantial regional benefits and meet performance criteria for safety, economic competitiveness, quality of life, and environmental sustainability.
- Local match typically required (20% or more).

Timeline: Annual application process; highly competitive.

Implementation Phases

Phased implementation of the corridor provides an opportunity to divide a larger project into more manageable pieces. Phasing may be employed to manage costs, project management efforts, or the appetite for change. This project provides natural division into three phases:

Phase 1: South Segment (Cherokee to Seneca)
Improving the Streetscape character and infrastructure near Downtown is crucial to making this project look and feel like it is worth it. This will also be the most challenging phase of the project.

Phase 2: North Segment (Kiowa to Metropolitan)
The second phase would be creating the vision for 7th Street from Kiowa to Metropolitan. Completing the gateway idea at the north end and showing off the fully fledged and reimagined corridor will be crucial to the success of this project. The completion of the gateway could also be a highly marketable event.

Phase 3: Middle Segment (Miami to Kickapoo)
Finishing the middle section of the corridor would be the final phase implemented. Getting people in the neighborhood excited about the future and demonstrating the value of a wider path and safer crosswalks along this 0.9 mile stretch of corridor would generate interest and reinvestment in 7th Street.

Demonstration Project

A demonstration project can serve as an effective first step toward implementing the proposed 7th Street corridor improvements. By temporarily installing selected elements of the project, the City and community can experience the intended benefits well before fully committing to the capital investment required for permanent construction.

Demonstration projects are especially valuable when communities struggle to fully visualize the scale, function, or impact of proposed changes. Even with detailed drawings, renderings, and descriptions, it can be difficult for residents, stakeholders, and decision-makers to imagine how improvements such as multi-use paths, bumpouts, or safety improvements will feel within the existing corridor. A demonstration project brings these ideas into the real world allowing people to walk, bike, and drive through the temporary improvements to understand how they will enhance safety, comfort, and aesthetics along 7th Street.

These projects can include temporary elements such as delineated trail routes, flexible bollards to define buffers, painted bumpouts, or landscaping in planters or containers. They can be installed quickly and at a much lower initial cost than permanent construction, making them practical and cost-effective. Demonstration installations also create opportunities to gather feedback from residents and users, building additional support and consensus before major capital funds are committed.

Another benefit is that demonstration projects help identify design aspects that may need refinement. Observing real-world performance such as traffic behaviors, pedestrian accessibility, drainage patterns, or maintenance needs provides valuable insights that can be incorporated into the final design. This iterative approach reduces risk and increases confidence that the long-term improvements will meet community expectations.

6
Appendices

Appendix A - Traffic Impact Study

Leavenworth 7th Street Corridor Planning

Traffic Impact Study

November 18, 2025

Prepared for:
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1 Introduction

This Traffic Impact Study has been prepared to evaluate the potential impacts of the proposed commercial and mixed-use developments in the downtown Leavenworth area, as outlined in the *2023 Leavenworth Comprehensive Plan*. The primary focus of the analysis is the intersection of Metropolitan Avenue & Grant Avenue/N 7th Street, which functions as a key access point to the downtown area, particularly for trips to and from the Army Base. The study evaluates existing traffic conditions, projected land use changes, trip generation and distribution patterns, and the operational performance of the intersection during both weekday and weekend peak periods.

The analysis considers both weekday and weekend peak hours and utilizes Synchro software to simulate intersection operations under various peak-period conditions. A conservative approach was applied in the traffic assignment process, particularly for trips originating from the Army Base and for eastbound trips along Metropolitan Avenue, assuming that a substantial portion of these trips would use N 7th Street to access the proposed developments. In addition, this report examines potential intersection improvements that may be required to maintain acceptable levels of service under future traffic conditions.

2 Existing Traffic Conditions

2.1 Existing Traffic Volumes

CFS Engineers collected traffic volume data at the intersection of Metropolitan Avenue & Grant Avenue/N 7th Street from September 18 to September 21, covering weekday and weekend volumes from Thursday through Sunday. These traffic counts were not impacted by adverse weather conditions or a national holiday. Recorded vehicle classifications included three categories: light vehicles (motorcycles, cars, and light goods vehicles), buses, and heavy vehicles (single-unit trucks and articulated trucks). The complete data set for the intersection approaches is provided in the appendix. **Tables 1** through **8** summarize the observed peak hour traffic volumes, while **Figures 1** through **4** illustrate the variations in hourly traffic flow throughout the day.

Table 1. Thursday AM Peak Hour Traffic Counts

	Thursday AM Peak Hour (7:00 am to 8:00 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	491	581	51	9	207	335	33	309	17	131	61	114	0.89

Table 2. Thursday PM Peak Hour Traffic Counts

	Thursday PM Peak Hour (3:00 pm to 4:00 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	111	383	53	30	368	141	69	80	20	523	195	395	0.93

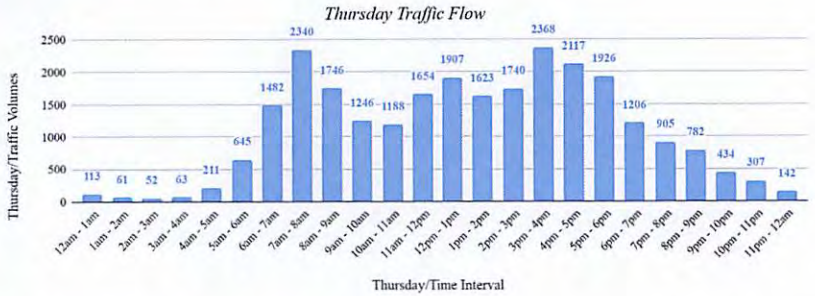


Figure 1. Traffic Flow Variations on Thursday (09/18/2025)

Table 3. Friday AM Peak Hour Traffic Counts

	Friday AM Peak Hour (7:00 am to 8:00 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	468	521	39	9	220	294	44	286	17	121	69	121	0.95

Table 4. Friday PM Peak Hour Traffic Counts

	Friday PM Peak Hour (3:15 pm to 4:15 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	127	445	77	37	336	181	77	86	26	449	216	335	0.93

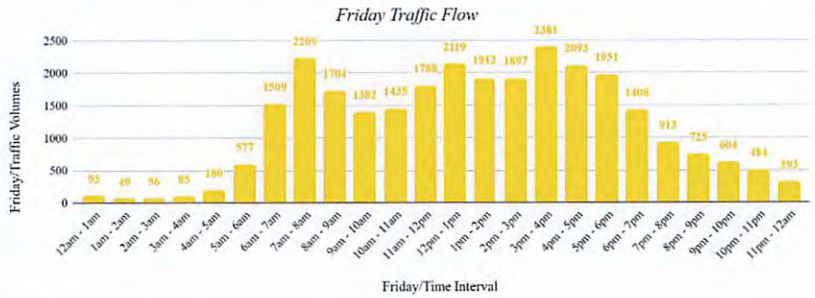


Figure 2. Traffic Flow Variations on Friday (09/19/2025)

Table 5. Saturday AM Peak Hour Traffic Counts

	Saturday AM Peak Hour (10:45 am to 11:45 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	104	289	58	30	233	156	51	56	31	229	78	111	0.94

Table 6. Saturday PM Peak Hour Traffic Counts

	Saturday PM Peak Hour (12:00 pm to 1:00 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	79	325	38	25	286	192	36	65	26	216	94	123	0.95

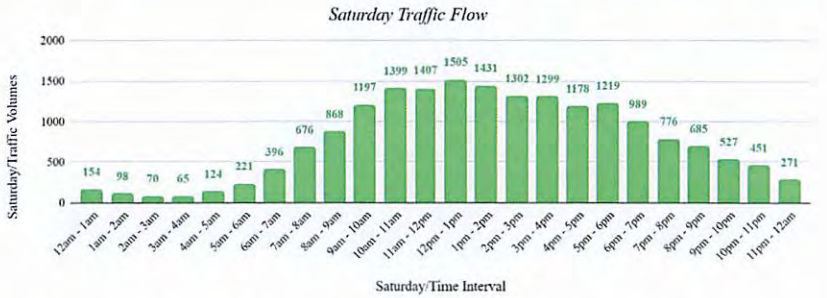


Figure 3. Traffic Flow Variations on Saturday (09/20/2025)

Table 7. Sunday AM Peak Hour Traffic Counts

	Sunday AM Peak Hour (10:00 am to 11:00 am), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	96	250	39	18	182	118	31	47	23	173	50	80	0.96

Table 8. Sunday PM Peak Hour Traffic Counts

	PM Peak Hour (12:00 pm to 1:00 pm), Turning Movements Counts (All Vehicles Combined)												
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR	PHF
Year 2025	80	248	34	20	227	201	24	59	24	198	59	105	0.96

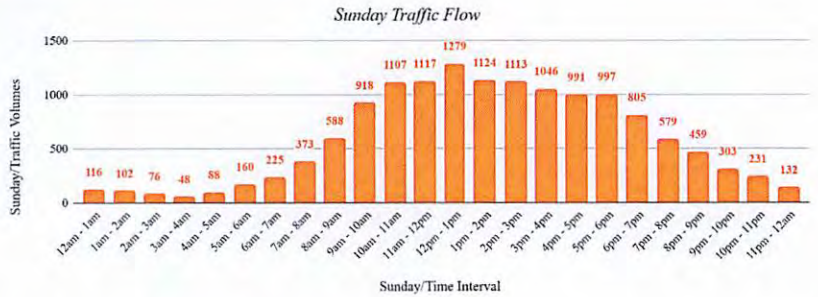


Figure 4. Traffic Flow Variations on Sunday(09/21/2025)

A comparison of traffic volumes between weekdays and weekends clearly indicates differences in peak hour periods. The weekday AM peak occurs between 7:00 and 8:00 a.m., whereas the weekend AM peak shifts later to between 10:00 and 11:00 a.m. Similarly, the weekday PM peak occurs between 3:00 and 4:00 p.m., while the weekend PM peak occurs earlier, between 12:00 and 1:00 p.m.

2.2 Current Land Use and Future Land Use

Based on the *Leavenworth 2023 Comprehensive Plan*, the land use categories within the downtown area have been updated to encourage increased activity and attract more visitors. A comparison of the existing and future land use maps indicates that the primary areas of change are concentrated within two regions: one located along N 7th Street and the other along N 4th Street. In Figure 5, the areas of land use change have been highlighted in the red box.

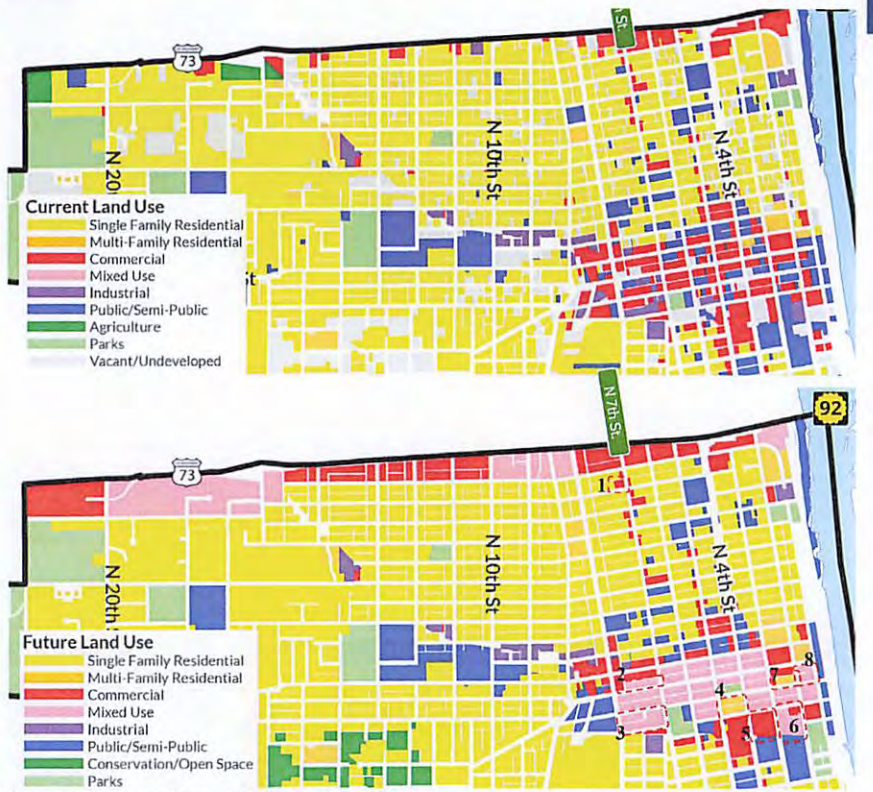


Figure 5. Current Land Use and Future Land Use Map

3 Proposed Development

3.1 Proposed Land Use Change

Since the final land use categories for the development areas have not yet been established in the *Leavenworth 2023 Comprehensive Plan*, this analysis relies primarily on engineering judgment, applying commonly used land use categories for commercial and mixed-use developments. The land use categories are used in this analysis are "Free-Standing Discount Store" (ITE Code 815), "Small Office Building" (ITE Code 712), "High-Turnover (Sit-Down) Restaurant" (ITE Code 932), "General Office Building" (ITE Code 710), and "Multifamily Housing (Low-Rise) Not Close to Rail Transit" (ITE Code 220).

3.2 Proposed Development Along N 7th Street

For the proposed developments along N 7th Street, the assumed land use categories and corresponding gross floor areas are summarized in **Table 9**, while the estimated newly generated trips are presented in **Table 10**. In this study, the Floor Area Ratio (FAR) is assumed to be 0.3.

Table 9. Assumed Development Along N 7th Street

		Size (acres)	Land Use	Land Use Category	Gross Floor Area
Development Along N 7th Street	Site 1	0.6	Commercial	815	7,841
	Site 2	1.6	Mixed and Commercial	712, 815, and 932	5227, 5227, and 10,454
	Site 3	2.4	Mixed	710 and 932	23,522 and 7,841

Table 10. Trips Generated by the Development Along N 7th Street

Peak Hour	The Trips Generated by the Development Along 7th Street			Sum
AM Peak In	6	67	73	146
AM Peak Out	3	48	38	89
PM Peak In	19	74	49	142
PM Peak Out	19	57	56	132
Saturday Peak In	28	78	51	158
Saturday Peak Out	27	75	49	151
Sunday Peak In	35	172	114	321
Sunday Peak Out	32	143	93	268

3.3 Proposed Development Along N 4th Street

For the proposed developments along N 4th Street, the assumed land use categories and corresponding gross floor areas are summarized in **Table 11**, while the estimated newly generated trips are presented in **Table 12**. The Floor Area Ratio (FAR) is still assumed to be 0.3.

Table 11. Assumed Development Along N 4th Street

		Size (acres)	Land Use	Land Use Category	Gross Floor Area/Dwelling Units
Development Along N 4th Street	Site 4	2.2	Multifamily	220	39
	Site 5	1.75	Commercial	815 and 932	13,721 and 9,148
	Site 6	3.4	Mixed	710 and 932	36,590 and 7,841
	Site 7	0.9	Multifamily	220	16
	Site 8	1.2	Mixed	712 and 932	7,841 and 7,841

Table 12. Trips Generated by the Development Along N 7th Street

	The Trips Generated by the Development Along 7th Street					Sum
AM Peak In	4	59	90	2	52	207
AM Peak Out	12	44	40	5	36	137
PM Peak In	12	84	52	5	49	203
PM Peak Out	7	66	71	3	39	186
Saturday Peak In	8	101	55	3	45	213
Saturday Peak Out	8	97	52	3	43	204
Sunday Peak In	7	191	116	3	111	428
Sunday Peak Out	7	162	94	3	91	358

4 Trip Distribution and Assignment

For the proposed developments located along N 7th Street, it is assumed that all new trips originating from the north (traveling southbound) would utilize the intersection of Metropolitan Avenue & N 7th Street to enter the development area.

Considering that several proposed developments are located along N 4th Street, a portion of the new trips generated from the Army Base are expected to make a southbound left turn onto Metropolitan Avenue, followed by an eastbound right turn onto N 4th Street to access the proposed development sites. A similar travel pattern is anticipated for new trips traveling eastbound along Metropolitan Avenue.

To conduct a conservative analysis in this study, it is assumed that a high percentage of these trips would continue to use N 7th Street to access the new developments. Specifically, approximately 75 percent of the new trips generated from the Army Base are assumed to travel via N 7th Street, and 75 percent of the new eastbound trips along Metropolitan Avenue are also assumed to use N 7th Street to access the downtown area.

The same directional distribution is assumed for exiting trips, meaning that the proportions using N 7th Street and N 4th Street are consistent with those used for entering trips. **Tables 13** through **16** present the post-development traffic volumes at the intersection of Metropolitan Avenue and N 7th Street during both the weekday and weekend peak hours.

Table 13. Post-Development Traffic Summary at Metropolitan Avenue & N 7th Street During Weekday AM Peak Hour

	Weekday AM Peak Hour (7:00 am to 8:00 pm), Turning Movements Counts (All Vehicles Combined)											
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Year 2025	491	581	51	9	207	335	33	309	17	131	61	114
Added Trips	0	3	19	5	1	2	4	12	4	1	5	0
Sum	*491*	*584*	*70*	*14*	*208*	*337*	*37*	*321*	*21*	*132*	*66*	*114*

Table 14. Post-Development Traffic Summary at Metropolitan Avenue & N 7th Street During Weekday PM Peak Hour

	Weekday PM Peak Hour (3:00 pm to 4:00 pm), Turning Movements Counts (All Vehicles Combined)											
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Year 2025	111	383	53	30	368	141	69	80	20	523	195	395
Added Trips	0	4	22	10	5	2	30	12	16	8	44	0
Sum	*111*	*387*	*75*	*40*	*373*	*143*	*99*	*92*	*36*	*531*	*239*	*395*

Table 15. Post-Development Traffic Summary at Metropolitan Avenue & N 7th Street During Saturday Peak Hour

	Saturday Peak Hour (12:00 pm to 1:00 pm), Turning Movements Counts (All Vehicles Combined)											
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Year 2025	79	325	38	25	286	192	36	65	26	216	94	123
Added Trips	0	3	21	12	3	3	20	15	13	3	20	0
Sum	*79*	*328*	*59*	*37*	*289*	*195*	*56*	*80*	*39*	*219*	*114*	*123*

Table 16. Post-Development Traffic Summary at Metropolitan Avenue & N 7th Street During Sunday Peak Hour

	Sunday Peak Hour (12:00 pm to 1:00 pm), Turning Movements Counts (All Vehicles Combined)											
Movements	EBL	EBT	EBR	WBL	WBT	WBR	NBL	NBT	NBR	SBL	SBT	SBR
Year 2025	80	248	34	20	227	201	24	59	24	198	59	105
Added Trips	0	5	32	20	4	4	26	25	17	5	32	0
Sum	*80*	*253*	*66*	*40*	*231*	*205*	*50*	*84*	*41*	*203*	*91*	*105*

5 Capacity Analysis

According to the *Leavenworth 2023 Comprehensive Plan*, the land use categories within the downtown area have been updated to encourage activity and attract more visitors. As commercial and mixed-use developments progress in the downtown area, an increase in trips generated from the nearby Army Base is anticipated. These trips are expected to primarily access the downtown area via the intersection of Metropolitan Avenue & Grant Avenue/N 7th Street. Additionally, some of the attracted traffic will travel eastbound and westbound along Metropolitan Avenue, further contributing to the volume at this key intersection. Therefore, the primary objective of this traffic analysis is to evaluate the potential impacts on this intersection and the N 7th Street under future development scenarios.

5.1 Synchro Scenarios

Based on the existing traffic volumes and trip generation data, eight Synchro analysis scenarios were developed to evaluate the operational performance of the intersection.

- Scenarios 1 and 2 represent existing conditions during the weekday AM and PM peak hours.
- Scenarios 3 and 4 represent existing conditions during the Saturday and Sunday peak hours.
- Scenarios 5 and 6 represent post-development conditions during the weekday AM and PM peak hours.
- Scenarios 7 and 8 represent post-development conditions during the Saturday and Sunday peak hours.
- Scenario 9 represents post-development conditions with intersection improvements during the weekday AM peak hours.

5.2 Capacity and Level of Service (LOS) Analysis

Four performance measures commonly used in a traffic impact analysis are vehicle delay, volume-to-capacity ratio (V/C), Level of Service (LOS), and queue length. Vehicle delay is the average delay, in seconds, experienced by one vehicle passing through the intersection. The volume-to-capacity ratio (V/C) is a key performance indicator used in intersection and roadway analysis to assess the relationship between traffic demand and the available roadway capacity. A V/C ratio greater than 1.0 means that traffic demand exceeds the facility's capacity, resulting in queue formation, increased delays, and potential spillback. The quality of traffic operation at an intersection is defined through Level of Service (LOS) which consists of assignments of 'A' for free-flowing conditions through 'F' for congested conditions. The procedures and methodology for determining the LOS are outlined in the *Highway Capacity Manual*, produced by the Transportation Research Board. LOS 'A' through 'C' is considered acceptable. For intersections and individual movements, operation at LOS D or better is generally desired to ensure acceptable traffic flow and minimize delays. The 95th percentile queue length is the overall length of a line of stopped vehicles. Note that queue length is reported in the left\thru\right order. For stop-control intersections, the queue length is measured in terms of the accumulated number of vehicles which would be lined up waiting to proceed while the queue length for signalized intersections is measured in feet. The "-" symbol represents a shared lane or non-existent movement, thus no queue length given.

Table 17. Comparison of Synchro Simulation Results Between Existing Conditions and Post-Development Scenarios During the Weekday AM Peak Hour

Scenario 1: Existing Weekday AM Peak Hour in 2025												
HCM 7th LOS: C, Delay: 27.8 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.79	0.53	-	0.1	0.33	0.71	-	0.69	-	0.59	0.59	0.2
Movements Delay (s/veh)	32.3	23.2	-	42.6	32	19.7	-	28.9	-	53.6	52.7	2
Movement LOS	C	C	-	D	C	B	-	C	-	D	D	A
Overall Movement Delay (s/veh)	27.2			24.7			29			34.1		
Overall LOS	C			C			C			C		
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB R	NB LT	NB TR		SB L	SB LT	
P95 Queue SimTraffic (ft)	335	297	229	33	139	125	174	218		123	107	
Scenario 5: Post-Development Weekday AM Peak Hour in 2025												
HCM 7th LOS: C, Delay: 28.3 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.82	0.53	-	0.16	0.33	0.75	-	0.76	-	0.64	0.62	0.21
Movements Delay (s/veh)	28.5	22	-	44.3	32.4	24.7	-	32.4	-	57.3	55	2.1
Movement LOS	C	C	-	D	C	C	-	C	-	E	E	A
Overall Movement Delay (s/veh)	24.8			28.1			32.5			36.4		
Overall LOS	C			C			C			D		
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	
P95 Queue SimTraffic (ft)	312	281	237	29	139	44	282	254		219	112	

Table 17 presents a comparison of intersection performance between existing and post-development conditions during the weekday AM peak hour. With the addition of newly generated trips, the delays for the westbound, northbound, and southbound approaches show a slight increase. The southbound left-turn and through movements operate at LOS E, which is considered unacceptable. This degradation occurs because the existing delays for these movements are already high, and even a few additional seconds of delay cause the LOS to reach

an unacceptable level. All other movements experience minimal impacts and continue to operate at LOS D or better.

Results from the SimTraffic simulation indicate that the 95th-percentile queue length for the eastbound left-turn movement is approximately 335 feet during the existing AM peak hour. Under post-development conditions, the 95th-percentile queue length for this movement is estimated to be approximately 312 feet during the AM peak hour. The existing eastbound left-turn lane provides approximately 250 feet of storage. However, Metropolitan Avenue includes a two-way left-turn lane, which can accommodate any excess queue and prevent spillback from impacting the eastbound through movement. It is also noted that, with or without the proposed development, the 95th-percentile northbound queue length is expected to extend far enough to affect the operation of the gas station driveway located approximately 170 feet south of the intersection. However, the projected queue is not anticipated to block the intersection of N 7th Street & Cheyenne Street. For the southbound approach, the available left-turn lane storage exceeds 350 feet, which is sufficient to accommodate the post-development southbound left-turn 95th-percentile queue length.

Table 18. Comparison of Synchro Simulation Results Between Existing Conditions and Post-Development Scenarios During the Weekday PM Peak Hour

Scenario 2. Existing Weekday PM Peak Hour in 2025												
HCM 7th LOS: C, Delay: 29.5 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.46	0.65	-	0.32	0.56	0.32	-	0.52	-	0.76	0.75	0.45
Movements Delay (s/veh)	33.1	36.5	-	49.6	35.9	5	-	21.4	-	40.7	39.7	5.5
Movement LOS	C	D	-	D	D	A	-	C	-	D	D	A
Overall Movement Delay (s/veh)		35.9			28.6			21.5			27.9	
Overall LOS		D			C			C			C	
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	SB R
P95 Queue SimTraffic (ft)	138	202	176	68	195	162	93	92		270	257	119
Scenario 6. Post-Development Weekday PM Peak Hour in 2025												
HCM 7th LOS: C, Delay: 34.2 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.49	0.7	-	0.43	0.56	0.32	-	0.85	-	0.87	0.88	0.45
Movements Delay (s/veh)	31.9	38.2	-	54.6	36.1	5.2	-	23.1	-	53.1	53.1	6.1
Movement LOS	C	D	-	D	D	A	-	C	-	D	D	A
Overall Movement Delay (s/veh)		37			29.5			23.2			37.2	
Overall LOS		D			C			C			D	
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	SB R
P95 Queue SimTraffic (ft)	105	196	175	77	192	170	184	151		324	346	241

Table 18 presents a comparison of intersection performance between existing and post-development conditions during the weekday PM peak hour. Although the delays for all approaches have slightly increased due to the additional trips, the level of service for individual movement remains unchanged.

Results from the SimTraffic simulation indicate that the 95th-percentile queue length for the southbound left-turn movement is approximately 270 feet during the existing PM peak hour. Under post-development PM peak conditions, the 95th-percentile queue length increases to approximately 346 feet. However, it remains within the available storage length of the southbound left-turn lane. The 95th-percentile northbound left-through queue

length is approximately 184 feet, which may affect the operation of the gas station driveway access on N 7th Street.

Table 19. Comparison of Synchro Simulation Results Between Existing Conditions and Post-Development Scenarios During the Saturday Peak Hour

Scenario 3. Existing Saturday Peak Hour in 2025												
HCM 7th LOS: C, Delay: 24.4 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.22	0.46	-	0.17	0.37	0.38	-	0.24	-	0.43	0.43	0.16
Movements Delay (s/veh)	21.1	31.1	-	41.3	30.9	6.8	-	10.8	-	34.7	34.5	3.5
Movement LOS	C	C	-	D	C	A	-	B	-	C	C	A
Overall Movement Delay (s/veh)		29.4			22.2			10.9			25.9	
Overall LOS		C			C			B			C	
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	
P95 Queue SimTraffic (ft)	86	162	124	51	157	104	74	85		152	127	
Scenario 7. Post-Development Saturday Peak Hour in 2025												
HCM 7th LOS: C, Delay: 24.7 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.22	0.49	-	0.26	0.37	0.39	-	0.35	-	0.46	0.46	0.16
Movements Delay (s/veh)	21.1	31	-	43.3	30.9	6.8	-	11.7	-	35.5	35.3	3.5
Movement LOS	C	C	-	D	C	A	-	B	-	D	D	A
Overall Movement Delay (s/veh)		29.4			22.8			11.7			26.9	
Overall LOS		C			C			B			C	
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	
P95 Queue SimTraffic (ft)	86	169	135	59	160	115	97	103		159	130	

Table 19 presents a comparison of intersection performance between existing and post-development conditions during the Saturday peak hour. With the addition of new trips, the overall intersection delay increases by approximately 0.3 seconds per vehicle, which is considered minimal. The level of service for the southbound left-turn and through movements decreases from LOS C to LOS D. However, all individual movements continue to operate at LOS D or better.

Results from the SimTraffic simulation indicate that the 95th-percentile queue lengths for all movements remain within the available storage lane lengths. No operational issues related to queue spillback are anticipated.

Table 20. Comparison of Synchro Simulation Results Between Existing Conditions and Post-Development Scenarios During the Sunday Peak Hour

Scenario 4: Existing Sunday Peak Hour in 2025												
HCM 7th LOS: C, Delay: 22.1 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.19	0.32	-	0.14	0.26	0.37	-	0.19	-	0.4	0.39	0.14
Movements Delay (s/veh)	19.3	27.2	-	40.6	28	6.1	-	10.5	-	35.9	35.7	2.9
Movement LOS	B	C	-	D	C	A	-	B	-	D	D	A
Overall Movement Delay (s/veh)	25.5			18.8			10.6			26.3		
Overall LOS	C			B			B			C		
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	
P95 Queue SimTraffic (ft)	90	140	103	46	127	70	61	88		150	93	
Scenario 8: Post-Development Sunday Peak Hour in 2025												
HCM 7th LOS: C, Delay: 22.8 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.2	0.4	-	0.28	0.29	0.4	-	0.34	-	0.4	0.4	0.14
Movements Delay (s/veh)	20.9	28.1	-	43.9	29.9	6.7	-	11.3	-	34.2	34.1	2.6
Movement LOS	C	C	-	D	C	A	-	B	-	C	C	A
Overall Movement Delay (s/veh)	26.7			21.1			11.3			25.9		
Overall LOS	C			C			B			C		
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB LT	
P95 Queue SimTraffic (ft)	91	144	107	67	126	73	75	118		158	123	

Table 20 presents a comparison of intersection performance between existing and post-development conditions during the Sunday peak hour. With the addition of new trips, the overall intersection delay increases by approximately 0.7 seconds per vehicle, which is considered minimal. Under the proposed downtown development conditions, all movements continue to operate at LOS D or better during the Sunday peak hour.

Results from the SimTraffic simulation indicate that the 95th percentile queue lengths for all movements remain within the available storage lane lengths. No operational issues related to queue spillback are anticipated.

Since the southbound left-turn and through movements operate at LOS E during the post-development weekday AM peak hour, CFS Engineers evaluated potential improvement strategies to mitigate these delays and enhance overall intersection performance. One potential improvement involves reconfiguring the southbound approach to provide two left-turn lanes, one through lane, and one right-turn lane. The proposed configuration is illustrated in **Figure 6**.

Table 21 presents the Synchro simulation results for the intersection with the proposed improvements. The overall intersection delay decreases from 28.3 seconds per vehicle to 23.3 seconds per vehicle. The southbound approach delay is reduced from 36.4 seconds per vehicle to 25.5 seconds per vehicle. Under the improved configuration, the southbound left-turn movement operates at LOS D, while the southbound through movement operates at LOS C. Results from the SimTraffic simulation indicate that the 95th-percentile queue length for the northbound left-through movement is estimated at approximately 260 feet, which is still expected to impact the operation of the gas station driveway on N 7th Street.

Figure 6. The Southbound Approach with New Configuration

Table 21. Synchro Simulation Results for the Post-Development Scenario with Southbound Approach Improvements During the Weekday AM Peak Hour

Scenario 9: Post-Development Weekday PM Peak Hour in 2025												
HCM 7th LOS: C, Delay: 23.3 s/veh	EB L	EB T	EB R	WB L	WB T	WB R	NB L	NB T	NB R	SB L	SB T	SB R
Lane V/C Ratio	0.85	0.55	-	0.13	0.28	0.67	-	0.7	-	0.63	0.15	0.22
Movements Delay (s/veh)	28.7	19.6	-	35.6	24.3	16.3	-	25.6	-	47.5	23.3	1.2
Movement LOS	C	B	-	D	C	B	-	C	-	D	C	A
Overall Movement Delay (s/veh)	23.6			19.8			25.7			25.5		
Overall LOS	C			B			C			C		
SimTraffic Movement	EB L	EB T	EB TR	WB L	WB T	WB T	NB LT	NB TR		SB L	SB L	SB T
P95 Queue SimTraffic (ft)	285	217	189	33	122	65	260	229		74	144	75

6 Summary

This Traffic Impact Study evaluates the anticipated traffic impacts associated with the proposed commercial and mixed-use developments within the downtown Leavenworth area, as outlined in the *2023 Leavenworth Comprehensive Plan*. The primary focus of this analysis is the intersection of Metropolitan Avenue & Grant Avenue/N 7th Street, which functions as the primary gateway for downtown traffic, including a substantial portion of trips traveling to and from the Army Base. Because the Comprehensive Plan does not identify specific land use categories for each development area, this study applies reasonable engineering judgment to define representative land use types and estimate trip generation accordingly.

The analysis incorporates existing weekday and weekend traffic counts, projected land use assumptions, trip generation estimates, and conservative trip distribution assumptions that route a significant share of new development trips through N 7th Street. A total of night Synchro scenarios were evaluated, including existing and post-development conditions during weekday AM/PM, Saturday, and Sunday peak hours, along with an improvement scenario for the weekday AM peak hour.

Across all scenarios, the intersection continues to operate at acceptable overall Levels of Service (LOS), with most movements performing at LOS D or better. The only exception occurs during the weekday AM peak hour, where the southbound left-turn and through movements degrade to LOS E under post-development conditions. This degradation is attributed to already high existing delays, even marginal increases from added trips lead to an LOS decline.

Queue analyses conducted using SimTraffic provide additional operational insight. During the AM peak hour, the 95th percentile eastbound left-turn queue is estimated at 312 feet, which exceeds the available left-turn storage of 250 feet, however, the presence of a two-way left-turn lane on Metropolitan Avenue allows excess queue to be stored without blocking the eastbound through movement. The northbound queue extends far enough to affect the operation of the gas station driveway located approximately 170 - 200 feet south of the intersection, although queues are not expected to block the N 7th Street & Cheyenne Street intersection. For the southbound approach, the left-turn lane storage exceeds 350 feet, adequately accommodating the projected 95th percentile queue under both AM and PM conditions.

During the weekday PM peak hour, the southbound left-turn 95th percentile queue increases from approximately 270 feet under existing conditions to 346 feet under post-development conditions, remaining within the available storage length. The northbound left-through queue, approximately 184 feet, may continue to affect access to the gas station driveway on N 7th Street. Despite these localized impacts, no movement experiences a decline in LOS between existing and post-development PM peak conditions.

Weekend peak period analysis (Saturday and Sunday) indicates minimal impacts, with slight increases in delay but overall intersection operations remaining at LOS C or better. All 95th percentile queues during weekend peaks remain within available storage lane lengths, and no spillback concerns are anticipated.

Given the weekday AM peak hour deficiencies in the southbound approach, this study evaluates a potential geometric improvement consisting of two southbound left-turn lanes, one through lane, and one right-turn lane. With this improvement, the overall intersection delay decreases from 28.3 to 23.3 seconds per vehicle, and the southbound approach delay improves significantly from 36.4 to 25.5 seconds per vehicle,

returning all movements to LOS D or better. SimTraffic results indicate that the northbound left-through queue (approximately 260 feet) may continue to affect the gas station driveway, but overall intersection operations improve substantially.

In conclusion, the results of this Traffic Impact Study indicate that the proposed commercial and mixed-use developments will generate additional peak-hour traffic but will not cause significant operational deterioration at the Metropolitan Avenue & Grant Avenue/N 7th Street intersection. Minor increases in delay are anticipated during all peak periods, and localized queue impacts, primarily affecting driveway operations, are expected. However, intersection operations remain acceptable overall. To address the LOS degradation observed during the weekday AM peak hour, the study recommends considering the southbound approach improvement, which provides a meaningful reduction in delay and enhances intersection performance under future conditions.

Appendix B - Survey Results

66

GBA to add survey results to Appendices

STAFF REPORT
STAR Bonds and Other Economic Incentives Overview
March 17, 2026

Prepared By:

Penny Holler
Assistant City Manager

Reviewed By:

Scott Peterson
City Manager

BACKGROUND:

Jeff White with Columbia Capital Management will provide a detailed overview of STAR Bonds and other economic development incentives.


Common Economic Development Incentives
City of Leavenworth—March 2026
INNOVATIVE SOLUTIONS. PROVEN RESULTS. COLUMBIA CAPITAL MANAGEMENT, LLC

Four Basic Types of Incentives

- Tax Addition
  - Creating additional, focused taxes on top of those already existing to support a project
- Tax Redirection
  - Capturing taxes already being collected and redirecting those to a project
- Tax Abatement
  - Exempting a project from taxes that would otherwise be charged to it
- Direct Incentives
  - A government directly or indirectly supporting a project through direct appropriation

Common Tools by Incentive Type

- Tax Addition
  - Community Improvement District
  - Benefit District
- Tax Redirection
  - Tax Increment Financing
  - Redevelopment Housing Incentive District
  - STAR Bonds
- Tax Abatement
  - IRB/Property Tax Abatement
  - IRB/Construction Sales Tax Exemption
- Direct Incentives
  - Economic Development Grants
  - Publicly-Financed Infrastructure

The Engine of Incentives: Local Taxes & Fees

- Property Taxes
  - Base: assessed valuation (market value times an assessment ratio)
  - Rate: mills ($1 taxes per $1,000 in AV)
  - Collected by: counties

- Sales (and Use) Taxes
  - Base: taxable retail sales
  - Rate: percentage of taxable sales
  - Collected by: retailers, paid to KDOR

Taxes & Fees, cont'd.

- Assessments
  - Base: varies, but often acreage, linear footage, building size
  - Rate: varies, but often dollars per unit of Base
  - Collected by: typically, counties

- Transient Guest Taxes
  - Base: hotel room night charges
  - Rate: percentage of room night charges
  - Collected by: hoteliers, paid to KDOR

Common Economic Development Incentives

- Tax Increment Financing (TIF)
- Community Improvement District (CID)
- Industrial Revenue Bonds (IRBs)
  - Property tax abatement
  - Exemption from sales taxes on construction materials and labor
- Reinvestment Housing Incentive Districts (RHIDs)
- Other types of incentives, such as Kansas Constitutional tax abatement, transfer to developer of City taxes from development area (such as City's ad valorem taxes, unpledged sales tax, etc.), transportation development districts, etc.
- STAR Bonds

Frequently, developments include multiple incentives.

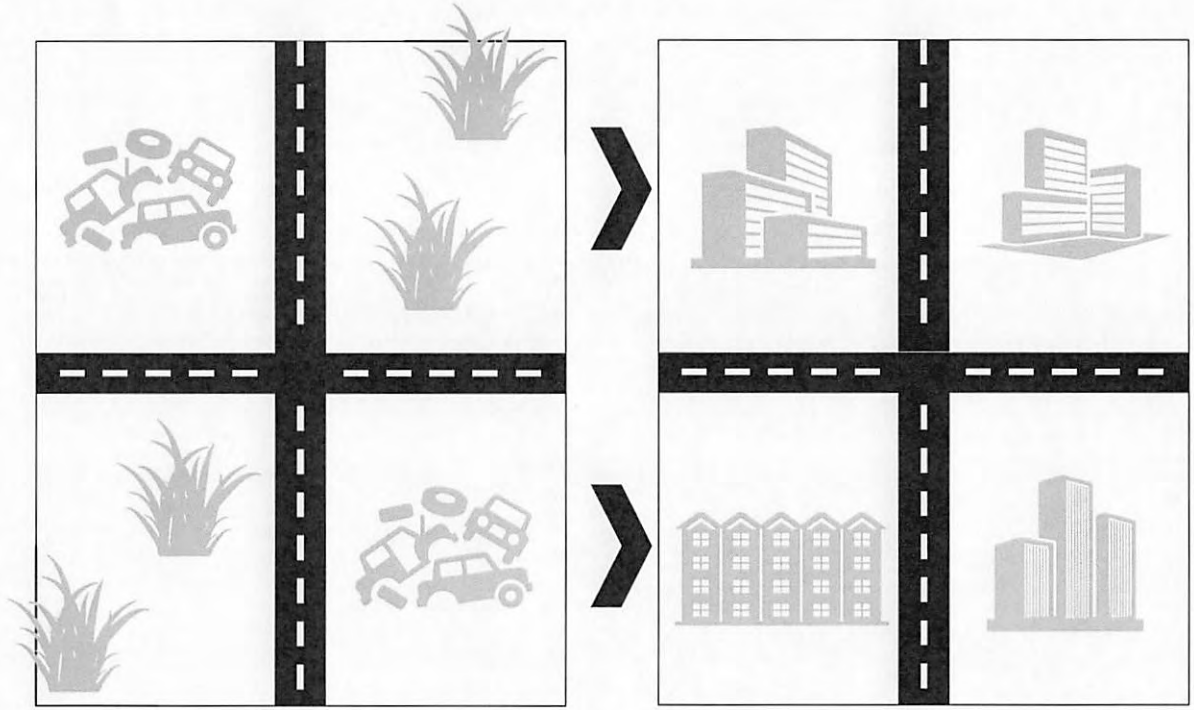
TIF (Tax Increment Financing)

- Used primarily to finance land acquisition, site improvements, parking and public infrastructure in "eligible areas" (not for vertical construction owned by or leased to a private party)
- Must be for an "eligible area" such as a blighted area, conservation area, pre-1992 enterprise zone, etc.
- Financing may be through bonds (with or without general obligation backing of City) or without bonds (*i.e.*, reimbursement of expenditures)
- Revenue sources are primarily incremental increases in real property taxes (less 20 mills for schools, up to 8 mills for schools' capital outlay and 1.5 mills for State (levy expiring in 2026)) and/or City sales tax from district
- TIF revenue distributed for up to 20 years for a project area

TIF (Tax Increment Financing)

- Multi-step process typically requiring a minimum of four months and frequently taking a year or more. Some of the required statutory steps include:
  - Eligibility finding by Governing Body
  - At least two separate public hearings that cannot be held concurrently (one for the creation of the TIF district and a second for approval of TIF project plan)
  - County and School District right to veto creation of the TIF district
  - Planning commission "conformity finding"
  - City "but-for" finding policy requirement

TIF Illustrated



TIF Illustrated, cont'd.

PRE-TIF		INCREMENT ↓
ASSESSED VALUE	$10,000	N/A
TOTAL LEVY	140 MILLS	N/A
PROPERTY TAXES	$1,400	N/A
1% SALES TAXES	$100	N/A

POST-TIF		INCREMENT ↓
ASSESSED VALUE	$100,000	$90,000
TOTAL LEVY	140 MILLS	140 MILLS
PROPERTY TAXES	$14,000	$12,600
1% SALES TAXES	$1,000	$900

Please note the increment calculation on this slide is simplified for the reader's understanding of the concept. In Kansas, the entire mill levy cannot be captured.

TIF Mechanics

- Diverts all or a portion of new (incremental) local taxes created by a project
  - Real Property Taxes
    - Diverts up to 100% of new property taxes
    - 20 mills for school finance NOT diverted
    - Up to 8 mills for school capital NOT diverted
    - 1.5 mills for state NOT diverted (levy expires in 2026)
- City Sales Tax
  - Diverts *up to* 100% of City sales tax, utility franchise fees, transient guest taxes (City's discretion)
  - Dedicated taxes (public safety, parks, streets, etc.) are often excluded from capture by TIF projects
- All local property taxing districts included
- Up to 20 years per TIF project area

TIF Financing Modalities

- Pay-as-you-go
  - Developer incurs TIF-eligible costs
  - City reimburses from TIF moneys on hand as they become available
- Bond financing
  - *Special obligation*: bond repayment secured solely by TIF project revenues
  - *Full faith and credit*: bond repayment secured first with TIF project revenues, but City guaranties payment using its GO bonding authority

CID (Community Improvement Districts)

- CID involves the creation of special districts for which certain revenue from the district may be pledged to provide for eligible costs
- Requires a petition from landowners before City may consider (and a public hearing if sales tax is part of the revenue)
- Revenue may be used for a wide variety of development and operating costs such as land acquisition, site and building improvements, public infrastructure, marketing, security, etc.
- Financing may be through bonds (with or without general obligation backing) or without bonds (*i.e.*, reimbursement of expenditures)
- Revenue sources are either an up to 2% additional sales tax in district (for up to 22 years) or special assessments on property in district (for up to 20 years) or both

IRBs (Industrial Revenue Bonds)

- Used to finance the acquisition, construction and equipping of facilities that promote economic development, such as office buildings, multifamily housing, nursing homes, retail facilities, manufacturing facilities, warehouses, etc.
- Requires the issuance of revenue bonds which are paid from rent from the bond-financed facility (*no* general obligation, *no* obligation for repayment by the City)
- Used frequently to obtain a property tax exemption for up to 10 years on the bond-financed property (not applicable for retail)
- Sales tax exemption available for construction materials and equipment
- Most typically, IRBs are *not* tax exempt bonds
- Facilities located within a TIF project area *cannot* receive an tax abatement from IRBs (but *can* receive a sales tax exemption certificate)

Reinvestment Housing Incentive Districts (RHIDs)

- Long-standing statute for use solely in rural areas
- Statute amended in 2023 to permit use in metro areas
  - Significant limitations for cities over 60,000 population
- RHID is effectively property tax TIF, limited to residential use and with up to a 25-year term

RHID Eligible Costs

- Generally limited to similar uses as TIF (land acquisition, site prep, horizontal improvements)
- Vertical construction is eligible if certain conditions are met
  - Upper floor downtown housing renovation
  - Housing in areas with aging infrastructure or being subject to special assessments

RHID Process

- Two-step process similar to TIF (district + project area)
- Pre-requisites:
  - Housing Needs Analysis in place
  - Kansas Department of Commerce approval of creation of each district

STAR Bonds

- State economic development tool that lets cities and counties issue special obligation bonds to finance a portion of major commercial, entertainment, and tourism projects, with repayment coming from future increases in state and local sales taxes generated within a defined district
- Typical statutory thresholds include at least $50 million in capital investment and projected annual gross sales of at least $50 million for projects in larger markets
- Each project and district must be approved by the Kansas Secretary of Commerce after a visitation study and project plan
- STAR Bonds cannot exceed 50% of the total development cost of a project, although KDOC often approves lower leverage amounts
- STAR is effectively sales tax TIF, supported with up to 100% capture of the State's sales tax (KDOC discretion) and a maximum 20-year term
- Issued as "special obligation" bonds, meaning the City is not liability for revenue shortfalls—the bondholders take that risk

STAR Eligible Costs

- Generally limited to similar uses as TIF (land acquisition, site prep, horizontal improvements)
- Vertical construction is eligible if certain limited conditions are met, including museum construction and certain projects in rural areas
- List of ineligible costs is more significant than TIF, largely based upon perceived excesses in past projects

STAR Process Considerations

- Multi-step process, involving State approvals, similar to RHID
- Steps:
  - Initial contact with KDOC to determine whether project is likely to qualify and secure State support
  - Create the district (map, legal, notice/public hearing, ordinance); convey to KDOC
  - KDOC engages visitation study; provides letter of support with maximum borrowing amount
  - Create one or more projects within the district; similar process to TIF
    - Detailed plan development
    - Planning commission conformance finding
    - Notice/public hearing; ordinance
    - Veto period by affected counties/school districts
    - KDOC approval
- State participation is often less than the maximum 50% permitted by law
- Local participation (local sales tax/TGT capture) is expected

STAR Bond Issuance Considerations

- Third-party revenue/feasibility study likely
  - State's visitation study typically insufficient
- Developer will typically need to evidence:
  - Fully-completed design and real estate diligence
  - Guaranteed price construction contract(s)
  - High level of committed leasing for the project, with specific users identified
  - Private debt and equity available and funded concurrently with bond pricing/closing
- Pre-construction bond issues are quite difficult
  - Small universe of buyers
  - High interest rates, stringent covenants
  - Often, performance-based triggers for release of bond proceeds imposed by investors
- Success rate generally higher with bonds issued for projects that are open, operational and have a "seasoned" revenue history

Development Agreements

- When TIFs, CIDs and certain other incentives are granted, the City typically enters into a development agreement with the developer/company.
- The development agreement includes contractual rights and obligations of the parties with respect to the proposed development and the availability of the incentives.
- There are no statutory requirements regarding the existence or terms of development agreements but certain provisions in these agreements have become very common.
- Incentives, such as TIFs and CIDs, typically exist for a lengthy period, *i.e.*, 20 to 22 years, and unanticipated events can occur during this time period. The development agreement controls the application of the incentive and the City's rights and obligations for the life of the incentive.

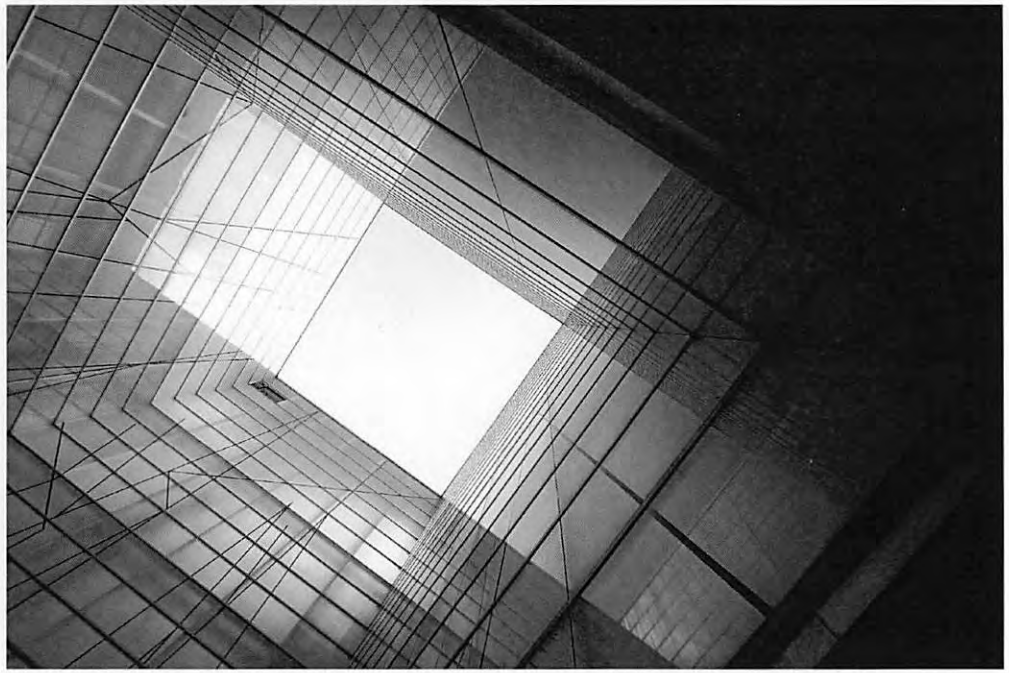
Common Development Agreement Provisions

- Obligation of the developer to build certain buildings/improvements within certain time frames
- An agreement on the types of items that the City will reimburse with incentive revenues
- Limitations on the amount of, or circumstances under which, incentive revenue that will be made available to the developer
- Provisions relating to the circumstances under which the developer may assign its rights and/or obligations to another party
- Provisions relating to the processing of reimbursement requests by the City
- A description of the prioritization of the use of incentive revenue
- Limitations on transfer/assignment of development rights

HB 2304 Reporting

- HB 2304 (2025 Session) imposes substantial reporting obligations on cities granting incentives
- Reporting due on pre-July 2025 projects by July 2026 for statutory "programs" and by July 2028 for local "programs"
- Reporting due on post-July projects within 45 days of effective date

Incentives Truths



The Crystal Ball is Fuzzy

- Nearly every number on a development pro forma is a guess about a future outcome
- The business of structuring incentives is inherently imperfect
- Monday morning quarterbacking is an important exercise to inform a city's approach to future deals, but may not be fair to existing deals
- The best deals involve shared risk

Incentives Can Be Overused...

- Without a doubt, this is true, but where you stand depends upon where you sit
  - Developers see incentives as an integral risk management tool and often cannot secure private financing without incentives entitlements in place
  - Cities and counties see incentives as a tool to help them implement their policy goals and to encourage "first movers" in an area
- The antidote to abuse is a thoughtful, open process with public engagement

TRUTHS

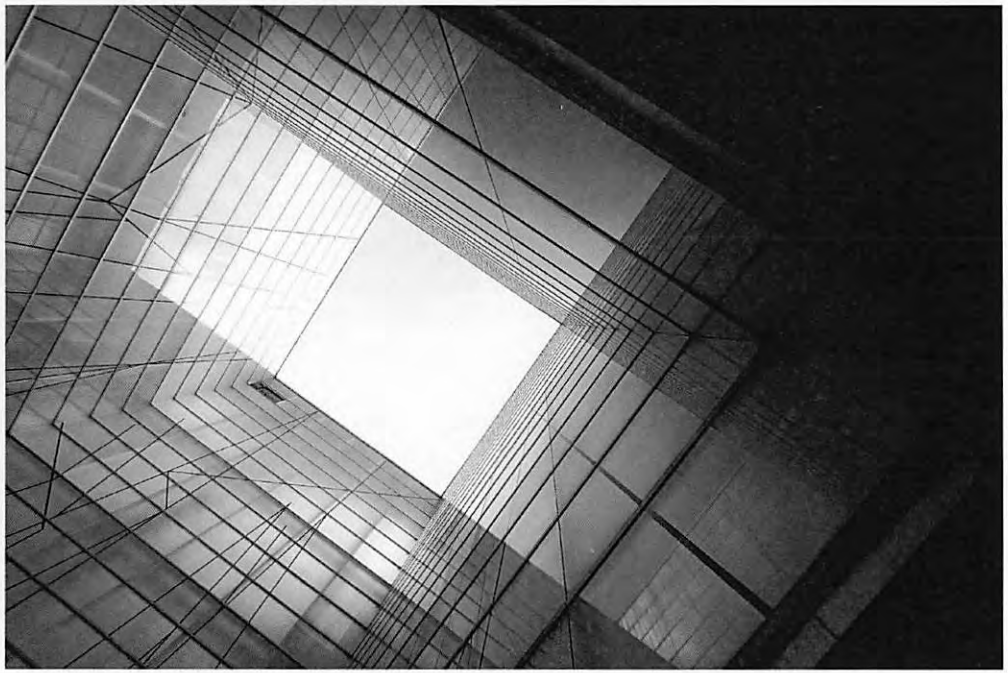
...but Are a Modern Reality

- Without imposing value judgment on their use, it is fair to say that the use of incentives is a reality of modern community development
  - By way of example, Amazon received 238 bids for its second headquarters, including 43 states
- Cities often use incentives to "shape" the types and quality of developments

PUBLIC RISK AND REWARD

- Cities are usually *not* principals in the development
  - typically, the city's best hope is that the project does as well as forecast and is still viable when the incentives begin to roll-off
  - a city generally will not participate in the upside if the developer's return is better than it projected it would be
- Risk management is a critical part of the process
  - Avoid uncompensated shift of development risk from developer to the public
  - Avoid unjustly enriching a developer for less-than-market risk
  - Ensure the public sees a return-on-investment as early as possible in the development
- There is a public cost to incentivizing the wrong developer/project—valuable property can sit empty or be under-developed for years if the City chooses the wrong partner

Incentives Misconceptions



Development Would Happen Anyway

- There are real barriers to redevelopment that are very difficult for private developers to finance through traditional means
- Private lending commitments are subject to bank underwriting that looks at whether rents are market, projections are reasonable and whether the project can be profitable for the developer

Every Incentive is a Giveaway

- Many projects have barriers to development or redevelopment that prevent market-based development from occurring
  - Environmental remediation
  - Unusual site characteristics
  - Inadequate infrastructure
- In Kansas, a number of the key incentives programs are directed primarily to "horizontal" improvements which have some benefit even if the project doesn't proceed

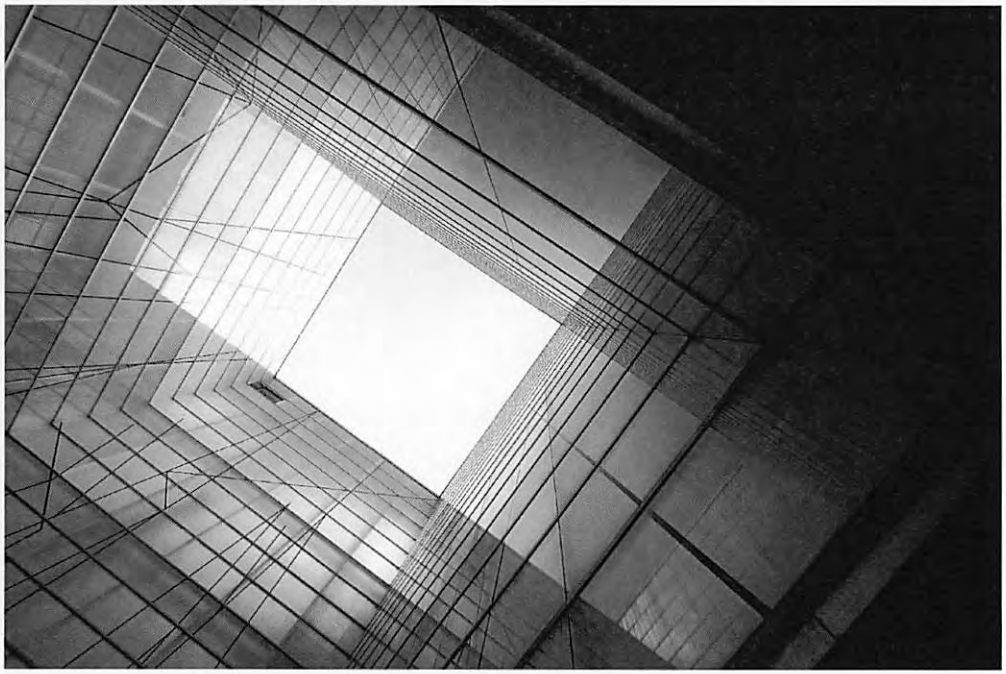
Being in a TIF Means My Taxes Will Go Up

- TIFs redirect tax revenues generated by incremental growth in the tax base to the project. No new taxes are imposed by the TIF.
- Taxes due *can* increase for properties in and around the TIF as the result of reassessment caused by the new development within the TIF district

We Have No Way to Influence Incentives Given

- Every tool discussed today requires a public process, often with statutorily-required public hearings, and a public vote of the city council
- In the case of TIF, the creation or expansion of a district also requires consent of affected counties and school districts; they will often permit public comments as well

Best Practices



Incentives are a Hot Topic

- Guidance from others
  - The Government Finance Officers Association (GFOA) is the professional association for finance directors in state and local governments in the US and Canada
- GFOA Best Practices for Incentives
  - http://www.gfoa.org/materials/evaluating-and-selecting-economic-development-projects
  - Measure the benefits of projects receiving economic development incentives against the cost of the public expenditure, or willingness to forgo future revenue.

GFOA Best Practices, cont'd.

- Understand both financial and non-financial costs and benefits of the project
- Use analysis that recognizes the time value of money (PV discounting)
- Identify all costs and benefits
- Assess the chance each cost and benefit occurs
- Assess multi-jurisdictional impacts
- Assess market impacts

Common Practices in Kansas

- "But-for" analysis (TIF, CID, TDD, RHID)
  - "But-for the presence of the incentives, the project would not proceed"
  - Not a statutory requirement, but required by City policy
  - Usually involves a measure of the project's return on investment, with and without incentives, against a market return for a similar project in the region
- Cost-Benefit Analysis (Property Tax Abatement)
  - Statutory requirement
  - Impacts calculated on city, county, schools and state

Common Practices, cont'd.

- Development Agreements
  - Contracts setting forth the incentives entitlements and developer's responsibilities
  - Often, includes "clawbacks" in the event the developer doesn't perform as required
    - Reductions in incentives available permanently or until underperformance is cured

Common Practices, cont'd.

- Incentives Negotiations are a Team Sport
  - City Council sets policy goals
  - City staff works to translate those goals into practical outcomes from the development team
  - City's consultants (bond counsel, financial advisor) work on the "nuts & bolts" of financial analyses, legal analyses, statutory and policy compliance

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STUDY SESSION POLICY REPORT
YOUTH ADVISORY BOARD UPDATE

MARCH 17, 2025

Prepared By:

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City Manager

BACKGROUND:

The City of Leavenworth previously maintained a Youth Advisory Commission intended to serve as an advisory body on matters involving youth and to help connect young people to local government. While that body is no longer active, interest has recently been expressed in exploring whether a reintroduced youth-focused board could serve as a meaningful civic engagement opportunity for Leavenworth students.

Attached for the Commission's review are Mayor Pro Tem Hollister's Plan of Action, a draft revised Candidate Interest Form tailored to youth applicants, the City's Parent/Guardian Consent Form, and the Bylaws of the former Youth Commission.

OVERVIEW:

Over the past several months, Mayor Bauder, Mayor Pro Tem Hollister, and staff have revisited the concept of reestablishing a Youth Advisory Board in Leavenworth. That work has included reviewing the City's previous Youth Advisory Commission materials, discussing the concept with a peer community, and meeting with USD 453 representatives, including Superintendent Dr. Kellen Adams and Leavenworth High School Principal James Vanek, to gather feedback on student interest, recruitment, and how a program like this could realistically function.

The general intent is to create a modest and well-structured opportunity for civic engagement rather than a high-maintenance board. The concept under discussion is one that would introduce students to local government, provide, a venue for youth perspective on community issues, and give participants an opportunity to engage in a project or presentation connected to the City Commission. Current conversations have centered on a school-year format with limited meeting frequency, a hands-on educational component such as a "Government Day", and a final presentation or report-out to the Commission.

At the same time, prior experience suggests that the long-term success of a group like this depends heavily on structure, consistency, and making sure participants have something meaningful to do on a month-to-month basis. That lesson has helped shaped the current approach. If reintroduced, the program would need to be intentionally manageable for both students and staff, with a clear purpose and realistic expectations.

Related to implementation, the City's current Boards and Commissions Candidate Interest Form would likely need to be modified for youth applicants. Feedback received thus far has suggested removing fields that are better suited to adult applicants and replacing them with questions more relevant to student applicants. Suggestions have also included adding a brief question about why the student is interested in serving, as well as incorporating a parent or guardian consent component.

DISCUSSION:

Should the Commission wish to continue moving the concept forward, the next steps would likely include refining the application materials, confirming the preferred structure of the program, and reviewing updates to the prior ordinance or related governing documents would be appropriate to align the former Youth Advisory Commission model with the proposed Youth Advisory Board approach.

Plan of Action: Leavenworth Youth Advisory Board

Mission

The mission of the Leavenworth Youth Advisory Board (YAB) is to foster the next generation of civic leaders through learning, problem-solving, and collaboration with city government.

Goals

The goals of revitalizing the YAB are to:

- Help Leavenworth youth gain an understanding of the structure, purpose, and actions of the local government
- Encourage and develop critical thinking, problem-solving, and teamwork skills among Leavenworth students
- Gain insight and input from the next generation on a variety of city issues
- Facilitate a presentation from the YAB to the City Commission that includes a proposal from the YAB to solve a particular problem within our city
- Foster an environment of civic responsibility and engagement

Background

The Youth Advisory Board (previously called the Youth Advisory Commission) was an entity that, up to the late 2010s, provided input to the Leavenworth City Commission and gained knowledge regarding various departments of the Leavenworth City government. The YAB used to have a Government Day where they would serve in different roles to gain hands-on experience in local government. For various reasons, including the COVID-19 pandemic, the YAB is not currently active. Mayor Nancy Bauder and Mayor Pro-Tem Rebecca Hollister met in December of 2025 to discuss a desire to revitalize this board and a potential plan to do so.

Overview of the Program

<u>Initial Action Items</u>

- Meet with Scott Peterson to discuss the program and gather input, as well as assign any relevant staff to the project
- Meet with Dr Kellen Adams, Superintendent of USD 453 to discuss the program, particularly the application process and soliciting applicants
- After any changes and adjustments have been made to the program, present to the City Commission for their feedback and approval

Plan of Action: Leavenworth Youth Advisory Board

Participants

The city will collaborate with USD 453 to advertise the program. Applications will be accepted in the spring of the school year (beginning in spring of 2026) and will be open to any individuals who:

1. Attend Leavenworth High School or an alternative school (i.e. homeschooling or virtual school)
2. Reside in the City of Leavenworth or on Fort Leavenworth
3. Will be a sophomore, junior, or senior in high school by the beginning of their term on the YAB

The application will be developed by the Mayor, Mayor Pro Tem, and City Manager, and may include an essay requirement. The Mayor and Mayor Pro-Tem will review applications and select candidates. The City of Leavenworth will not discriminate in recruiting or selecting applicants on the basis of race, color, religion, national origin or ancestry, sex, disability, or any other legally protected status under local, state, or federal law.

Meetings

YAB members will have terms that run from September to May and will meet twice per month during this period. The individual responsible for the program's operations (see "Responsible Parties" below) will set the agenda before each meeting and communicate it to members. The agenda may include the following items:

- A lesson or guest speaker on a certain aspect of local governance
- A facilitated mock debate or discussion roundtable on an issue the City Commission previously publicly discussed
- A brainstorming or work session on the end of the year presentation
- A forum for concerns that Leavenworth youth may have about the city

Meetings will occur after school hours and shall be between 45 minutes and 1.5 hours in length, with a target length of one hour. Meeting facilitators will ensure that meetings are engaging, enjoyable, and are not held simply for the sake of meeting.

Government Day

The YAB will participate in a Government Day in March, April, or May of their term during which they work closely with different government departments of interest and/or assume mock roles that correspond to various components of public service. The purpose of this exercise is to give participants hands-on experience making day-to-day decisions and learning what a future career in government may entail. Government Day will last approximately six to eight hours in length, with lunch provided by the city. All efforts will be made to ensure that Government Day does not conflict with the schedule of Leavenworth High School. If this is not possible, USD 453 will be

notified well in advance. Either at the conclusion of Government Day or at a subsequent meeting, the program facilitator will guide participants through a reflection and after-action review of the event.

Final Presentation

The terms of all YAB members will conclude in May with a presentation to the Leavenworth City Commission. The program facilitator will set the participants up for success throughout the course of the year and will ensure the presentation is completed and rehearsed before given. The presentation could include a project on which the City Commission acts, a deep dive into an issue important to the YAB with recommendations, and a reflection of what the YAB has learned throughout the course of the year.

Responsible Parties

For the 2026-2027 term on the YAB, Mayor Pro-Tem Rebecca Hollister and Assistant to the City Manager Trevor Cook will facilitate the program's monthly operations, with Mayor Nancy Bauder overseeing the overall program.

Various departments may be asked to attend meetings of the YAB depending on the interest of the participants, provide input, and assist with Government Day.

Collaboration with USD 453 will take place to facilitate their support of the program.

Budgetary Requirements

Besides lunch on Government Day and any other necessary purchases, the YAB itself does not have significant expenses. Resulting projects and proposals may have budgetary impact, but the City Commission would hear a recommendation and act on any such items using normal procedures. If the City so chooses, the YAB may be given a budget for the term of the board that the YAB will manage.

Summary

The Youth Advisory Board will serve to engage the next generation and foster civic leadership attitudes and capabilities among its members. With strong structure and enjoyable opportunities to create real-world change, applicants will develop crucial problem-solving skills and will expand their knowledge of local government. This document should be interpreted as an initial plan, and any suggestions for changes that would benefit the program are encouraged.

YOUTH ADVISORY BOARD
CANDIDATE INTEREST FORM FOR THE CITY OF LEAVENWORTH

100 N. 5th Street, Leavenworth, Kansas

Name:	
E-mail:	**Cell Phone:**
Home Address:	**Home Telephone:**
Grade:	
Current School, Volunteer, or Community Activities:	
Past Activities, Service, or Leadership Experience:	
Employment:	
Current Membership in Organizations & Offices held:	
Past Organizational Membership & Offices held:	
Why are you interested in serving on the Youth Advisory Board and what would you hope to contribute?	
What interests you most about local government or Leavenworth's community?	
Signature:	**Date:**
For Office Use Only:	
Appointment Date:	**Term from** **to**
Committee or Commission:	

LIABILITY WAIVER AND RELEASE FORM (MINOR CHILD)

I hereby certify that I am the adult parent or legal guardian of _____, a minor child under the age of eighteen years and I consent to his/her participation in job shadowing activities at the City of Leavenworth (the "City"). He/She has requested and been approved to observe and attend court proceedings at the City of Leavenworth under the supervision of the Municipal Court Supervisor.

I understand and acknowledge that I am fully aware of and assume the risks (including but not limited to the risk of serious bodily injury, property loss, or damage) of (1) said minor child's participation in stated activities at the City and (2) his/her attendance in court proceedings. I recognize my responsibility to ensure that said minor child participates only in those activities for which have been requested and approved. I understand that the City shall have no responsibility to pay for medical treatment and related costs if said minor child is injured.

I agree, personally and on behalf of my minor child named above, to assume all risks and responsibilities associated with my child's participation in job shadowing activities at the City. I hereby release and discharge the City of Leavenworth, Kansas, along with its representatives, officers, directors, staff, employees, and agents, from any and all actions, claims, or demands arising from any present or future claim, cause of action, loss, or liability for injury to person or property. This includes any loss, damage, or injury that may occur to my minor child or their personal property for any reason before, during, or after the time my child is engaged in the assigned activities.

I further hereby expressly acknowledge that I understand the above to be the complete and absolute waiver of liability and release the City of Leavenworth, Kansas, a municipal corporation, and any and all of its agents or representatives of any claim whatsoever for personal injury, loss or damage that may be incurred by my minor child in connection with the activity outlined herein.

I, _____, the adult parent or legal guardian, am at least eighteen and have carefully read and freely signed this Liability Waiver and Release Form (Minor Child). I understand and agree that no oral or written representations can or will alter the contents of this document. I agree that the laws of the State of Kansas shall govern this agreement.

IN WITNESS WHEREOF,
The parties have hereunto set their hands this _____ day of _____, 20_____

Participant (Minor) Signature:_____

Parent or Legal Guardian Signature: _____

Witnessed by City of Leavenworth: _____

ORDINANCE NO. 7685

AN ORDINANCE AMENDING ORDINANCE NO. 7566
AN ORDINANCE ESTABLISHING A YOUTH ADVISORY COMMISSION

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

Section 1. Youth Advisory Commission; established

There is hereby created a Youth Advisory Commission for the City of Leavenworth, Kansas, consisting of sixteen (16) members, all of whom shall live in the City of Leavenworth and be between the ages of twelve (12) and nineteen (19) years. The members of the Youth Advisory Commission shall be appointed by the Mayor with the consent of the City Commission.

Section 2. Membership

The Commission shall be comprised of a maximum of sixteen (16) students with at least one member from each of the following schools: Immaculata High School, Leavenworth High School, Patton Junior High School, West Middle School, Warren Middle School, Xavier School, St. Paul Lutheran School and one home-school representative.

Commission members will be selected via an open application process. Application shall be submitted to the City Manager's Office, City Hall, 100 North 5th Street, Leavenworth, Kansas.

Section 3. Term of Office

Each Youth Advisory Commissioner will be appointed to office for a term not to exceed six (6) years or until age limitation is achieved.

Section 4. Purpose, Duties

The Commission shall be an advisory body to the City Commission on matters involving youth. The purpose and duties of the Commission shall be as follows:

a) Serve as a liaison between the City Commission and the youth of the community on issues affecting youth;
b) Encourage the positive growth and development of youth;
c) Serve as a vehicle to familiarize youth with the city government;
d) Assist in minimizing community problems relating to youth;
e) Give advice and assistance on matters concerning the needs of youth;
f) Develop and maintain bylaws, rules and procedures for the conduct of the Commission's activities;
g) The City Commission and/or City Manager will assign, and prioritize as necessary, projects for discussion and reporting. The Commission may generate it's own discussion

projects. The City Commission will use the Commission as a formal "voice of youth" on various items concerning youth in the City.

Section 5. Meetings; Organization

The members of the Youth Advisory Commission shall meet at such time and place as may be fixed in the Commission's bylaws, but not less than monthly. The Commission shall elect one member as chairperson, one member as vice-chairperson, and one member as secretary who shall serve for one-year terms of office commencing May 1 of each year. A member shall be eligible for reelection to any of these offices as long as he/she remains on the Commission.

Special meetings may be called at any time by the chairperson or in the chairperson's absence, by the vice-chairperson. A simple majority of the members shall constitute a quorum. A vote of the simple majority of the quorum shall be required for any action taken by the Commission. All meetings of the Commission shall be open to the public.

Section 6. Reports

An informal progress report shall be given to the City Commission not less than two (2) times per year. Additional reports shall be submitted as requested by either the City Manager or the City Commission.

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

Adopted this 24th day of January, 2006.

Lisa A. Weakley, Mayor

ATTEST:

Carol Sadler, City Clerk, CMC

Passed and approved: 01-24-06
Published: 01-27-06