



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

CITY COMMISSION STUDY SESSION
COMMISSION CHAMBERS
TUESDAY, JUNE 16, 2026 6:00 P.M.

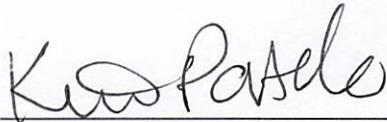
Welcome to your City Commission Study Session
Please turn off or silence all cell phones during the meeting
Meetings are available for viewing on YouTube

STUDY SESSION:

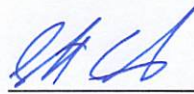
1. Housing Needs Analysis Draft Review (pg. 02)
2. Solid Waste Discussion (pg. 85)

**STUDY SESSION POLICY REPORT
HOUSING NEEDS ANALYSIS DRAFT REVIEW**

JUNE 16, 2026



Prepared By:
Kim Portillo
Director of Planning and
Community Development



Reviewed By:
Scott Peterson
City Manager

BACKGROUND:

In August 2025, the City issued a Request for Bids for a Housing Needs Analysis at the direction of the City Commission. The request followed discussions among City staff, community stakeholders, and the Commission regarding the need to better understand local housing conditions and identify strategies to support housing development within the community.

The City subsequently contracted with Baker Tilly to conduct the Housing Needs Analysis. The study evaluates the economic conditions, demographics trends, and socio-economic factors influencing Leavenworth's housing market and places those findings in a regional context. The analysis is intended to provide an assessment of current and projected housing demand, identify gaps within the existing housing inventory, and evaluate opportunities to support future residential development.

In addition to assessing the market conditions, the study includes recommendations regarding housing policy, programs and potential incentive strategies that may assist the City in addressing identified housing needs. The report is intended to serve as a resource for policymakers, developers, and community stakeholders as future housing decisions are considered.

CURRENT ACTION:

Staff is presenting the draft Housing Needs Analysis to the City Commission for review and discussion. The purpose of this presentation is to obtain Commission feedback, comments and policy direction regarding the report's findings and recommendations. Following Commission review, staff and Baker Tilly will evaluate the feedback received and incorporate any appropriate revision before presenting a final report for Commission consideration.

ATTACHMENT:

1. Draft City of Leavenworth Housing Needs Analysis – May 2026



CITY OF LEAVENWORTH

Draft Housing Needs Analysis

Technical Report

May 2026



Table of Contents

Purpose & Limitations	6
Disclaimer	6
Executive Summary	7
Demographic, Housing & Economic Context	8
Primary Findings	8
<i>Demographic and Household Context</i>	<i>8</i>
<i>Housing Context.....</i>	<i>8</i>
<i>Workforce Context</i>	<i>8</i>
Scale of Market	8
Demographic Household Indicators	10
<i>Population and Households</i>	<i>10</i>
<i>Educational Attainment</i>	<i>12</i>
<i>Household Composition</i>	<i>13</i>
<i>Migration.....</i>	<i>14</i>
<i>Special Needs Populations</i>	<i>14</i>
<i>Income, Poverty, and Homelessness</i>	<i>15</i>
Housing Indicators.....	16
<i>Housing Types</i>	<i>16</i>
<i>Housing Vacancy</i>	<i>18</i>
<i>Age of Housing.....</i>	<i>19</i>
<i>Housing Units and Household Tenure</i>	<i>20</i>
Workforce & Industry Indicators	26
Housing Market Analysis	30
Institutional Market-Rate Rental Market Conditions.....	31
Affordable and Income-Restricted Rental Housing Market Conditions.....	32
Shadow Rental Market Conditions	34
Military Housing.....	36
Future Rental Development	37
For-Sale Market Conditions.....	38
Regional Pricing	40
Future For-Sale Development.....	41
Demand Analysis	42
<i>New Household Growth</i>	<i>42</i>
<i>In-Place/Existing Supply Constraints</i>	<i>44</i>
<i>“Would-Be” Residents and Displaced Employees</i>	<i>45</i>
<i>Severely Cost-Burdened Households/ Housing Waitlist.....</i>	<i>45</i>
<i>Move-Down Households</i>	<i>46</i>
<i>Forecasted Housing Obsolescence, Demolition, and Replacement of Substandard Housing.....</i>	<i>46</i>
Gap Analysis	47
<i>Forecasted Rental Gap Analysis.....</i>	<i>47</i>
<i>Forecasted For-Sale Gap Analysis</i>	<i>48</i>
Stakeholder Engagement & Public Participation	50

Stakeholder Engagement.....	50
<i>Improving housing choice to support city’s workforce.....</i>	50
<i>Addressing regulatory and infrastructure barriers to encourage housing development.</i>	50
<i>Developing infill and new neighborhoods.</i>	51
<i>Responding to a growing need for senior and ADA compliant housing.</i>	51
<i>Promoting historic character and new housing options.</i>	51
Community Survey.....	51
Key Challenges.....	52
Key Opportunities.....	54
Policy Framework	55
Local Housing Programs.....	55
Incentive Programs	55
<i>Leavenworth Incentive Policy.....</i>	55
<i>Leavenworth Land Bank</i>	56
<i>Leavenworth Main Street Program</i>	56
<i>Federal and State Historic Tax Credits.....</i>	56
<i>Redevelopment Housing Incentive Districts (RHID)</i>	57
<i>Low-Income Housing Tax Credits.....</i>	57
<i>Opportunity Zones.....</i>	57
Land Use and Zoning.....	58
<i>Mobile Homes and Manufactured Homes.....</i>	58
<i>Accessory Dwelling Units.....</i>	58
<i>Overlay Districts</i>	58
Development Barriers.....	58
Policy Alignment.....	59
Housing Strategies & Recommendations	60
Summary Findings	60
Recommendations	61
Goal 1: Promote Diverse Housing Choice and Support New Housing Development.....	61
<i>Strategy 1.1: Reduce Development Barriers for New Housing.....</i>	61
<i>Strategy 1.2: Streamline Housing Permitting and Approvals.....</i>	63
<i>Strategy 1.3: Enhance Incentives to Support Housing Development.....</i>	63
Goal 2: Preserve and Improve Existing Housing Stock	64
<i>Strategy 2.1: Implement a Proactive Housing Preservation and Code Enforcement Framework</i>	64
64	
<i>Strategy 2.2: Support Incentives for Housing Rehabilitation</i>	66
Goal 3: Align Housing with Economic Development, Amenities, and Infrastructure.....	66
Appendix A: Maps.....	69
Appendix B: Community Survey Responses.....	75

Tables

Table 1.	Scale Comparison of Leavenworth to the Kansas City MSA	10
Table 2.	Macro-Level Trends in Leavenworth’s Population, Households, & Housing Units	10
Table 3.	Comparison of Age Cohort Trends in Leavenworth	11
Table 4.	Comparison of Race & Ethnicity in Leavenworth	12
Table 5.	Educational Attainment for Leavenworth Residents Aged 25 Years and Older.....	13
Table 6.	Comparison of Household Types in Leavenworth.....	13
Table 7.	Disability Type	15
Table 8.	Median Income by Tenure.....	15
Table 9.	Housing Structures by the Number of Units per Structure in City of Leavenworth	16
Table 10.	Building Permits in the City of Leavenworth and Leavenworth County.....	17
Table 11.	Age of Housing Units by Tenure in Leavenworth	19
Table 12.	Tenure by Household Sizes in Leavenworth.....	20
Table 13.	Tenure by Units in Structure in Leavenworth	21
Table 14.	Tenure by Year Household Moved in Leavenworth	22
Table 15.	Cost-Burdened Households by Tenure in Leavenworth	22
Table 16.	Household Income Characteristics by Tenure in Leavenworth.....	24
Table 17.	Tenure by Number of Housing Conditions in Leavenworth.....	25
Table 18.	Major Employers in Leavenworth County.....	26
Table 19.	Comparison of Civilian Jobs in Leavenworth and Resident Industries	28
Table 20.	Commute Inflow and Outflow, Employee Home Locations, U.S. Census LEHD 2023	29
Table 21.	Market-Rate Performance Comparison.....	31
Table 22.	Market-Rate Performance By Bed Type 2026 YTD	31
Table 23.	Kansas City MO-KS HUD Metro HMFA Area Income Limits 2025	32
Table 24.	Kansas City MO-KS HUD Metro HMFA Rent Limits 2025	32
Table 25.	Fair Market Rents (FMR) 2025- Kansas City MO-KS HUD Metro	32
Table 26.	City of Leavenworth Last Three Years of Closings by Price Range	38
Table 27.	Leavenworth Last Three Years of Closings Characteristics, Redfin	40
Table 28.	Leavenworth Income/ Wage Affordability.....	42
Table 29.	Households by Income and Age of Householder in Leavenworth, 2025	43
Table 30.	Five-Year Projected Change in Households by Age and Income, Leavenworth 2025 to 2030 43	
Table 31.	Summary of Age in Leavenworth, 2020 to 2030	44
Table 32.	Estimated Housing Market Vacancies by Type.....	44
Table 33.	Workers Displaced from Leavenworth	45
Table 34.	Cost-Burdened Households by Income and Tenure in Leavenworth	45
Table 35.	Actual Monthly Housing Cost versus Maximum Affordable Costs in Leavenworth.....	46

Table 36.	Overcrowded Households in Leavenworth.....	46
Table 37.	Substandard Housing in Leavenworth	47
Table 38.	Rental Gap Analysis, Pull Factor Summary through 2030.....	47
Table 39.	Rental Gap Analysis, Push Factor Summary through 2030.....	48
Table 40.	Rental Gap Analysis, Cumulative Summary through 2030	48
Table 41.	For-Sale Gap Analysis, Pull Factor Summary through 2030	49
Table 42.	For-Sale Gap Analysis, Push Factor Summary through 2030	49
Table 43.	For-Sale Gap Analysis, Cumulative Summary through 2030.....	49

Figures

Figure 1.	Regional Context of Leavenworth, KS	9
Figure 2.	Comparison of Total Population, Households, & Families in Leavenworth, 2010-2030	11
Figure 3.	Age Distribution Curve in Leavenworth, 2010-2025.....	12
Figure 4.	Top Migration Origins and Destinations in Leavenworth over the Last 12 Months, Placer.ai.	14
Figure 5.	Time Series of Housing Tenure in Leavenworth, 2000-2030.....	17
Figure 6.	Characteristics of Housing Vacancies in Leavenworth	18
Figure 7.	Spatial Distribution of Housing Vacancies, Census Block Groups.....	18
Figure 8.	Spatial Distribution of Percent of Housing Built Post 2000, Census Block Group	20
Figure 9.	Comparison of Housing Tenure to Housing Unit Size by Bedroom Count in Leavenworth	21
Figure 10.	Spatial Distribution of Severely Cost-Burdened Households by Tenure in Leavenworth	23
Figure 11.	Spatial Distribution of Severely Cost-Burdened Renter Households in Leavenworth.....	23
Figure 12.	Spatial Distribution of Households by Median Household Income in Leavenworth	24
Figure 13.	Spatial Distribution of Housing Units without Complete Plumbing Facilities	25
Figure 14.	Spatial Distribution of Housing Units without Complete Kitchen Facilities.....	26
Figure 15.	Leavenworth Rental Landscape by Project Type and Size, Costar	30
Figure 16.	Historical Market-Rate Rental Trends in Leavenworth.....	31
Figure 17.	Regional 2024 Fair Market Rents for 2-Bed Units, HUD.....	33
Figure 18.	Median Household Income (2020 – 2024), PolicyMap	33
Figure 19.	Active Shadow Market Rental Listings Across Leavenworth, Redfin.....	34
Figure 20.	Shadow Market Rental Listings, Redfin	35
Figure 21.	Historic Average BAH Rates Fort Leavenworth, Fort Leavenworth Housing.....	36
Figure 22.	Recently Completed & Upcoming Institutional Rental Pipeline, Costar	37
Figure 23.	Historical Sales Trends in Leavenworth, 2013-2025.....	38
Figure 24.	Historical Median Sale Price Comparison, City of Leavenworth vs. Leavenworth County	39
Figure 25.	Last 12 Months of Sales Across Leavenworth by Price, Redfin.....	39
Figure 26.	Estimated Median Value of Owner-Occupied Homes, PolicyMap	40

Figure 27. Homes for Sale in Leavenworth, Built in 2025+ **41**

Figure 28. Most Present Housing Challenges Identified by Respondents **52**

Figure 29. Most Pressing Housing Issues Identified by Respondents **52**

Figure 30. FEMA Floodplain Risk in Leavenworth, PolicyMap..... **69**

Figure 31. Future Land Use in Leavenworth **70**

Figure 32. Zoning in Leavenworth **71**

Figure 33. Special Districts **72**

Figure 34. Vacant Parcels with Future Land Use **73**

Figure 35. Potential Priority Areas **74**

Purpose & Limitations

The City of Leavenworth contracted with Baker Tilly to conduct a housing need analysis to analyze the economic forces, socio-economic drivers, and demographic trends that are shaping the local housing market and place them within the regional context. The primary goal of this analysis is to understand the market demand for housing products within the community and position the city for growth, while ensuring that the existing housing stock remains competitive in the local market. This analysis evaluates key housing market factors, identifies housing gaps, and provides recommendations related to potential future incentives. To support future housing development, this analysis provides recommendations on potential programs and policies that should be considered to advance the housing goals for the community. The insights contained within this analysis will ideally serve as a tool that local policymakers can use to guide housing decisions and provide information to the real estate community in communicating Leavenworth's housing needs. This Technical Report represents a complete, detailed housing market analysis.

The information and data presented in this analysis are sourced from a variety of public and proprietary data providers, as well as publicly available reports and media stories. The analysis includes appropriate citations for these data sources in the charts, tables, and in footnotes. When necessary, additional commentary is provided to clarify data discrepancies between differing geographies and data collection methods.

Disclaimer

This report presents the results of an analysis undertaken by Baker Tilly (the "Authors"). The analysis presented in this report incorporates estimates, assumptions, and other information derived from the Authors' independent research. The Authors made reasonable efforts to ensure that the analysis reflects realistic estimates of future activity. However, due to the scope, data limitations, and methodological constraints, actual development outcomes may differ significantly from the outlined. Given the dynamic nature of real estate, the analysis and conclusions in this report may be subject to modification following its publication. Various external factors, including shifts in national and regional macroeconomic conditions, changes in legislation and regulatory frameworks, and decisions made by developers, investors, lenders, and other key stakeholders, could all influence local market dynamics and development potential.

The Authors make no representation or warranty regarding the accuracy or completeness of the information contained herein and expressly disclaim any liability based on or relating to any information contained in, or errors or omissions from this information, or based on or relating to the use of this information.

Executive Summary

The City of Leavenworth (“Leavenworth” or “City”) is the county seat and largest city in Leavenworth, Kansas. It is located along the west bank of the Missouri River within the Kansas City metropolitan area. Founded in 1854 as the first incorporated city in the Kansas Territory, Leavenworth remains an important center of government, employment and services for the county. Fort Leavenworth is the oldest continuously active U.S. Army installation west of Washington, DC and remains a major institutional and employment anchor for the city and broader region. In addition, Leavenworth has over 37,000 residents across just over 13,000 households with a distinct set of housing needs. Key findings from the analysis include:

- There is a mismatch between current housing needs and available housing supply.
- Additional housing construction is needed to support both ownership and rental demand.
- Housing rehabilitation and stronger code enforcement are needed to address vacancy and habitability concerns.
- Non-housing investments will be important to improving housing outcomes in Leavenworth.
- Continued public-sector support will be necessary to advance housing development and rehabilitation.

The study also concluded that a housing gap will persist over the next 5 years, necessitating either the creation of additional housing units or preservation and rehabilitation of existing housing stock. This gap spans across housing tenure (renters and owners) and affordability levels, with a particular need for increased workforce housing and family housing options to serve the City’s employment base and age-targeted housing to serve seniors. Key goals and strategies to address housing challenges include:

Goal 1: Promote Diverse Housing Choice and Support New Housing Development

The following strategies focus on creating conditions that encourage the development of new housing and support a wider range of housing products, ultimately promoting a more balanced market and better alignment with the needs of Leavenworth households.

- Strategy 1.1: Reduce Development Barriers for New Housing
- Strategy 1.2: Streamline Housing Permitting and Approvals
- Strategy 1.3: Enhance Incentives to Support New Housing Development

Goal 2: Preserve and Improve Existing Housing Stock

Improving the condition of existing housing stock through targeted strategies is important for the City to reduce vacancies and expand the supply of habitable housing while supporting existing goals of historic preservation.

- Strategy 2.1: Implement a Proactive Housing Preservation and Code Enforcement Framework
- Strategy 2.2: Support Incentives for Housing Rehabilitation

Goal 3: Align Housing with Economic Development, Amenities, and Infrastructure

The following strategies aim to strengthen the connection between housing, services, and infrastructure investments to support economic vitality and improve overall quality of life.

- Strategy 3.1: Prioritize Housing Types that Meet Current and Future Community Needs
- Strategy 3.2: Align Infrastructure and Amenities with Housing Growth

Demographic, Housing & Economic Context

This section provides an overview of key demographic, housing and economic trends in the City of Leavenworth (City) to establish context for the housing market analysis. It examines population growth, household characteristics, special needs populations, household income, housing types, housing age and condition, housing tenure, major employers, and workforce. City findings are compared with Leavenworth County and the Kansas City Metropolitan Area (Kansas City MSA or region) to place local conditions within a broader geographic context.

Primary Findings

Demographic and Household Context

- By 2030, Leavenworth's population is expected to continue to rise at a slower rate (1.3%) than the region (2.3%).
- Leavenworth's senior population (over 65 years old) is expected to grow 10.4% by 2030, faster than other age groups.
- Almost one in five people of Leavenworth's civilian population over 18 years old (19%) are veterans, which is slightly higher than Leavenworth County (15.4%) and much higher than the Kansas City MSA (6.7%)
- Renter households earn less income than owner households.
- Renter households have a larger average household size compared to owner households.

Housing Context

- The majority of housing stock in the city is single-family detached homes.
- Leavenworth has an even share of renters and homeowners; the city has a much higher share of renters, compared to the county and region.
- The housing stock in Leavenworth is aging with over one quarter (27.8%) of the housing units built before 1940, which is a much higher percentage than Leavenworth County (17.6%) and the region (11.2%). Almost half (46.5%) of the vacant units were built before 1940.
- There is limited new home construction. Leavenworth captured around 8.0% of total units permitted in Leavenworth County over the last 10 years, much less than the city's proportional share.
- Housing costs continue to rise faster than incomes in Leavenworth.
- Home values in Leavenworth are much lower compared to the county and region; however, median rent price is very comparable in all three geographies.

Workforce Context

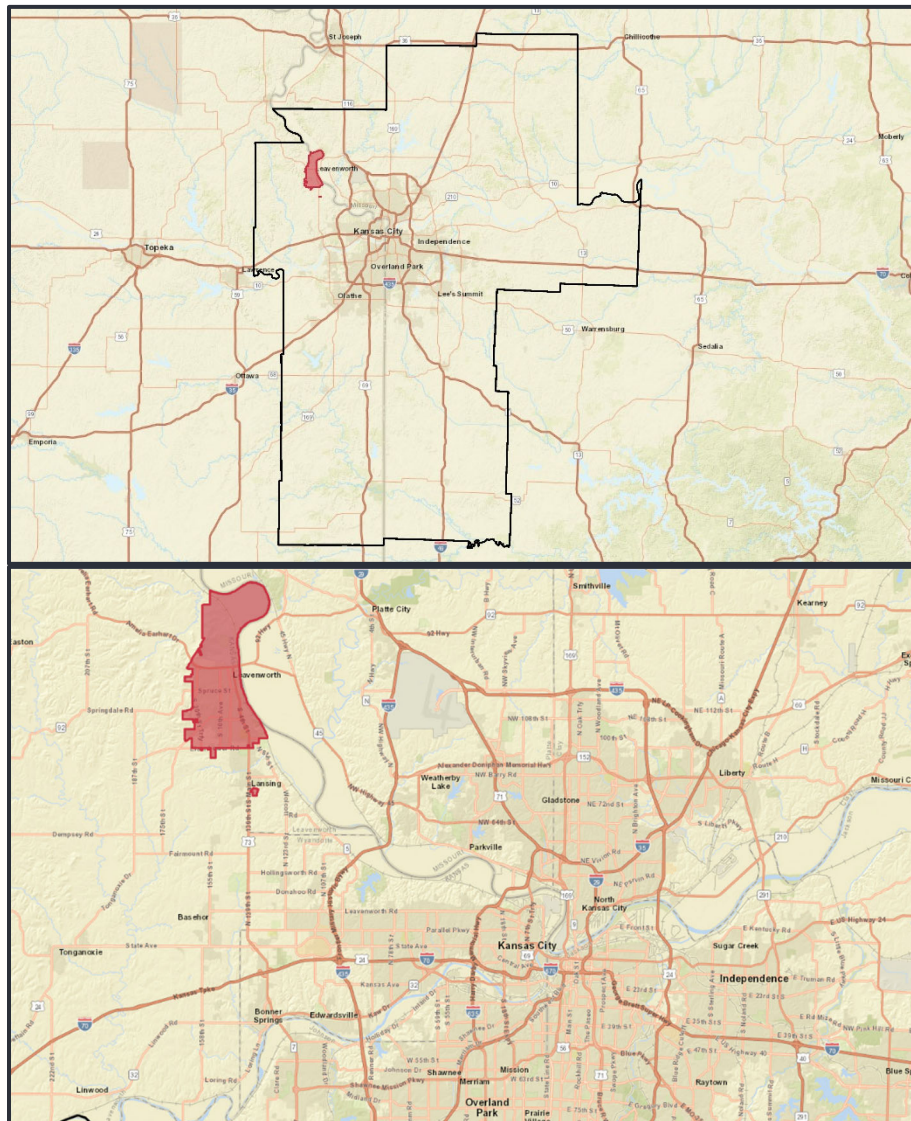
- There is a stable economic base tied to government institutions, including Fort Leavenworth, the VA Medical Center and correctional facilities.
- There is a significant share of workers that commute to and from Leavenworth for their primary job.

Scale of Market

Leavenworth is a city within Leavenworth County, Kansas, on the west bank of the Missouri River. Located within the Kansas City metropolitan area, the City of Leavenworth is approximately 25 miles northwest of Downtown Kansas City, Kansas. Leavenworth is 24.06 square miles, including Fort Leavenworth in the

northern half of the city. Leavenworth provides easy access to other areas within the region through I-70, US-73, and I-29.

Figure 1. Regional Context of Leavenworth, KS



Leavenworth is the principal city and the county seat of Leavenworth County. Leavenworth comprises a small portion of the Kansas City MSA, representing 1.7% of the MSA's total population and 1.9% of total jobs. The median household income of Leavenworth was lower than that across Kansas City MSA, at \$69,334 to \$83,848, respectively. Average household incomes were lower; however, this was indicative of Leavenworth's more equitable income distribution (52.7% of households earning between \$50,000 to \$150,000 in contrast to 48.9% across the MSA). The average household size in Leavenworth was relatively in-line with that across the MSA, at 2.46. Leavenworth captured a similar share of the County's total housing stock as the share of households (1.5%), leading to slightly elevated vacancy rates citywide (10.9%).

Table 1. Scale Comparison of Leavenworth to the Kansas City MSA

	Leavenworth	Kansas City MSA
Population	37,351	2,192,035
Households	13,143	868,375
Median Household Income	\$69,334	\$83,848
Average Household Income	\$86,482	\$113,623
Housing Units	15,294	976,788
Jobs (Daytime Workers)	22,882	1,220,132

Sources: ESRI Business Analyst 2025.

Demographic Household Indicators

Population and Households

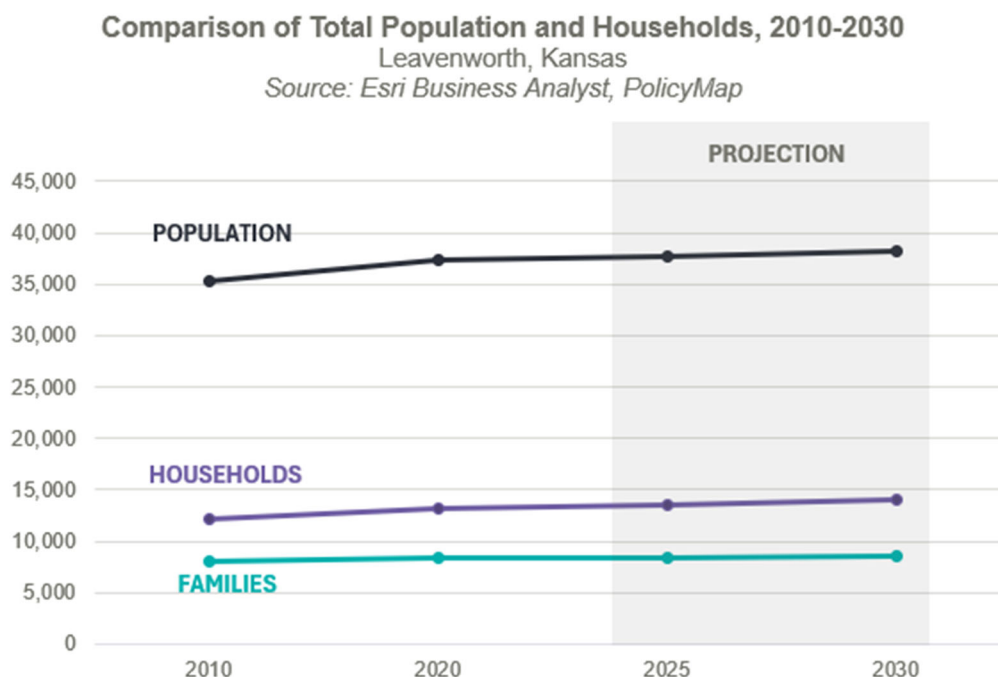
Leavenworth has 37,351 residents across 13,143 households. The median household income is \$69,334, while the average household income is \$86,482. Population and household totals have stayed relatively steady over the last 15 years, with trends expected to persist through near-term forecasts.

Table 2. Macro-Level Trends in Leavenworth's Population, Households, & Housing Units

Summary	Census 2010	Census 2020	2025	2030 (Projection)
Population	35,245	37,351	37,669	38,169
Households	12,254	13,143	13,622	13,986
Families	8,128	8,228	8,410	8,594
Average Household Size	2.55	2.52	2.46	2.43
Owner Occupied Housing	6,274	6,286	6,745	6,973
Renter Occupied Housing	5,987	6,848	6,867	7,013
Median Age	34.8	35.4	35.9	36.5
Median Household Income			\$69,334	\$74,838
Average Household Income			\$86,482	\$93,223

Source: ESRI Business Analyst (Decennial Census 2010 and 2020, Esri 2025, 2030)

Figure 2. Comparison of Total Population, Households, & Families in Leavenworth, 2010-2030



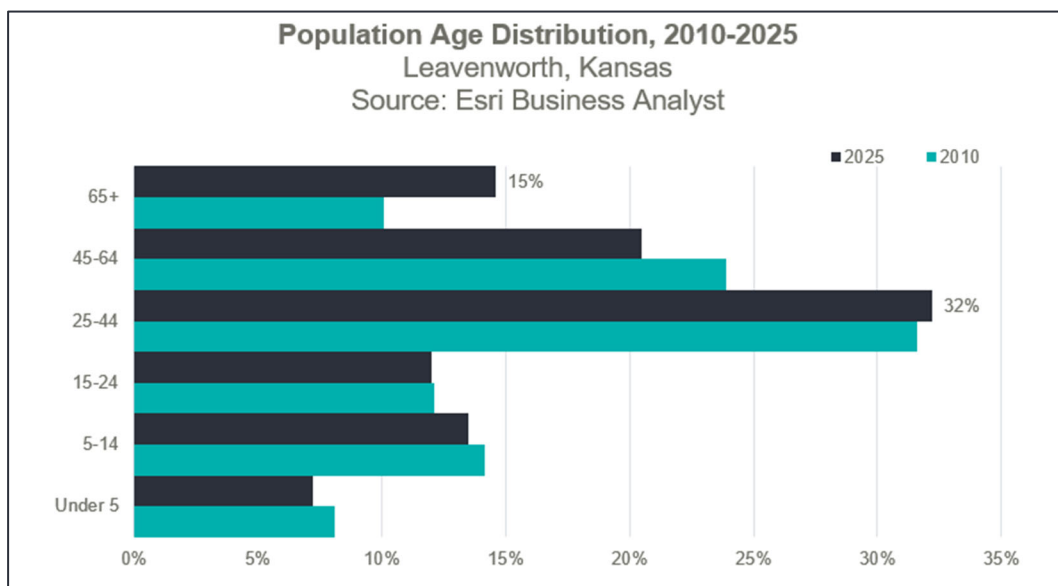
The median age of residents is 35.9, younger than Kansas City MSA at 38.6. Almost one-fourth (24.0%) of the population were children under the age of 18, with children under 5 comprising over one quarter of this group. Approximately two-thirds (61%) of the population is of working age, defined as those aged 18-64. Importantly, projections in Leavenworth are anticipated to follow national trends in aging. Projections forecast the fastest growing age groups to be those aged 65 and older, growing from 10.1% of the population in 2010 to 15.9% by 2030. As more residents seek to “age in place,” housing options and community resources should respond accordingly to accommodate the needs of residents.

Table 3. Comparison of Age Cohort Trends in Leavenworth

Age Group	2010	2020	2025	2030 (Projection)	% Change (2010 – 2030)
Under 5	2,651	2,808	2,728	2,733	3.1%
5-19	7,173	7,284	7,271	7,139	-0.5%
20-24	2,372	2,487	2,330	2,436	2.7%
25-44	10,956	11,633	12,133	12,168	11.1%
45-64	8,475	8,308	7,721	7,635	-9.9%
65+	3,547	4,831	5,486	6,058	70.8%
Total	35,174	37,351	37,669	38,169	8.5%
18+	26,102	28,147	28,628	29,199	11.9%

Source: ESRI Business Analyst (5-Year ACS 2010 and 2020, Esri 2025, 2030)

Figure 3. Age Distribution Curve in Leavenworth, 2010-2025



The area has a diverse mix of residents and mirrors the MSA overall. Since 2020, the largest racial groups have been White residents (at 70.8%), Black residents (at 13.0%), or residents of multiple races (at 10.8%). Other racial groups, including Asian, Pacific Islander, and Native populations, represent 5.5% of residents. Of the total population, 10.8% of residents identify as Hispanic.

Table 4. Comparison of Race & Ethnicity in Leavenworth

Race	Count	Perc. of Total
White alone	26,627	70.8%
Black or African American alone	4,854	13.0%
American Indian and Alaska Native alone	461	1.2%
Asian alone	694	1.8%
Native Hawaiian and Other Pacific Islander alone	117	0.3%
Some other race alone	844	2.2%
Two or more races	4,072	10.8%
Total	37,669	100%
Hispanic Origin (exclusive)	3,792	10.1%

Source: ESRI Business Analyst, 2025.

Educational Attainment

Residents of Leavenworth also have varying levels of educational attainment. When analyzing education data, a key distinction is typically made between workers in the skilled trades and those with college training. This segmentation helps to understand how residents participate in the economy and how the local labor force acts as an economic driver. Leavenworth exhibits typical patterns, with approximately 31.5% of residents with training reflective of the skilled trades, with higher levels of university training at 34.6%. A third of residents have only some level of high school education, at 33.9%. These residents present the opportunity for upskilling in workforce development to enhance their employment potential and local economic productivity.

Table 5. Educational Attainment for Leavenworth Residents Aged 25 Years and Older

	Highest Level of Education Attained	Count	Perc. of Total
<i>High School Education (Upskilling Opportunity)</i>	No Diploma	2,027	8.0%
	High School Diploma	5,195	20.5%
	GED	1,368	5.4%
<i>Skilled Trades</i>	Some College	5,017	19.8%
	Associates degree	2,965	11.7%
<i>University Training</i>	Bachelor's degree	5,068	20.0%
	Graduate degree	3,700	14.6%
	Total	25,340	100.0%

Source: ESRI Business Analyst, 2025.

Household Composition

Most households in Leavenworth have no children, at 70.2%, which is higher than the County (66.9%) and the Kansas City MSA (69.6%). The majority of households in Leavenworth (58%) are family households; a family household is classified as one with a householder who is related by birth, marriage, or adoption to at least one other household member. Over 42% of households were classified as non-family households, higher than the County (32%) and the region (37%). Approximately one-quarter of households were married couples with no children. Of households with children, married couples with children comprised 74% (20.4% of all households) and single-parent families comprised the remaining 26% (7.1% of all households). Of all families in Leavenworth, the poverty rate of 9.3% was higher than that across the Kansas City MSA (6.8%).

Table 6. Comparison of Household Types in Leavenworth

Household Type	Count	Perc. of Total
Households with Children	4,098	29.8%
Family Households	4,087	29.8%
Married Couples	2,958	21.5%
Single-Parent Mom	897	6.5%
Single-Parent Dad	232	1.7%
Non-Family Households	11	0.1%
Households with No Children	9,635	70.2%
Family Households	3,870	28.2%
Married Couples	3,294	24.0%
Other Family	576	4.2%
Non-Family Households	5,765	42.0%

Source: ACS 5-Year Estimates 2020-2024

Over one-third (34.6%) of households in Leavenworth are 1-person households, higher than the county (26.9%) and the Kansas City MSA (30.2%). In the city, the share of households with 4 or more people living in a household is 21.9%, slightly lower than the County (25.6%) but comparable to the region (21.5%). However, of these large households most are renter households in Leavenworth (56.4%), while only 30.8% of large households are renters in the County and 23.1% in the region.

Migration

Migration to Leavenworth was driven by the military base, as four of the top ten places were various Forts nationwide. The top location for in-migration and out-migration was Kansas City, Kansas, with Leavenworth seeing a modest net positive in-migration over the last 12 months (0.2K people, 0.45% growth).

Figure 4. Top Migration Origins and Destinations in Leavenworth over the Last 12 Months, Placer.ai

Top Migration Origins		Top Migration Destinations	
Region	Net Migration In (last 12 months)	Region	Net Migration Out (last 12 months)
Kansas City, Kansas	0.2K	Kansas City, Missouri	-0.1K
Olathe, Kansas	0.1K	Tonganoxie, Kansas	-0.1K
Fort Hood, Texas	0.1K	Clarksville, Tennessee	0.0K
Lansing, Kansas	0.0K	Fort Knox, Kentucky	0.0K
Fort Lewis, Washington	0.0K	Fort Leonard Wood, Missouri	0.0K

Special Needs Populations

The following summarizes housing needs of residents with special needs, which are households that may face additional barriers to obtaining and maintaining safe, stable, and affordable housing. These may include people with disabilities, seniors, veterans, homeless individuals, and very low-income households. These populations may have a higher risk of becoming homeless and may require supportive services to ensure a safe and secure living situation. Understanding the size and characteristics of these populations helps anticipate demand for accessible housing, aligning housing strategies with service-provider capacity, and prioritizing investments that reduce housing instability and improving independence and quality of life.

As noted above, the population of seniors, or residents over 65 years old, account for 15% of the city’s population and continues to grow at a much higher rate than the population as a whole. Seniors are forecast to have the biggest change in population proportion in the city’s population. From 2020 to 2025, the senior population has grown 13.6% and is forecast to continue to have the biggest gain in population of other age cohorts by increasing 10.4% by 2030.

Almost one in five people of Leavenworth’s civilian population over 18 years old (19%) are veterans, which is slightly higher than Leavenworth County (15.4%) and much higher than the Kansas City MSA (6.7%). Comparing the veteran population over time, since 2014 there has been a steady veteran population of over 5,000 veterans living in the city, which shows the influence of Fort Leavenworth on the city’s population. The city’s veteran unemployment rate is very similar to the city as a whole at 4.4%, but much higher compared to the Leavenworth County’s unemployment rate at 2.7%. Over one third (33.8%) of veterans in Leavenworth have a disability.

Almost one in five Leavenworth residents (17.5%) had some type of disability. The share of residents with a disability is slightly greater in Leavenworth compared to the county (14.4%) and the Kansas City MSA (12.5%). Over one-quarter (29.6%) of Leavenworth residents with a disability are over the age of 65, the majority of which have an ambulatory difficulty, indicating serious functional limitations in walking or climbing stairs. Almost eight percent (7.9%) of children in Leavenworth have a disability, and approximately 17.5% of working residents (18-64 years old) have a disability, the majority of which have a cognitive difficulty. The majority of residents with independent living difficulties are between 18-64 years old.

Table 7. Disability Type

Disability Type	2024	
	Count	%
With a hearing difficulty	1,720	5.4%
With a vision difficulty	1,079	3.4%
With a cognitive difficulty	2,770	8.7%
With an ambulatory difficulty	2,617	8.2%
With a self-care difficulty	871	2.7%
With an independent living difficulty	1,810	5.7%
Total civilian noninstitutionalized population	31,820	-

Source: ACS 5-Year Estimates 2020-2024

These patterns are important for planning efforts and housing priorities as they indicate the type of housing needed to accommodate residents' needs, specifically accessibility improvements and potential accommodations (e.g., grab bars in bathrooms, entrance ramps, designated parking). As the city's population continues to age, the incidence of disability may increase, specifically for residents with ambulatory and self-care difficulties. Shifting demographics will result in changing housing and community needs such as accessible and visitable housing units and access to healthcare.

Income, Poverty, and Homelessness

According to the 2024 ACS 5-year estimates, Leavenworth residents had a median household income of \$72,987 in 2024, up 40.3% since 2014. The median household income is much lower than the county at \$89,218 and the Kansas City MSA at \$83,460. Homeowner households have a median income nearly 50% higher than renter households.

Table 8. Median Income by Tenure

Age Group	2014	2019	2024	% Change (2014 – 2024)
Renter	\$41,309	\$47,154	\$56,417	36.6%
Owner	\$64,014	\$69,137	\$86,259	34.8%
All	\$52,022	\$59,132	\$72,987	40.3%

Source: ACS 5-Year Estimates 2010-2014, 2015-2019, and 2020-2024

The majority of renters earn less than 80% of the area median income, which may leave them more vulnerable to housing instability. With less income, renter households may have to choose between housing costs and other necessities.

An estimated 11.7% of Leavenworth residents were living in poverty, which is a markable decrease from 19.5% in 2014 and 15.0% in 2019. The percentage of residents 65 years and over living in poverty is 12.8%, which is slightly higher than the city's overall percentage and indicates a slightly higher housing vulnerability for this age group with fixed incomes.

Each year in January, the Kansas Statewide Homeless Coalition helps conduct a Point-In-Time Count which offers an overview of homelessness. The 2025 Point-In-Time Count showed a slight decrease in homelessness from 2023 for several counties in Northeast Kansas including Leavenworth County, decreasing from 97 unhoused people in 2023 to 89 unhoused people in 2025. Of these 89 people, 36 were self-reported as chronically homeless, defined as being homeless for at least a year or repeatedly over time

while also living with a disabling condition, such as a physical disability, serious mental illness, or substance use disorder. Almost one in five of the unhoused population are currently employed, 25% receive benefits, and 24% are homeless for the first time. Approximately 80% of the unhoused individuals counted in the northeast region of the state, including Atchison, Brown, Doniphan, Jackson, Jefferson, Leavenworth, and Nemaha counties, live in Leavenworth County. Under half of the homeless population in Leavenworth County is considered unsheltered, referring to people living in places not meant for human habitation.

Housing Indicators

Housing Types

Housing stock in Leavenworth is concentrated in single-family homes and smaller scale developments, primarily single unit structures, which comprise 76.8% of the market. Leavenworth County has a slightly higher percentage of single unit structures (83.9%) and the Kansas City MSA has a slightly lower percentage (75%). Residential buildings with less than 5 units comprised 86.6% of housing stock overall. Over the last 10 years, 249 total units were permitted through 2025 year-to-date. New housing permits were concentrated in single-family buildings, with 92.8% in single unit structures, and 7.2% in 2- to 4-unit structures. The city captured around 8.0% of total units permitted in the county over the last 10 years, much less than the city’s proportional share. Leavenworth County continues to add housing units at a greater rate than the city.

Table 9. Housing Structures by the Number of Units per Structure in City of Leavenworth

Housing Units per Structure	2024	
	Count	Share
<i>Single Unit</i>	11,418	76.8%
<i>2 to 4 Units</i>	1,459	9.8%
<i>5+ Units</i>	1,834	12.3%
<i>Mobile Homes or Other</i>	153	1.0%
Total	14,864	100.0%

Source: ACS 5-Year Estimates 2010-2014; ACS 5-Year Estimates 2020-2024

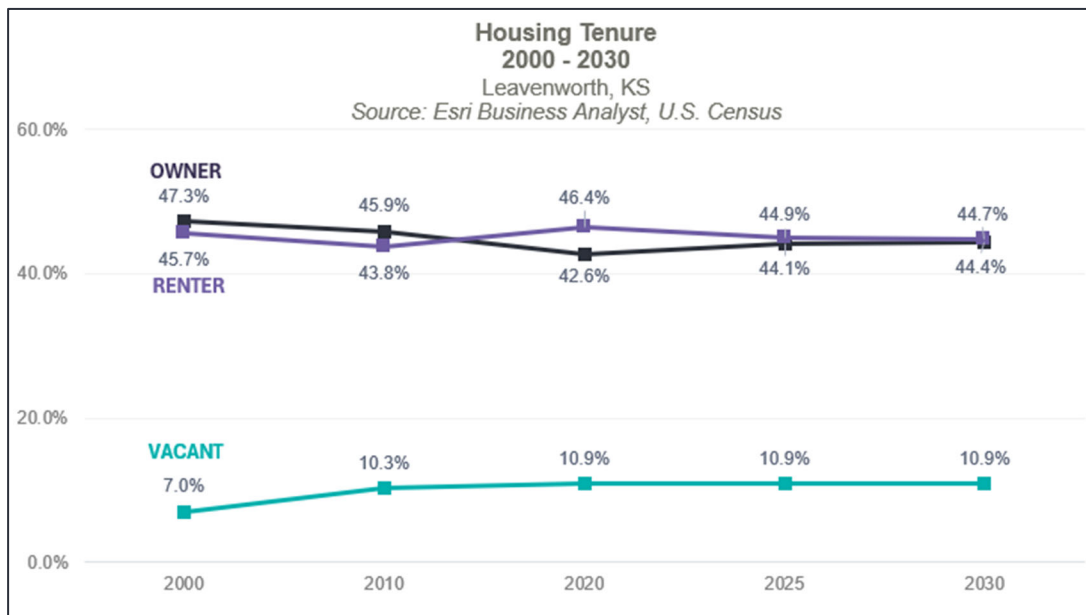
Table 10. Building Permits in the City of Leavenworth and Leavenworth County

Year	City of Leavenworth			County of Leavenworth		
	Single Family	2-4 Units Per Building	Multifamily (5+ Units Per Building)	Single Family	2-4 Units Per Building	Multifamily (5+ Units Per Building)
2015	10	0	0	212	8	0
2016	20	0	0	240	16	42
2017	14	0	0	257	0	0
2018	29	0	0	309	0	0
2019	24	0	0	246	12	0
2020	41	0	0	281	43	32
2021	27	8	0	299	62	0
2022	16	4	0	220	12	74
2023	23	4	0	183	14	0
2024	22	2	0	241	56	50
2025 (YTD)	7	0	0	208	6	0
10-Year Total	233	18	0	2,696	229	198

Source: City of Leavenworth; Texas A&M Real Estate Research Center

Tenure trends across the city have been relatively consistent over the last 30 years. The share of owner households peaked in 2000s, and fell in 2010, modelling national trends in ownership after the Great Recession. Currently, there is a relatively even split between homeowners and renters in the city, at 44.1% and 44.9%, respectively, and 10.9% vacancy. Leavenworth’s vacancy is higher than the metro area, which has a 7.2% vacancy rate. These trends are forecasted to continue through 2030.

Figure 5. Time Series of Housing Tenure in Leavenworth, 2000-2030



Housing Vacancy

Of the vacant housing units, most were classified as vacant for rent (51.2%) followed by “other vacant,” which include units being repaired or renovated, units in foreclosure, bank-owned properties not on the market yet, and units where the owner is elderly and living in a nursing home or with family. Rented but unoccupied units and vacant for-sale units comprised the remaining smaller share of remaining vacancies, at 3.4% and 2.5%. respectively.

Figure 6. Characteristics of Housing Vacancies in Leavenworth

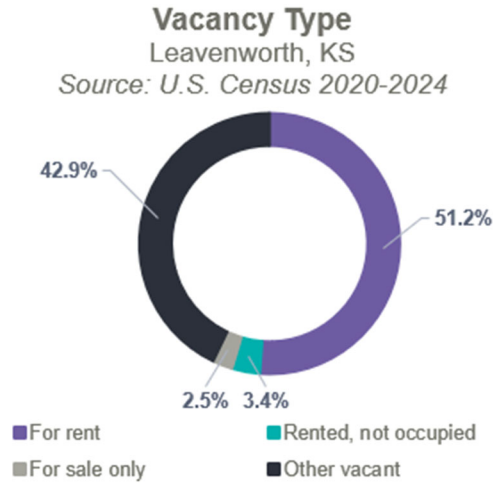
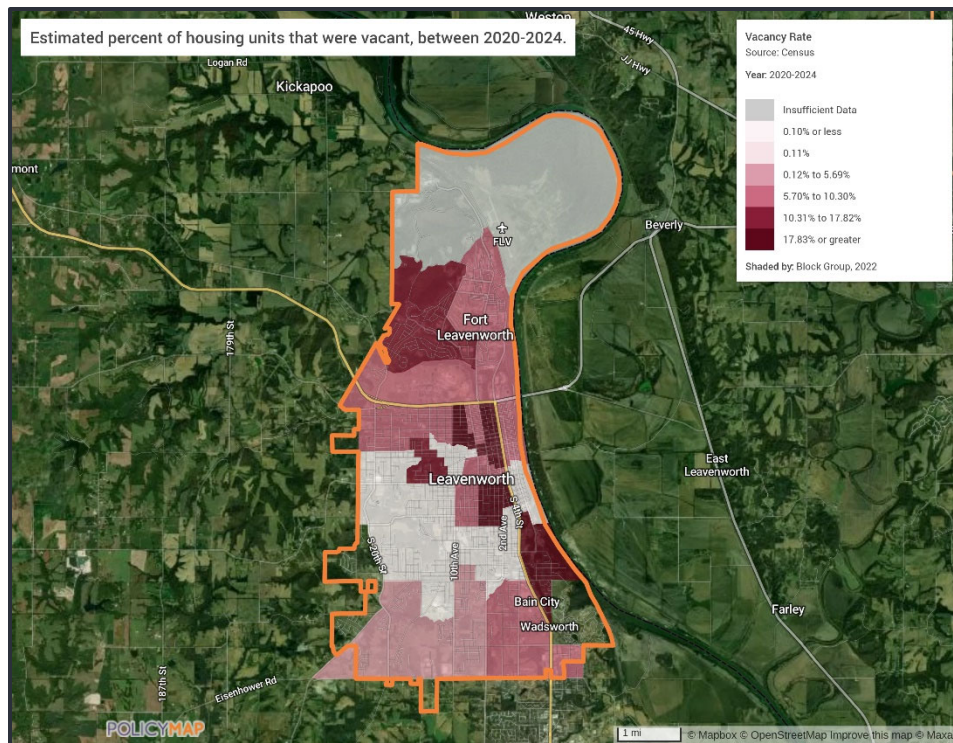


Figure 7. Spatial Distribution of Housing Vacancies, Census Block Groups



Some level of vacancy, especially “other vacant” and vacant rentals can be attributed to older housing stock. Furthermore, observing the age of overall and occupied housing stock is important to understanding housing that may be at risk for obsolescence in future years. The median year built across housing units was 1971, with the median year for rental occupied stock slightly higher than owner occupied (1972 versus 1969). Approximately 40.6% of the housing stock was built before 1960, with another 41.3% built before 2000.

The majority of new homes (built after 2020) were owner-occupied, corresponding to development patterns observed in residential building permitting (permits were almost exclusively single family). The newest homes, built since 2020, are concentrated in the southwest area of the city with two new single family developments. Homes built after 2000 were built in the southwest and on Fort Leavenworth, where over 60.0% of stock was built after 2000, as shown in below in Figure 8. Distribution of renter-occupied and owner-occupied housing stock were comparable, though more renters lived in stock built from 2010 to 2019.

Age of Housing

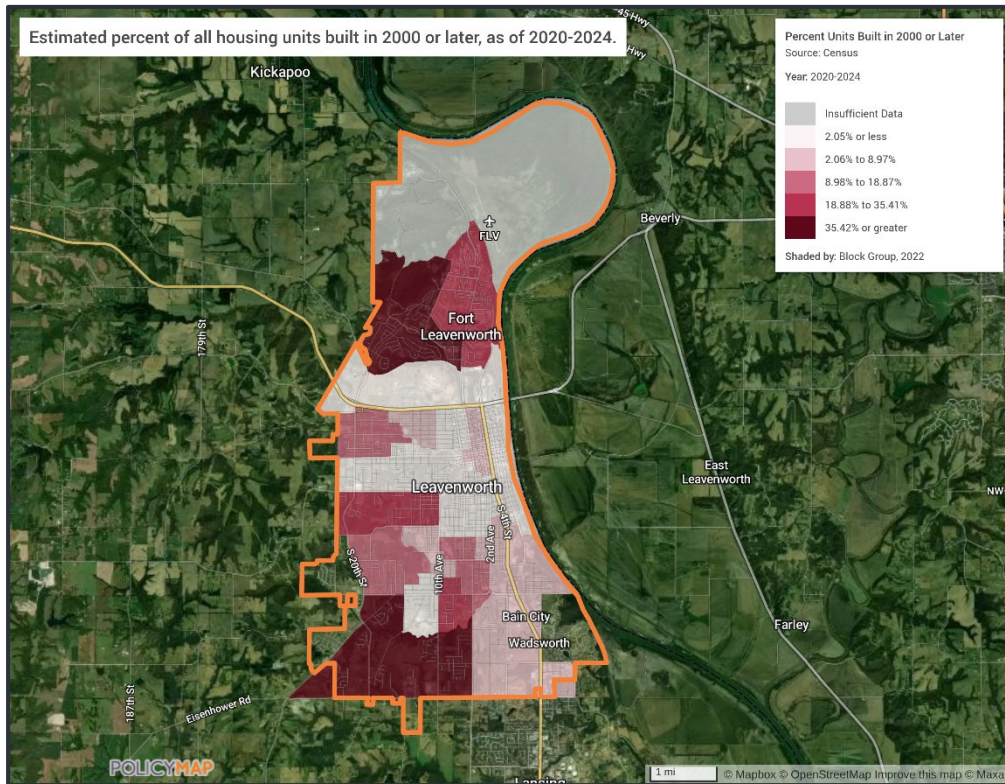
As Leavenworth is recognized as the First City of Kansas, the historic nature of the city’s buildings is important to neighborhood and community character. The city has nine historic districts, and the preservation of historic and cultural resources is a goal in the City’s Comprehensive Plan. However, aging housing often is less desirable to many residents because of higher maintenance costs, the need for rehabilitation, and the additional regulatory barriers when repairs are needed. Most of vacant housing stock was concentrated in the oldest housing units, with 46.2% of vacant units built before 1940.

Table 11. Age of Housing Units by Tenure in Leavenworth

Year Constructed	Owner-Occupied		Renter-Occupied		Vacant		Total	
	Count	Share	Count	Share	Count	Share	Count	Share
2020 or later	87	1.2%	0	0.0%	0	0.0%	87	0.6%
2010 to 2019	214	3.0%	620	9.4%	10	0.9%	844	5.7%
2000 to 2009	883	12.3%	800	12.2%	85	7.5%	1,768	11.9%
1980 to 1999	1,257	17.6%	1364	20.7%	300	26.5%	2,921	19.7%
1960 to 1979	1,852	25.9%	1,220	18.5%	138	12.2%	3,210	21.6%
1940 to 1959	1,021	14.3%	806	12.3%	76	6.7%	1,903	12.8%
Pre 1940	1,842	25.7%	1,767	26.9%	522	46.2%	4,131	27.8%
Total	7,156	100.0%	6,577	100.0%	1,131	100.0%	14,864	100.0%

Source: ACS 5-Year Estimates 2020-2024

Figure 8. Spatial Distribution of Percent of Housing Built Post 2000, Census Block Group



Housing Units and Household Tenure

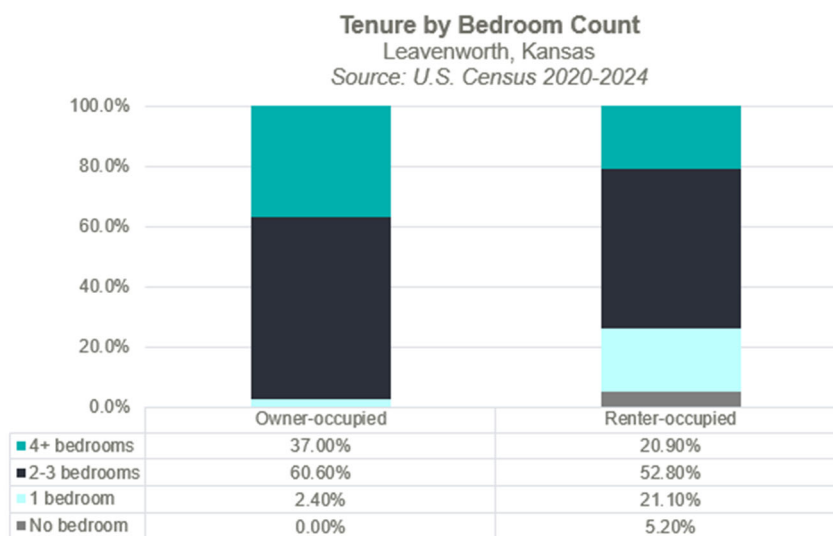
Beyond housing stock vintage, examining the household size and the occupied housing unit types by tenure can reveal whether current housing product is meeting the needs of residents. Currently, the average household size for owners in Leavenworth is 2.39, while the average household size for renters is slightly larger at 2.46. Owner households occupied a disproportionate share of units with larger bedroom counts, with 43.6% of the total 4 or more people households but occupying 56.2% of the total occupied housing stock with 4+ bedrooms, suggesting that renter households may be more at risk for overcrowding.

Table 12. Tenure by Household Sizes in Leavenworth

Household Size	Owner-Occupied		Renter-Occupied		Total	
	Count	Share	Count	Share	Count	Share
1- person	2,231	31.2%	2,521	38.3%	4,752	34.6%
2- person	2,837	39.6%	1,562	23.7%	4,399	32.0%
3- person	780	10.9%	801	12.2%	1,581	11.5%
4- person	728	10.2%	877	13.3%	1,605	11.7%
5- person	227	3.2%	538	8.2%	765	5.6%
6- person	204	2.9%	239	3.6%	443	3.2%
7+ person	149	2.1%	39	0.6%	188	1.4%
Total	7,156	100.0%	6,577	100.0%	13,733	100.0%
Average Household Size	2.39		2.46		2.42	

Source: ACS 5-Year Estimates 2020-2024

Figure 9. Comparison of Housing Tenure to Housing Unit Size by Bedroom Count in Leavenworth



Of occupied units, most renters occupy higher density structures, comprising the entire share of those living in buildings with units in structures with at least 5 units (11.5% of total occupied units). Almost all owners occupied single-family detached structures.

Table 13. Tenure by Units in Structure in Leavenworth

Units in structure	Owner-Occupied		Renter-Occupied		Total	
	Count	Share	Count	Share	Count	Share
1-unit detached	6,974	97.5%	2,388	36.3%	9,362	68.2%
1-unit attached	71	1.0%	1,394	21.2%	1,465	10.7%
2 apartments	35	0.5%	424	6.4%	459	3.3%
3 to 4 apartments	12	0.2%	706	10.7%	718	5.2%
5 to 9 apartments	0	0.0%	631	9.6%	631	4.6%
10+ apartments	0	0.0%	945	14.4%	945	6.9%
Mobile Home	64	0.9%	89	1.4%	153	1.1%
Total	7,156	100%	6,577	100%	13,733	100%

Source: ACS 5-Year Estimates 2020-2024

Leavenworth had a stable portion of long-term owners, with over a quarter of all households living in the same unit for over 25 years. Across markets nationwide, renters tend to have higher turnover rates than owners, which could be due to various factors including increased mobility and cost pressures. Within Leavenworth, there was a fair share of owners that moved into their units after 2010, representative of post-global financial crisis (GFC) for-sale market recovery, and—over the last ten years—the concentration of the new construction, shown by permits, of detached, single-family homes. A significant portion of renters moved into their units after 2019 (57.3%), despite the relatively low volume of new multifamily construction (indicated by building permits). The median year renter households in Leavenworth moved into their unit was 2021, slightly higher than Leavenworth County (2020) and the Kansas City MSA (2019), which shows that renters are more transient in Leavenworth compared to surrounding areas.

Table 14. *Tenure by Year Household Moved in Leavenworth*

Year Household Moved	Owner-Occupied		Renter-Occupied		Total	
	Count	Share	Count	Share	Count	Share
2023 or later	308	4.3%	1,140	17.3%	1,448	10.5%
2012 to 2023	1,050	14.7%	2,626	39.9%	3,676	26.8%
2010 to 2019	2,189	30.6%	1,989	30.2%	4,178	30.4%
2000 to 2009	1,796	25.1%	622	9.5%	2,418	17.6%
1990 to 1999	695	9.7%	89	1.4%	784	5.7%
1989 or earlier	1,118	15.6%	111	1.7%	1,229	8.9%
Total	7,156	100%	6,577	100%	13,733	100%
Pre-2000	1,813	25.3%	200	3.0%	2,013	14.7%

Source: ACS 5-Year Estimates 2020-2024

Furthermore, a high presence of cost-burdened households, spending over 30% of their monthly incomes on housing costs, and severely cost-burdened households, spending over 50%, indicate a risk for high turnover rate, displacement, and housing instability. Citywide, 35.9% of renters were cost-burdened and 12.9% of all renter households severely cost-burdened. This was lower than Leavenworth County overall (37.0% cost-burdened, 15.8% severely cost-burdened), though Leavenworth had a higher share of renter households. About one in six owner households in the city (15.2%) were cost-burdened, on-par with Leavenworth County (16.5%). Over a third of these households were severely cost-burdened, with most of these households (65.4%) having a mortgage.

Table 15. *Cost-Burdened Households by Tenure in Leavenworth*

Housing Cost as Perc. of Income	Owned, With Mortgage		Owned, Without Mortgage		Rented	
	Count	Share	Count	Share	Count	Share
30% and Under	3,149	74.6%	2,497	85.2%	3,370	51.2%
Over 30%	797	18.9%	288	9.8%	2,361	35.9%
Over 50%	278	6.6%	147	5.0%	846	12.9%
Total	4,224	100%	2,932	100%	6,577	100%

Source: ACS 5-Year Estimates 2020-2024, PolicyMap

Figure 10. *Spatial Distribution of Severely Cost-Burdened Households by Tenure in Leavenworth*

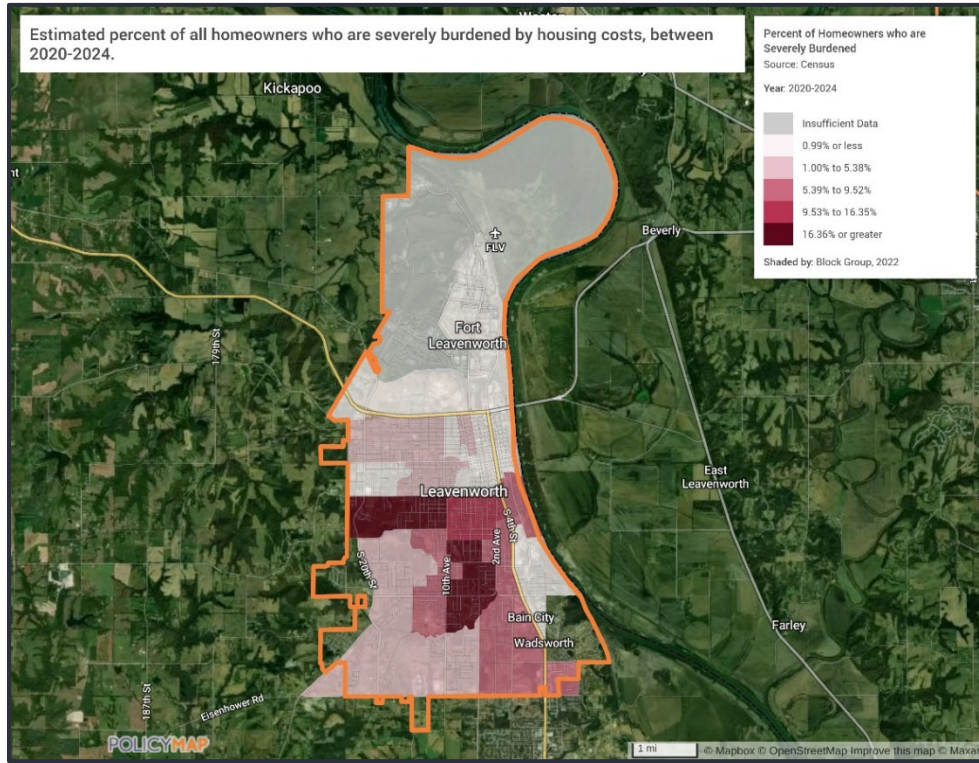
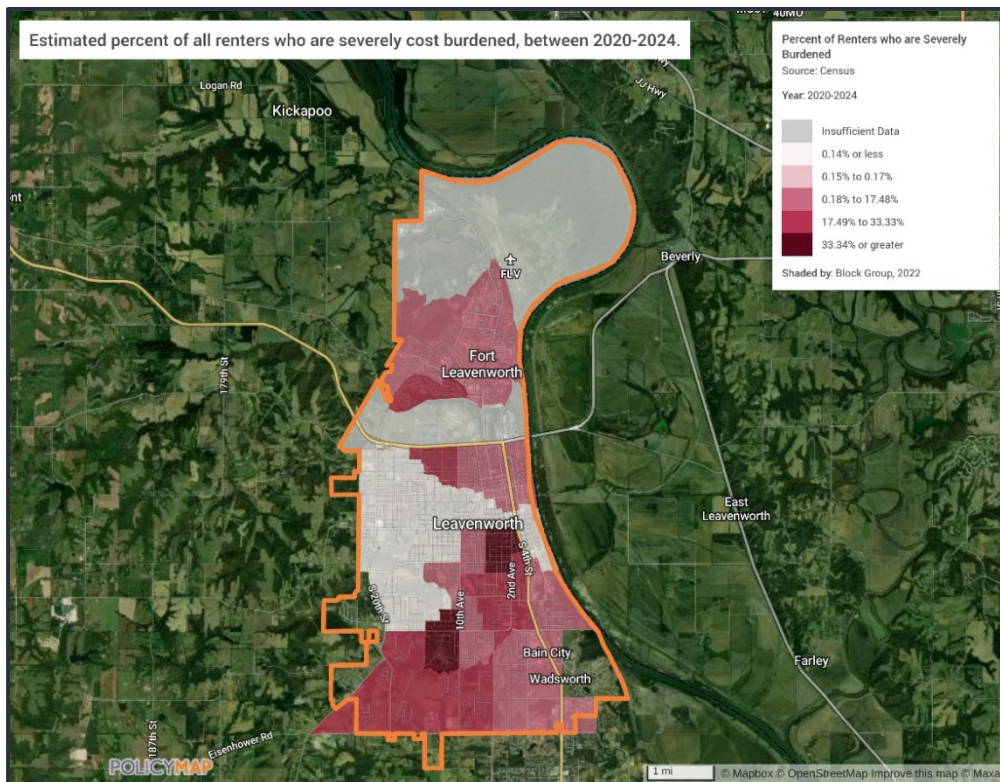


Figure 11. *Spatial Distribution of Severely Cost-Burdened Renter Households in Leavenworth*



CITY OF LEAVENWORTH, KS
Housing Market Analysis WORKING DRAFT

Housing costs continue to increase faster than income. Over the past five years, median household income in the city has increased by 23.4%. Median home value increased by 55.9% to \$193,000 and median rent increased by 28.3% to \$1,229 over the last five years. Median home value in Leavenworth continues to be substantially lower than the county (\$282,000) and region (\$287,300), however the median rental price in Leavenworth (\$1,229) continues to be comparable to the county (\$1,219) and the region (\$1,249).

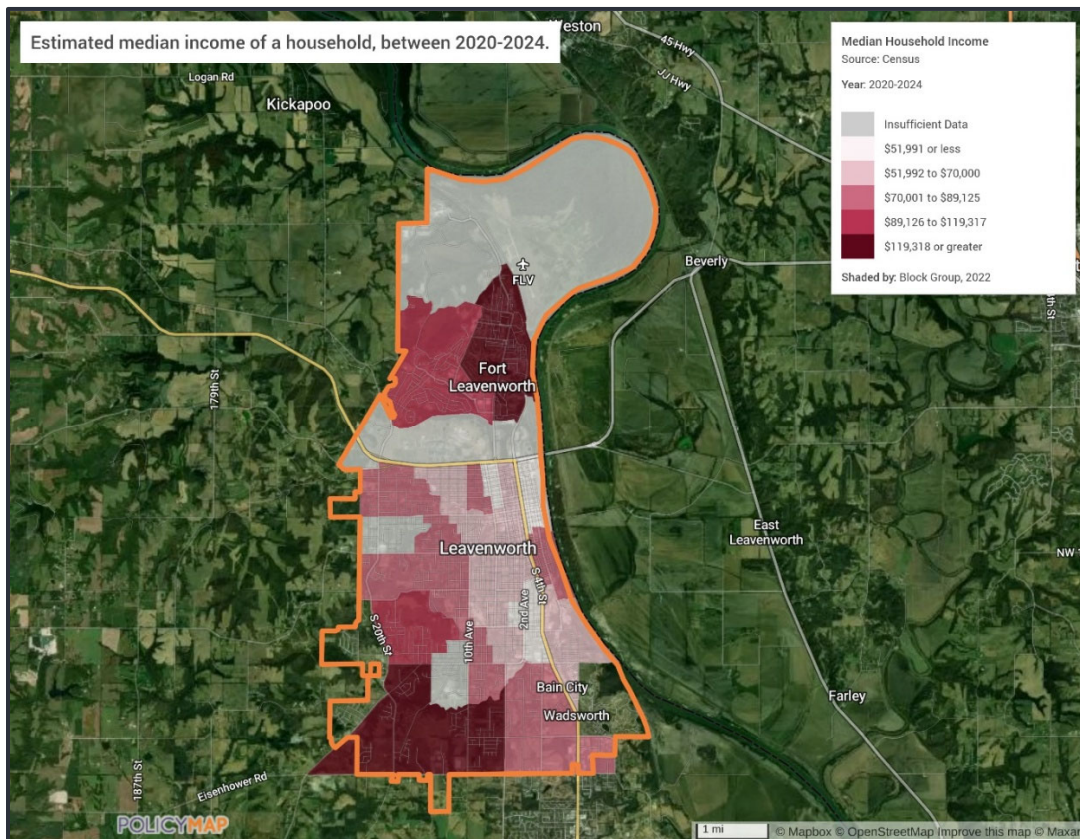
Renter households had significantly lower incomes than owners across Leavenworth, contributing to the elevated percentage of housing cost burden. Owners had the highest median incomes, with the highest share of households making over \$100,000 annually (40.7%). Areas with the highest median incomes in the city included Fort Leavenworth and the southwest area of the city.

Table 16. Household Income Characteristics by Tenure in Leavenworth

Annual Income	Owned		Rented		Total	
	Count	Share	Count	Share	Count	Share
Less than \$25,000	641	9.0%	1,415	21.5%	2,056	15.0%
\$25,000-\$49,999	1,015	14.2%	1,601	24.4%	2,616	19.0%
\$50,000-\$74,999	1,323	18.5%	1,155	17.6%	2,478	18.0%
\$75,000-\$99,999	1,265	17.7%	760	11.6%	2,025	14.7%
\$100,000-\$149,999	1,278	17.9%	1,091	16.6%	2,369	17.3%
\$150,000 or more	1,634	22.8%	555	8.4%	2,189	15.9%
Total	7,156	100%	6,577	100%	13,733	100%
Median Income	\$86,259		\$56,417		\$72,987	

Source: ACS 5-Year Estimates 2020-2024

Figure 12. Spatial Distribution of Households by Median Household Income in Leavenworth



In addition to the age of housing stock, financial and physical conditions of housing in Leavenworth also can indicate households at risk for displacement or obsolescence. Around 26.0% of occupied housing units have at least one selected condition (including lacking complete plumbing facilities, lacking complete kitchen facilities, having multiple occupants per room, or being cost-burdened). Within the occupied stock in Leavenworth, most of these conditions correspond to housing cost burdens (only 27 occupied units have incomplete plumbing, and 82 occupied units have incomplete kitchens).

Table 17. Tenure by Number of Housing Conditions in Leavenworth

Conditions	Owner-Occupied		Renter-Occupied		Total	
	Count	Share	Count	Share	Count	Share
1 condition	1,196	16.7%	2,371	36.0%	3,567	26.0%
2 conditions	0	0.0%	135	2.1%	135	1.0%
3+ conditions	0	0.0%	13	0.2%	13	0.1%
No conditions	5,960	83.3%	4,058	61.7%	10,018	72.9%
Total	7,156	100%	6,577	100%	9,122	100%

Source: ACS 5-Year Estimates 2020-2024

Physical conditions are more likely to impede vacant housing stock across Leavenworth, as 470 total units lack complete kitchen facilities (82% unoccupied), and 408 total units lack complete plumbing facilities (90% unoccupied). HUD defines overcrowding as a household with more than one person per room on average, excluding bathrooms and kitchens, and severe overcrowding as more than 1.5 persons per room. The city has more incidents of overcrowding at 2.2%, compared to the county (1.6%) and the region (1.9%). Almost half (44.2%) of the overcrowded units in the city were severely overcrowded rental occupied units.

Figure 13. Spatial Distribution of Housing Units without Complete Plumbing Facilities

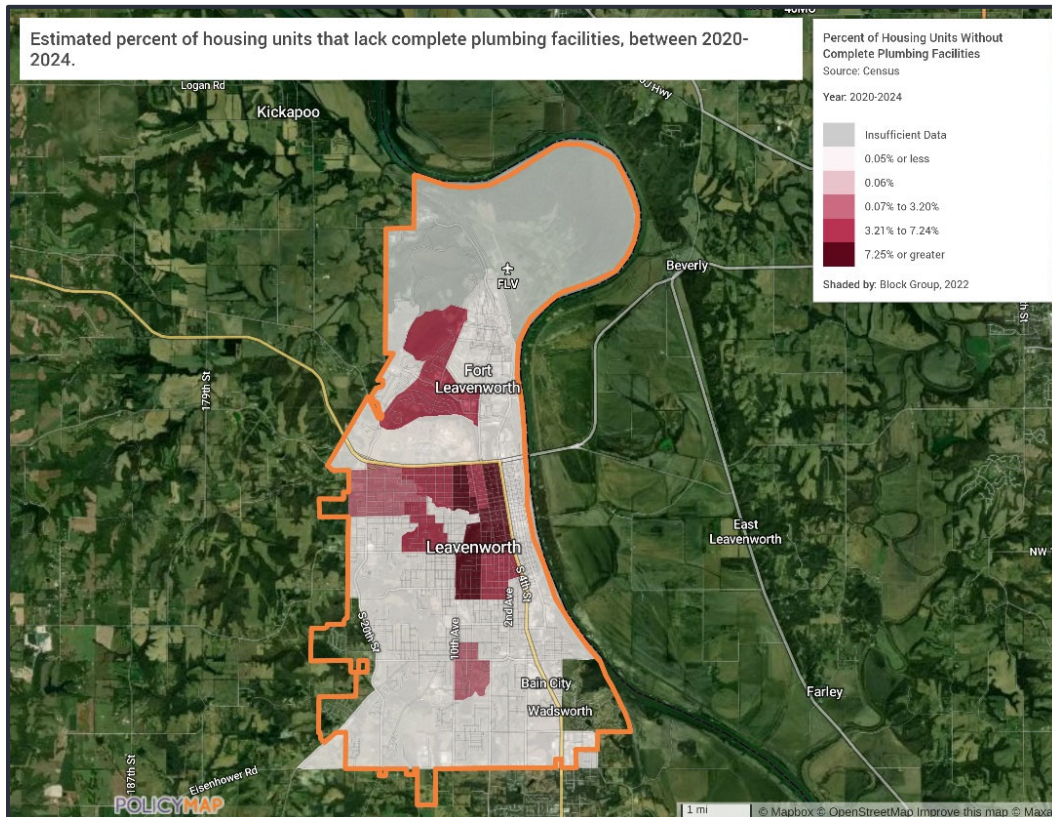
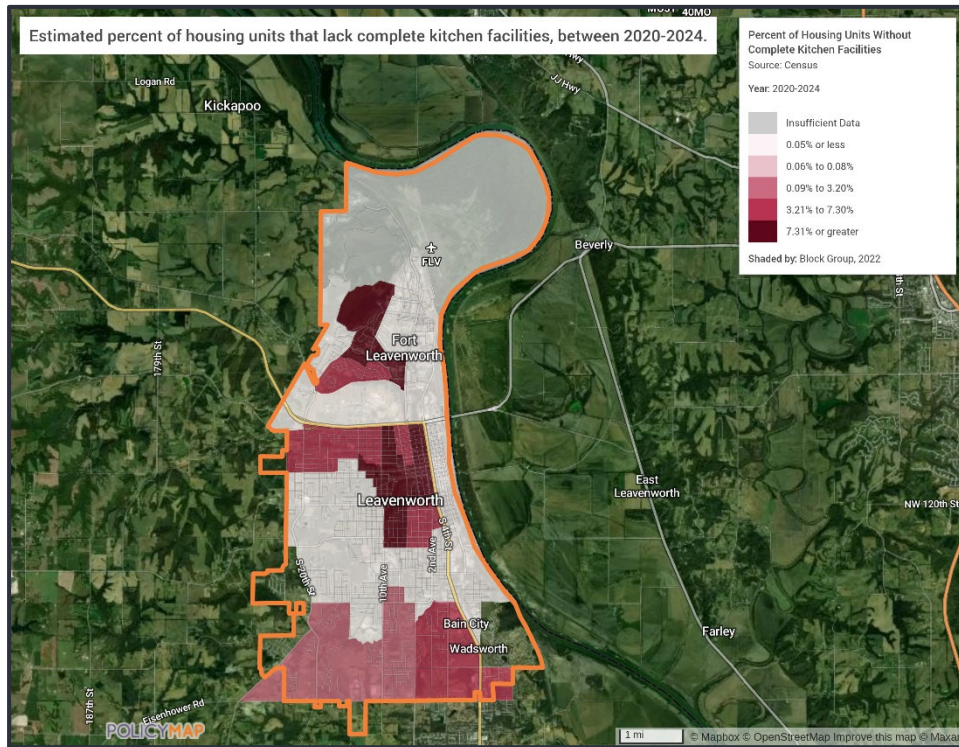


Figure 14. Spatial Distribution of Housing Units without Complete Kitchen Facilities



Workforce & Industry Indicators

Leavenworth was a major employment destination within Leavenworth County, capturing 86% of all jobs, largely due to Fort Leavenworth, which employed over 9,000 people as of most recent estimates. Other major employers within the city were concentrated in healthcare, government, and education industries, with a smaller share of large retailers and manufacturers employing over 100 people.

Table 18. Major Employers in Leavenworth County

Employer	Industry	Location	Employees
Fort Leavenworth	Military/Civilians	Ft. Leavenworth	9,255
VA Medical Center	Healthcare	Leavenworth	1,250
Lansing Correctional Facility	Corrections, State	Lansing	560
Leavenworth USD #453	Public Education	Leavenworth	705
Basehor USD #458	Public Education	Basehor	492
Lansing Unified School District #469	Public Education	Lansing	450
Leavenworth County	Government	Leavenworth	427
VA-CPAC	Healthcare	Leavenworth	420
Walmart Supercenter	Retail	Leavenworth	380
City of Leavenworth	Government	Leavenworth	332

CITY OF LEAVENWORTH, KS
Housing Market Analysis WORKING DRAFT

Employer	Industry	Location	Employees
University of Saint Mary	Higher Education	Leavenworth	230
Tonganoxie Unified School District #464	Public Education	Tonganoxie	310
U.S. Federal Penitentiary	Corrections, Federal	Leavenworth	300
Saint John Hospital	Healthcare	Leavenworth	300
Fort Leavenworth Schools Unified School District #207	Public Education	Ft. Leavenworth	272
Hallmark Cards, Inc.	Retail	Leavenworth	220
Cereal Ingredients	Food Manufacturing	Leavenworth	211
Veteran's Affairs Consolidated Mail Outpatient Pharmacy	Healthcare	Leavenworth	200
Zeck Ford	Auto Retail	Leavenworth	147
Armed Forces Insurance	Insurance	Leavenworth	144
Heatron, Inc.	Equipment Manufacturing	Leavenworth	140
Home Depot	Home Improvement	Leavenworth	130
Miles Excavating	Excavating	Basehor	130
Great Western Manufacturing Co. Inc.	Machine Manufacturing	Leavenworth	123
Hills Pet Nutrition	Manufacturing	Tonganoxie	100
Zephyr Products, Inc.	Metal Manufacturing	Leavenworth	100
Peruvian Connection	Clothing Manufacturing	Tonganoxie	99
Legend Healthcare	Healthcare	Tonganoxie	96
City of Tonganoxie	Government	Tonganoxie	85
First State Bank & Trust	Banking	Basehor & Tonganoxie	75
City of Lansing	Government	Lansing	59
Central Bag Company	Bag Manufacturing	Leavenworth	50
Kansas Heavy Construction LLC	Construction	Tonganoxie	50
Linaweaver Construction	Construction	Lansing	46
HMC Performance Coatings, LLC	Manufacturing/Fabrication	Tonganoxie	45
Total (Top 35 Employers):			17,933
Leavenworth/ Ft. Leavenworth Capture:			86%

Source: Leavenworth County Development Corporation

Amongst all civilian jobs (total jobs across industries in Leavenworth) and employed labor force (residents of Leavenworth employed in any location), there was a jobs to labor ratio of 0.91, indicating almost one job per resident. While the top five industries for civilian employment were similar, there was a higher share of residents working in industries involving skilled trades. Top industries by respective share for jobs in Leavenworth were health care and social assistance; retail trade; educational services; professional, scientific, and technical services; and public administration. By contrast, the top five industries that Leavenworth residents worked in were health care and social assistance; retail trade; educational services; accommodation and food services; and manufacturing.

Table 19. Comparison of Civilian Jobs in Leavenworth and Resident Industries

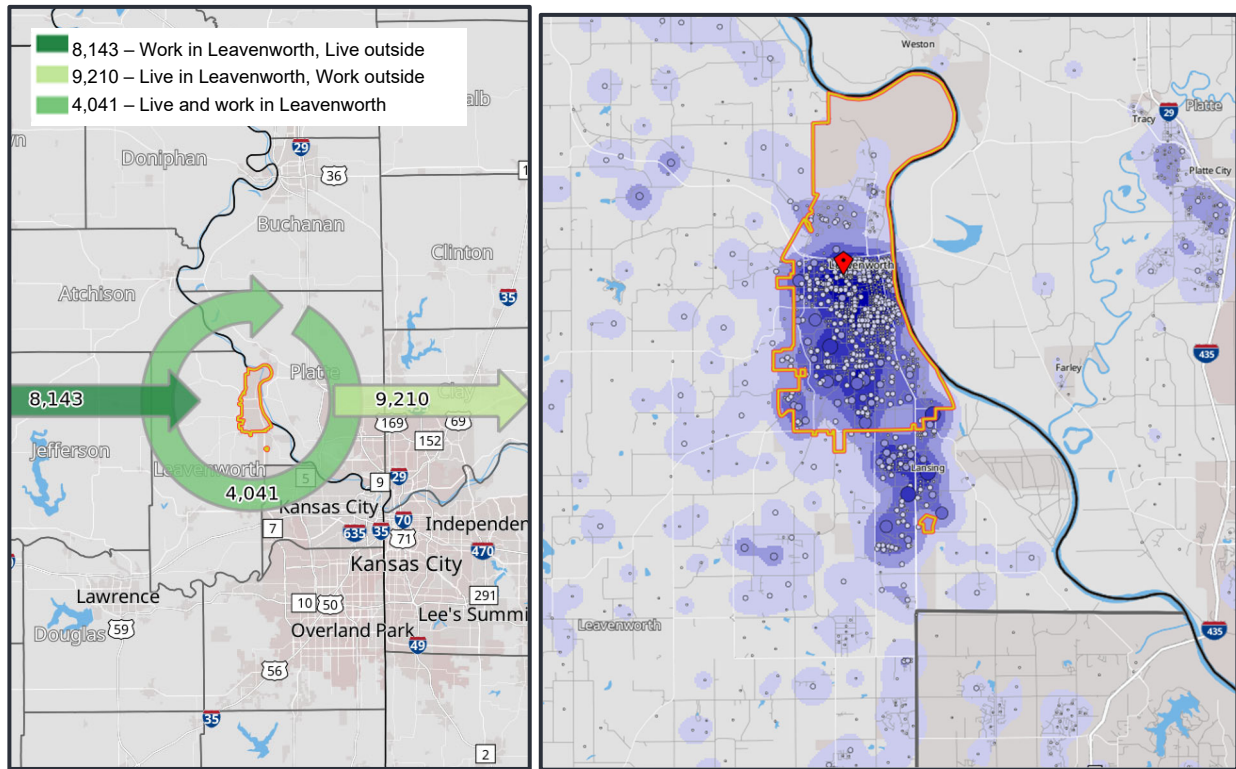
Industry	Total Jobs		Civilian Labor Force	
	#	%	#	%
Health Care and Social Assistance	2,502	20.5%	2,097	15.8%
Retail Trade	1,425	11.7%	1,648	12.4%
Educational Services	1,320	10.8%	1,169	8.8%
Professional, Scientific, and Technical Services	1,066	8.7%	775	5.8%
Public Administration	992	8.1%	790	6.0%
Accommodation and Food Services	931	7.6%	1,308	9.9%
Manufacturing	908	7.5%	984	7.4%
Administration & Support, Waste Management and Remediation	761	6.2%	893	6.7%
Finance and Insurance	505	4.1%	466	3.5%
Other Services (excluding Public Administration)	484	4.0%	422	3.2%
Construction	434	3.6%	700	5.3%
Transportation and Warehousing	282	2.3%	735	5.5%
Real Estate and Rental and Leasing	171	1.4%	176	1.3%
Wholesale Trade	145	1.2%	448	3.4%
Information	88	0.7%	179	1.4%
Arts, Entertainment, and Recreation	76	0.6%	211	1.6%
Utilities	65	0.5%	63	0.5%
Management of Companies and Enterprises	29	0.2%	132	1.0%
Agriculture, Forestry, Fishing and Hunting	0	0.0%	38	0.3%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%	17	0.1%
Total	12,184	100.0%	13,251	100.0%

Source: U.S. Census LEHD 2023

Given some industry mismatch between jobs and employed residents, the area experiences a significant inflow of workers, and simultaneously an outflow of the local resident labor force daily. Around 33% of the over 12,000 jobs in Leavenworth were held by city residents; with 12.0% of in-commuters traveling over 50 miles to Leavenworth, and 49.6% traveling less than 10 miles from neighboring areas. A similar share of city residents (11.0%) commuted over 50 miles to work, with most residents commuting under 24 miles for jobs in Kansas City (Kansas), Kansas City (Missouri), and Overland Park, Kansas, and Lansing, Kansas, outside of those that worked in Leavenworth.

CITY OF LEAVENWORTH, KS
Housing Market Analysis WORKING DRAFT

Table 20. Commute Inflow and Outflow, Employee Home Locations, U.S. Census LEHD 2023

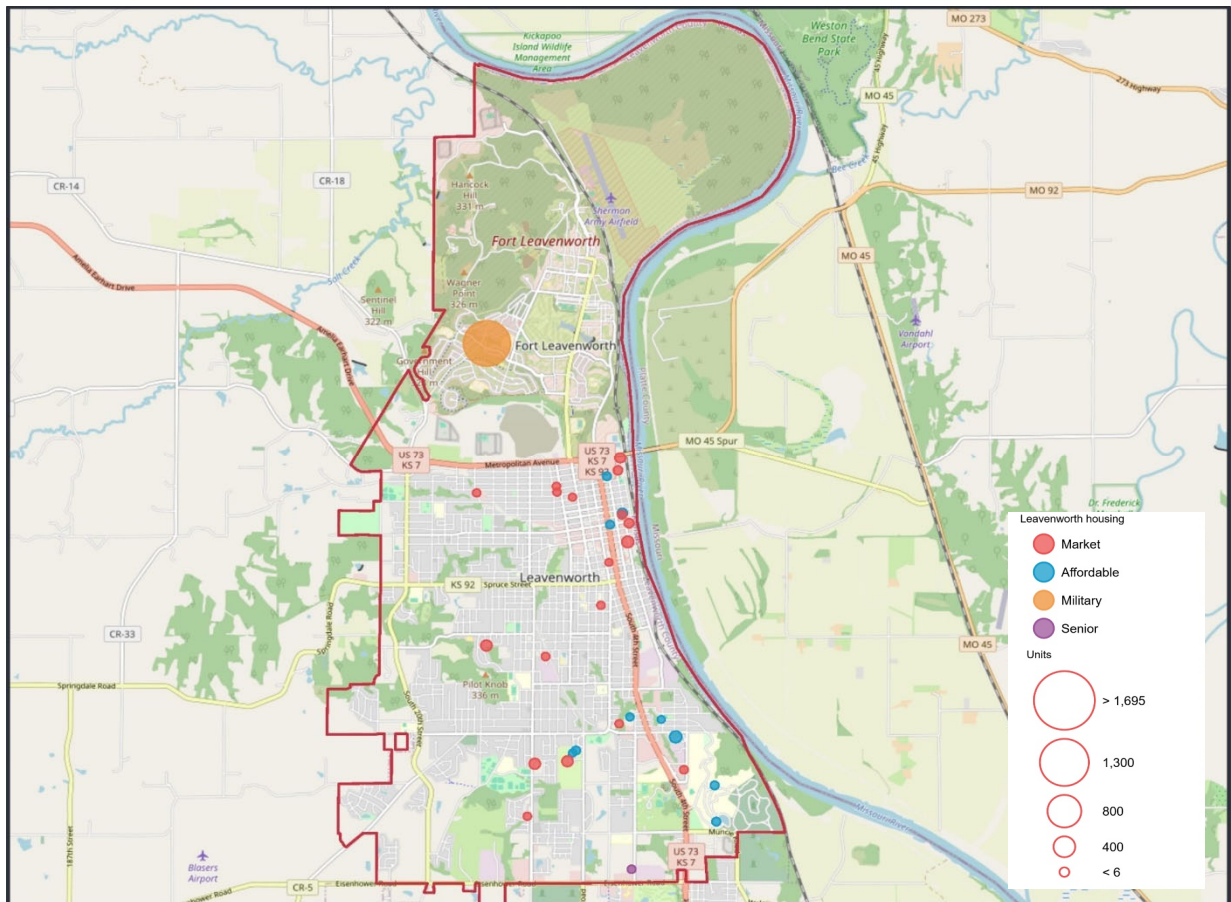


Housing Market Analysis

As of the first quarter of 2026, Leavenworth had 1,265 rental units across 18 developments with more than 10 units, classified as market-rate or mixed-income multifamily institutional rentals. These represent the majority of Leavenworth County’s total multifamily rental institutional stock (1,530 units), but a small portion of the Kansas City metro (214,900 units), with most regional rental stock concentrated in the city and inner-ring suburbs driving south. The average age of the developments was 1991, with multiple adaptive reuse projects and renovated projects, including The Station Lofts at The Riverfront (144 units, renovated in 2018 from the original factory built in 1926); Stove Lofts (185 units adapted in 2015), and Abernathy Lofts (54 units, adapted in 2022 from the original factory built in 1856). According to data from Costar, total market-rate rental supply has stayed constant within the city with no new deliveries since 2018; however, market-rate rental vacancy is elevated in the community compared to the Kansas City metro, at around 9.5% (averaging 10% to 12% since the 2000s) to 7.5% respectively. Vacancy amongst older stabilized product can be a sign of housing conditions (rental units in need of renovation or repair), or other factors drawing renters to other submarkets (apartment amenities, apartment pricing, accessibility, commute times).

The estimated market unit mix was 6.6% studio (84 units), 40.1% 1-bedroom (507 units), 35.0% 2-bedroom (443 units), and 18.3% 3-bedroom units (233 units), with a known overall average unit size of 892 square feet. There were ten identified projects with income-restricted units (583 units). The known average vintage of these projects was 1965, with the latest delivery in 2000. The known unit mix was 42.1% 1-bedroom, 16.2% 2-bedroom, and 41.8% 3-bedroom units. Of these developments, one was targeted for seniors (105 units). In addition, there was one senior living/ assisted living facility (Homestead of Leavenworth) within the city, and on-base housing offered through Frontier Heritage Communities in Fort Leavenworth.

Figure 15. Leavenworth Rental Landscape by Project Type and Size, Costar



Institutional Market-Rate Rental Market Conditions

The 18 identified multifamily rental developments offered market-rate, in institutional rentals (projects larger than ten units). Year-to-date (YTD), in 2026 the average asking rent was \$1,122, 19.4% of the current median household income in Leavenworth. The average asking rent has consistently increased year-over-year, averaging over \$1,000 since 2023. As a relatively older market with no new deliveries, there were few concessions observed in the market, with two projects offering moderate concessions (1 month free) on 12+ month leases. Stabilized market occupancy has yet to reach above 95%, though some of this is due to market vacancy from project renovations over the last five years. Current market occupancy was 90.8% (1,149 units), 16.7% of renter households citywide (6,867). Compared to the Kansas City MSA, Leavenworth had slower rent growth and slower net absorption, though other markets within the metro had new, larger-scale projects deliver to drive growth over the last five years.

Table 21. Market-Rate Performance Comparison

	Leavenworth		Leavenworth County		Kansas City MSA	
	2021 - 2025	2026 YTD	2021 - 2025	2026 YTD	2021 - 2025	2026 YTD
Inventory	1,265	1,265	1,513	1,537	205,979	214,912
Rent (\$)	\$1,024	\$1,122	\$1,030	\$1,128	\$1,301	\$1,391
Ann. Rent Growth (%)	4.1%	2.7%	4.1%	2.5%	3.5%	1.1%
Occupancy (%)	91.3%	90.8%	91.7%	91.7%	92.0%	91.3%
Ann. Net Absorption (Units)	6	-1	20	-2	4,134	557

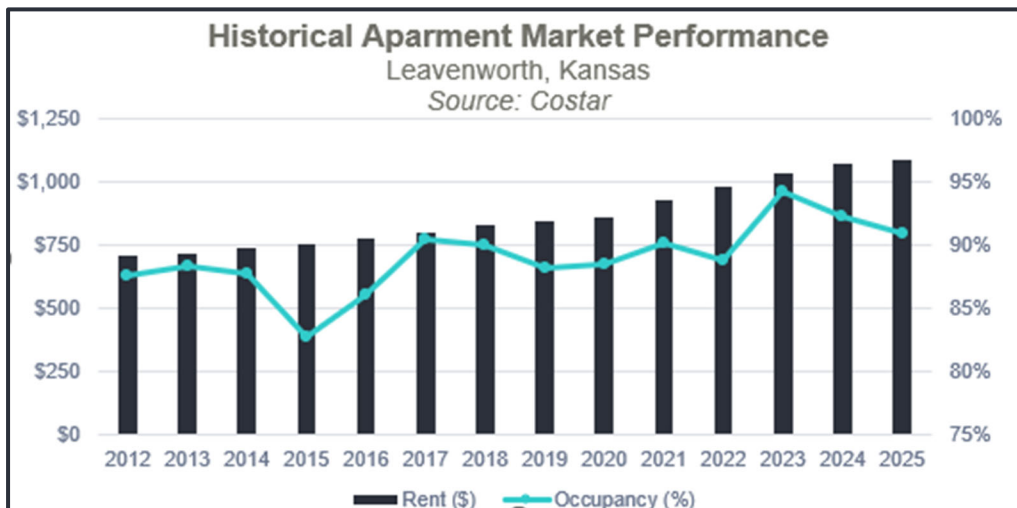
Source: Costar, 2026 YTD through February.

Table 22. Market-Rate Performance By Bed Type 2026 YTD

	Inventory	Mix	Avg. SF	Avg. Rent	Avg. PSF	Occupancy	Rent Growth Y-o-Y
Studio	84	6.6%	357	\$961	\$2.69	90.5%	16.9%
1-Bed	507	40.1%	565	\$1,064	\$1.54	89.7%	6.7%
2-Bed	443	35.0%	854	\$1,156	\$1.31	92.1%	1.4%
3-Bed	231	18.3%	1,118	\$1,244	\$1.11	90.5%	3.8%

Source: Costar

Figure 16. Historical Market-Rate Rental Trends in Leavenworth



Affordable and Income-Restricted Rental Housing Market Conditions

The 583 income-restricted rental units include nine Low-Income Housing Tax Credit (LIHTC) properties (478 units) and one public housing apartment (105 units). Of these, one project, Planters II, is age-restricted targeting seniors, with 105 units (offering 100 one-bedroom units, with nine fully-accessible, and five two-bedroom units). Of the 478 LIHTC units, 94.3% are currently occupied with a known unit mix of 42.1% 1-bedrooms, 16.2% 2-bedrooms, and 41.8% 3-bedrooms.

According to HUD FY 2025 income limits, median family income in the Kansas City MSA (including Leavenworth) is \$111,400. For this same year, Fair Market Rents (defined as estimates of 40th percentile gross rents for standard quality units within an MSA used to determine payment standards for rental assistance programs like Housing Choice Vouchers and set rent ceilings in various federal housing programs) for the MSA ranged from \$940 (efficiency) to \$2,103 (four-bedroom units). The Kansas City metro had some of the highest fair market rents, though the City of Leavenworth had some of the lowest household incomes in the county, further underscoring the unaffordability for city renters.

There was a significant waitlist for Public Housing and the Housing Choice Voucher Program (Section 8) managed through the Leavenworth Housing Authority, with 53 extremely low-income renters on the Public Housing waitlist, and 513 renters on the Section 8 waitlist (483 extremely low income, 24 very low income, and 6 low income).

Table 23. Kansas City MO-KS HUD Metro HMFA Area Income Limits 2025

% AMI	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person
30%	\$23,400	\$26,750	\$30,100	\$33,400	\$37,650	\$43,150
50%	\$39,000	\$44,600	\$50,150	\$55,700	\$60,200	\$64,650
80%	\$62,400	\$71,300	\$80,200	\$89,100	\$96,250	\$103,400
100%	\$78,000	\$89,200	\$100,300	\$111,400	\$120,400	\$129,300

Source: HUD, Kansas Housing Resources Corporation

Table 24. Kansas City MO-KS HUD Metro HMFA Rent Limits 2025

Rent By Bed	Studio	1-Bed	2-Bed	3-Bed	4-Bed
30%	\$585	\$627	\$752	\$869	\$969
50%	\$975	\$1,045	\$1,253	\$1,448	\$1,616
80%	\$1,560	\$1,672	\$2,006	\$2,318	\$2,586

Source: Kansas Housing Resources Corporation

Table 25. Fair Market Rents (FMR) 2025- Kansas City MO-KS HUD Metro

Studio	1-Bed	2-Bed	3-Bed	4-Bed
\$940	\$1,095	\$1,197	\$1,358	\$2,103

Source: HUD, PolicyMap

Figure 17. Regional 2024 Fair Market Rents for 2-Bed Units, HUD

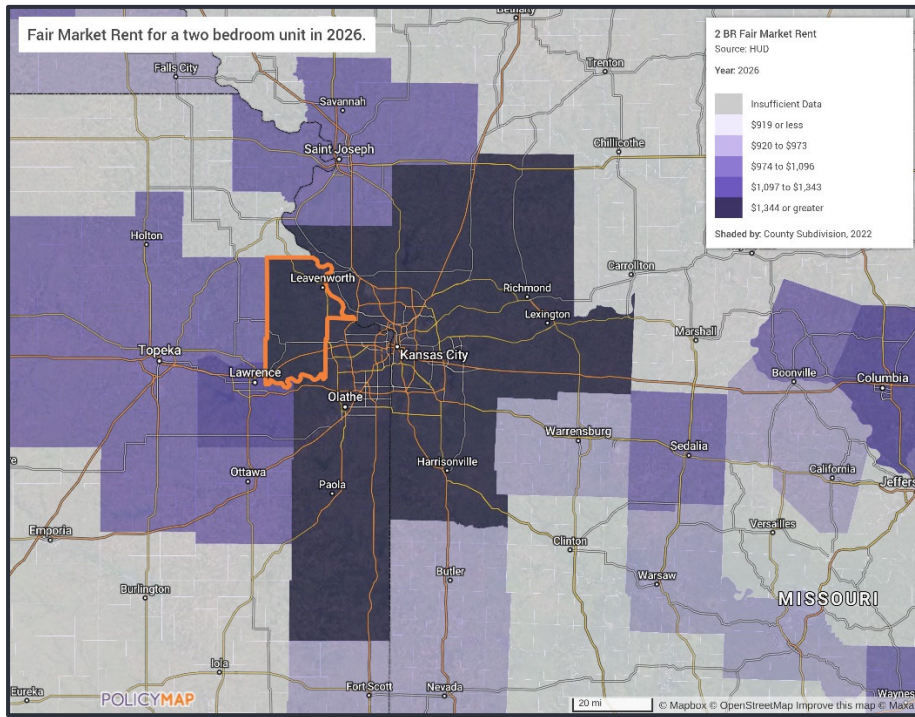
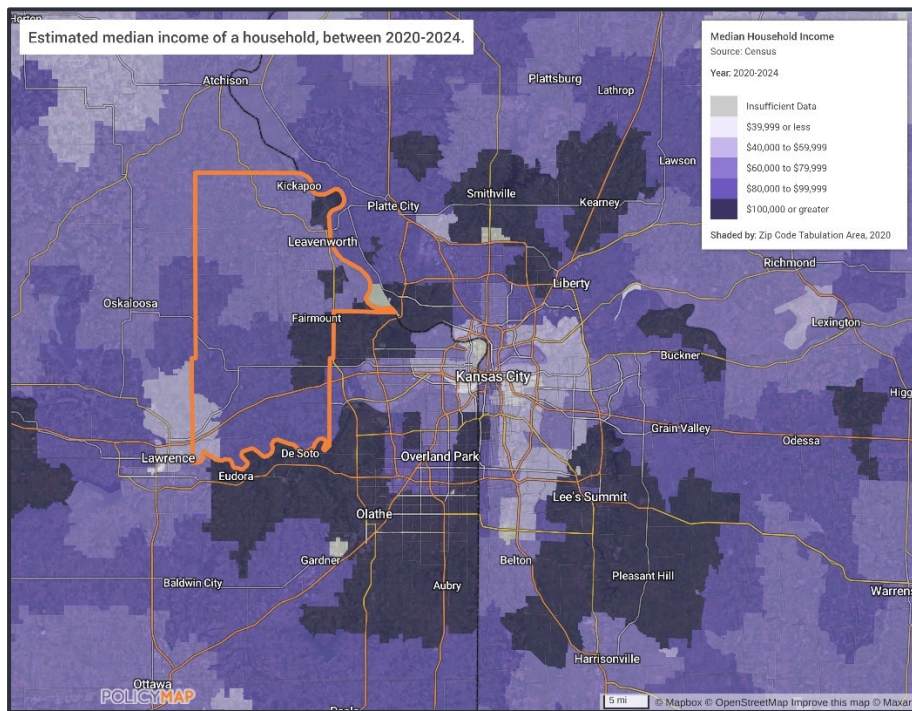


Figure 18. Median Household Income (2020 – 2024), PolicyMap



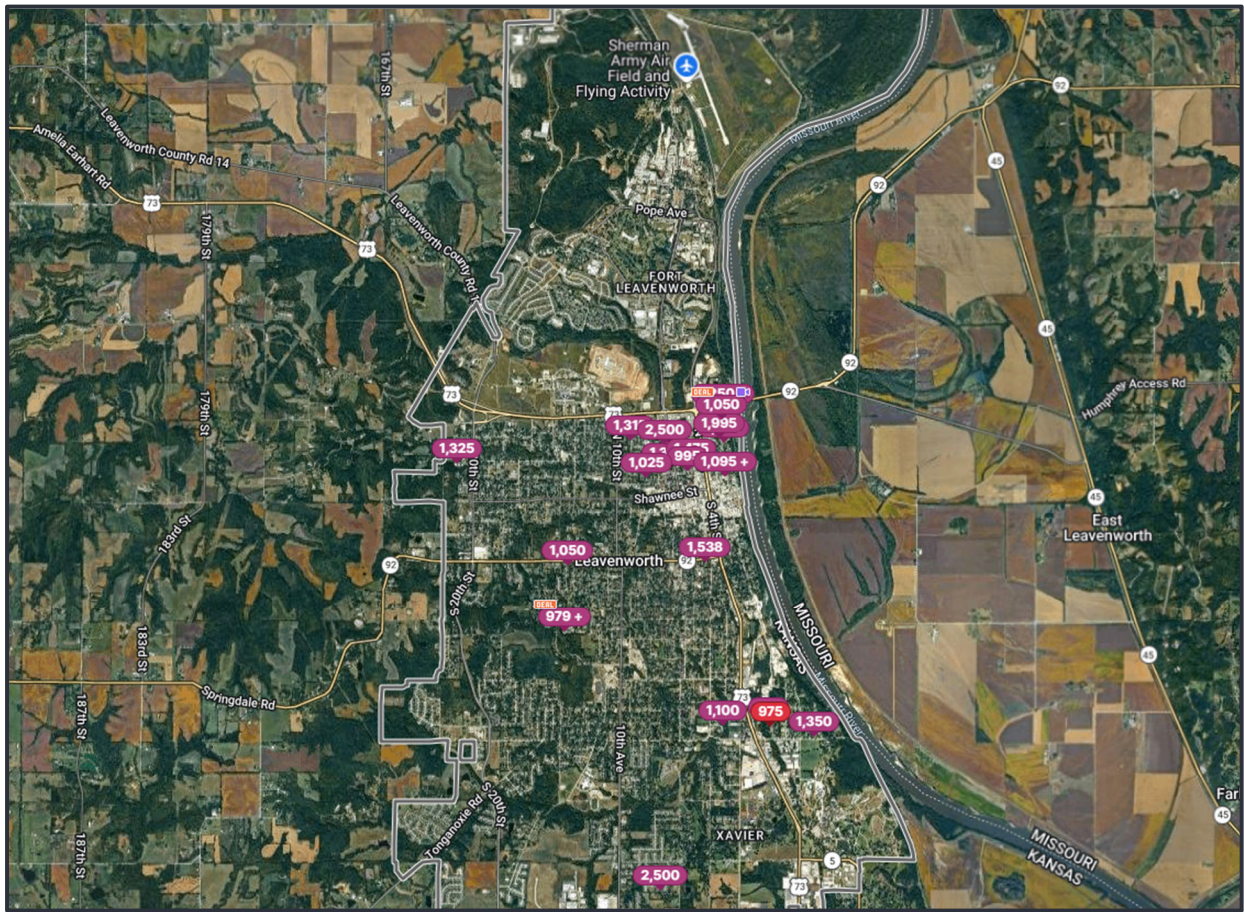
Shadow Rental Market Conditions

A shadow housing market refers to the part of the real estate residential market that operates outside of official or regulated channels. This market is often hidden from public view and not reflected in official statistics, making it difficult to track or regulate; with available units often listed on third-party real estate listing sites like Zillow and Redfin, or found by word of mouth. Examples of this product within the Leavenworth market include single-family and attached units rented by owners and small-scale, independently owned multifamily developments with fewer than ten total units (84.2% renter-occupied units, see Table 11). Given the relatively low supply of institutional market-rate and affordable rental inventory, most of the remaining rented households in Leavenworth resided in shadow market units. Currently there are 11 available listings for single-family homes, townhomes, or condos active citywide (according to Redfin, Zillow, and other third-party rental listing sites). These listings offered two-bedrooms or greater with rents ranging from \$975/ month to \$2,500.

Figure 19. Active Shadow Market Rental Listings Across Leavenworth, Redfin

Address	Location	Price ↑	Beds	Baths	Sq.Ft.	On Redfin
🏠 200 Logan St	Leavenworth	\$975/mo	2	2	—	86 days
🏠 905 Madison St Unit C	Leavenworth	\$1,050/mo	2	1	800	34 days
🏠 819 N 9th St	Leavenworth	\$1,315/mo	3	1.5	1,320	84 days
🏠 2113 Ottawa St Unit 304-C	Leavenworth	\$1,325/mo	3	2	1,274	5 days
🏠 36 Limit St	Leavenworth	\$1,350/mo	2	1.5	—	5 days
🏠 723 Pottawatomie St	Leavenworth	\$1,395/mo	4	1.5	1,700	64 days
🏠 119 Kickapoo St Unit b	Leavenworth	\$1,450/mo	2	2	—	90 days
🏠 509 Pottawatomie St	Leavenworth	\$1,475/mo	3	1.5	1,675	47 days
🏠 909 3rd Ave	Leavenworth	\$1,538/mo	3	2	1,500	51 days
🏠 707 N 2nd St Unit 1	Leavenworth	\$1,995/mo	3	2.5	1,624	30 days
🏠 719 Kiowa St	Leavenworth	\$2,500/mo	7	4	—	266 days
🏠 4809 Broadway Ter	Leavenworth	\$2,500/mo	4	3	2,200	7 days

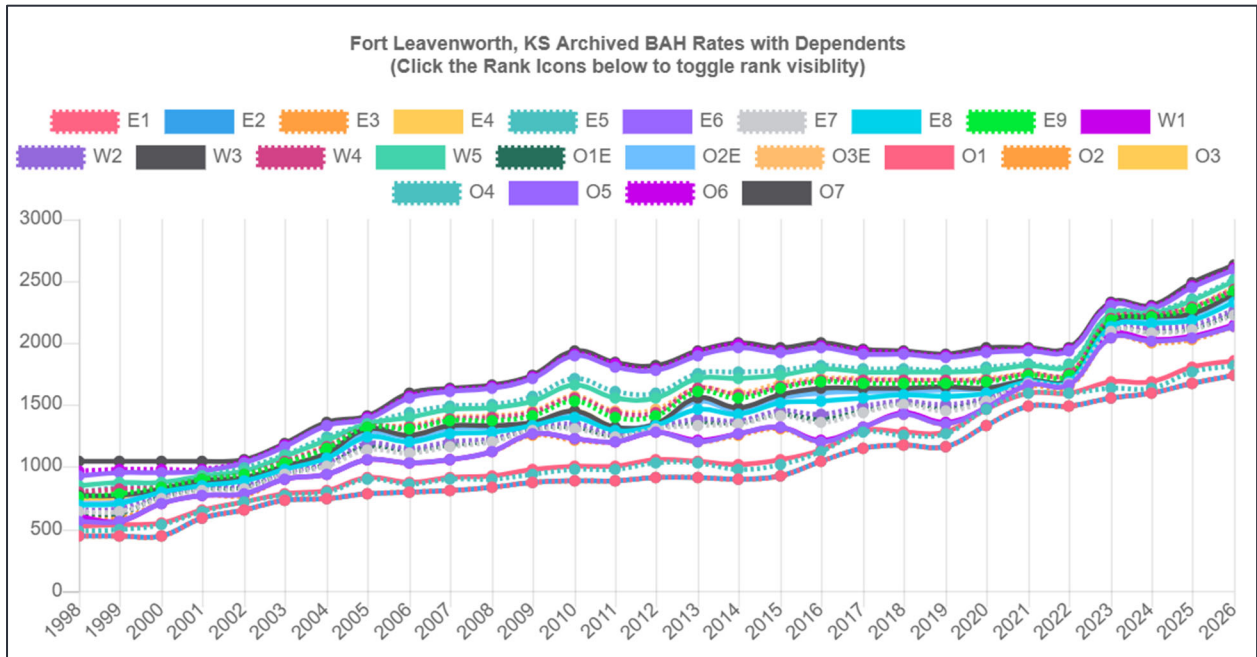
Figure 20. Shadow Market Rental Listings, Redfin



Military Housing

On-base/ on-post military housing is privatized and managed through Frontier Heritage Communities, with all military personnel assigned to Fort Leavenworth with dependents eligible to apply. The community offers over 1,600 different houses across four different types of villages: Permanent Party officer villages; Permanent Party enlisted villages; CCGS/ILE student officers villages; and retiree, DOD civilian, or other civilian villages. The homes offered are single-family and duplex-style homes with three- to five-bedrooms. Community amenities include a fitness center, parks, playgrounds, and 24-hour maintenance. Starting rent at the community is \$1,350 inclusive of utilities (less Wi-Fi and cable), though villages are separated by pricing offering (Basic Allowance for Housing—BAH rates and market-rate).

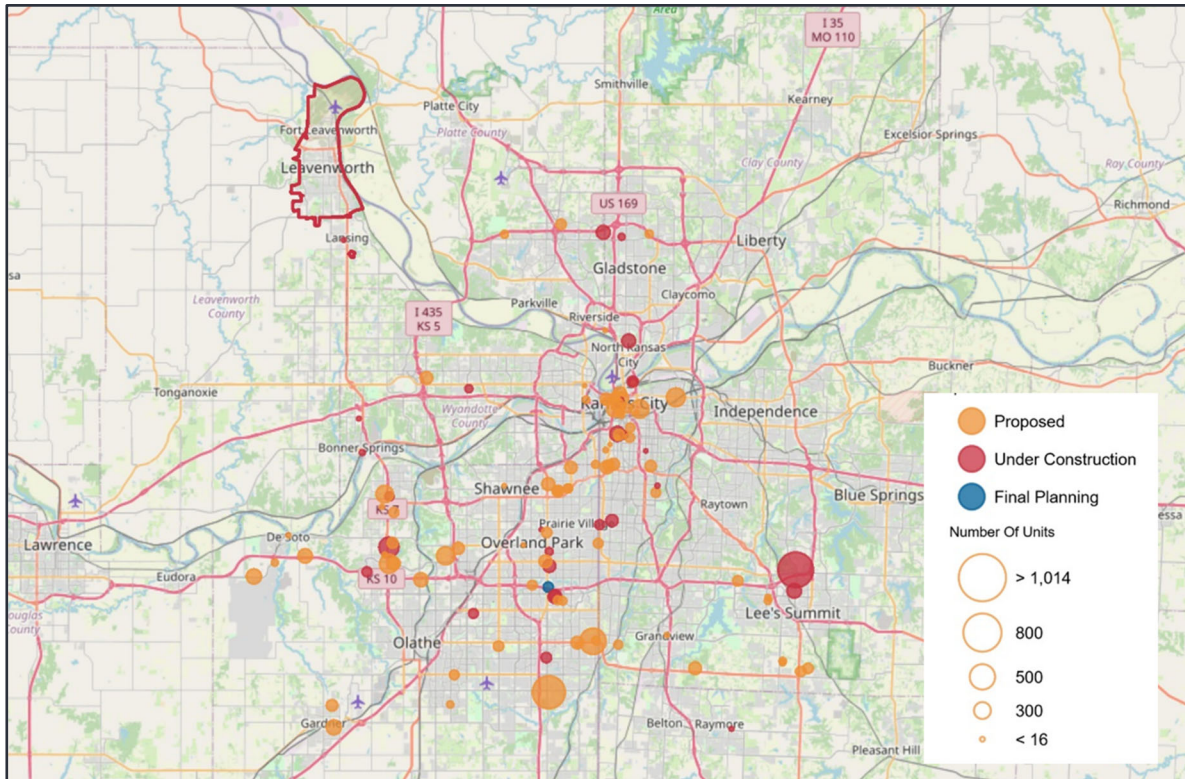
Figure 21. Historic Average BAH Rates Fort Leavenworth, Fort Leavenworth Housing



Future Rental Development

There are currently no rental projects under construction or in earlier planning stages in Leavenworth. Trends in widening affordability gaps and overall household and population decline may persist citywide, as the pathway of development for new pipeline projects is concentrated in areas south of Kansas City, with several projects currently under construction, or in planning and design stages in their respective pipeline.

Figure 22. Recently Completed & Upcoming Institutional Rental Pipeline, Costar



For-Sale Market Conditions

In 2025, there were 439 known home sales across the City of Leavenworth, with a median sale price of \$223,000. Median sale prices have steadily increased year-over-year since 2013. Sales volume peaked in 2021, when cities nationwide were observing elevated sales, largely due to historically low interest rates. Within Leavenworth, building permits peaked during this time (61 for-sale homes, a third of all permits since 2015) with steady sales in the years following partially attributed to the absorption of this newer product. Most closings were from single-family detached sales (1,296 out of 1,306 closings over the last three years). Citywide, known sales of homes costing more than \$400,000 peaked in 2024 (at 17.2%), though almost a third of homes currently on the market (28.6%) are priced over \$400,000. In recent years, around half of all homes sold have been priced between \$150,000 and \$250,000 citywide. Home prices in the city were discounted to median price of homes in the County at 25% to 30% historically (not accounting for square footage), with Leavenworth capturing around 43% of all County sales over the last five years.

Table 26. City of Leavenworth Last Three Years of Closings by Price Range

Price Range	2023		2024		2025		Active Listings	
	Count	Share	Count	Share	Count	Share	Count	Share
< \$100K	22	5.3%	25	5.5%	25	5.7%	3	3.3%
\$100K - \$150K	58	14.0%	46	10.2%	37	8.4%	9	9.9%
\$150K - \$200K	80	19.3%	80	17.7%	81	18.5%	19	20.9%
\$200K - \$250K	72	17.3%	76	16.8%	80	18.2%	14	15.4%
\$250K - \$300K	65	15.7%	62	13.7%	64	14.6%	5	5.5%
\$300K - \$350K	35	8.4%	39	8.6%	51	11.6%	7	7.7%
\$350K - \$400K	32	7.7%	47	10.4%	41	9.3%	8	8.8%
>\$400K	51	12.3%	77	17.0%	60	13.7%	26	28.6%
Total	415	100%	452	100%	439	100%	91	100%

Source: Redfin, Includes public sales with square footage and pricing information.

Figure 23. Historical Sales Trends in Leavenworth, 2013-2025

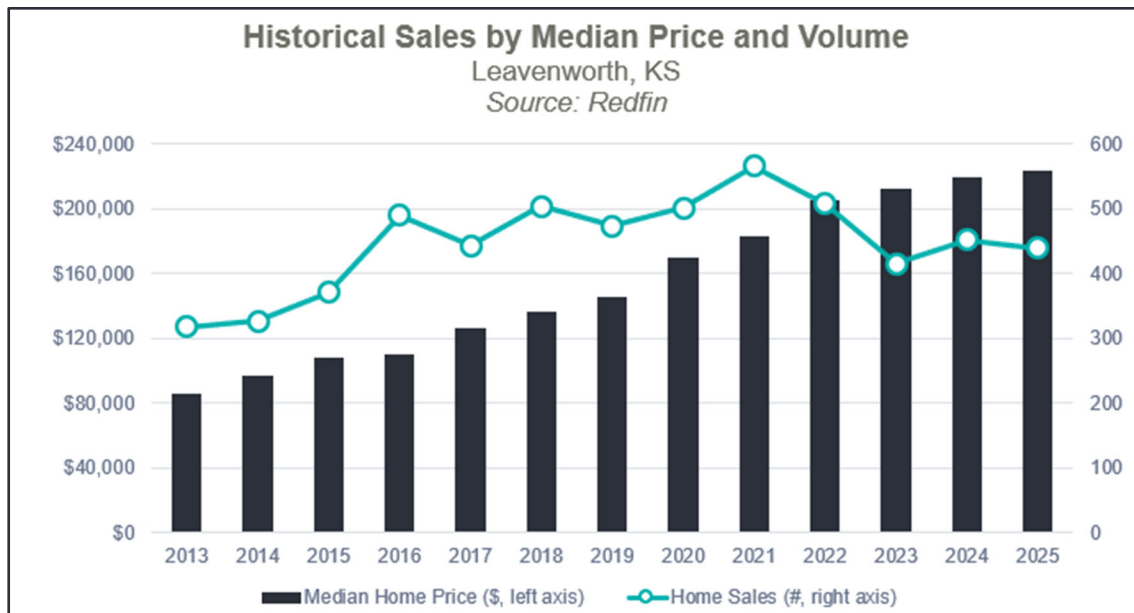


Figure 24. Historical Median Sale Price Comparison, City of Leavenworth vs. Leavenworth County

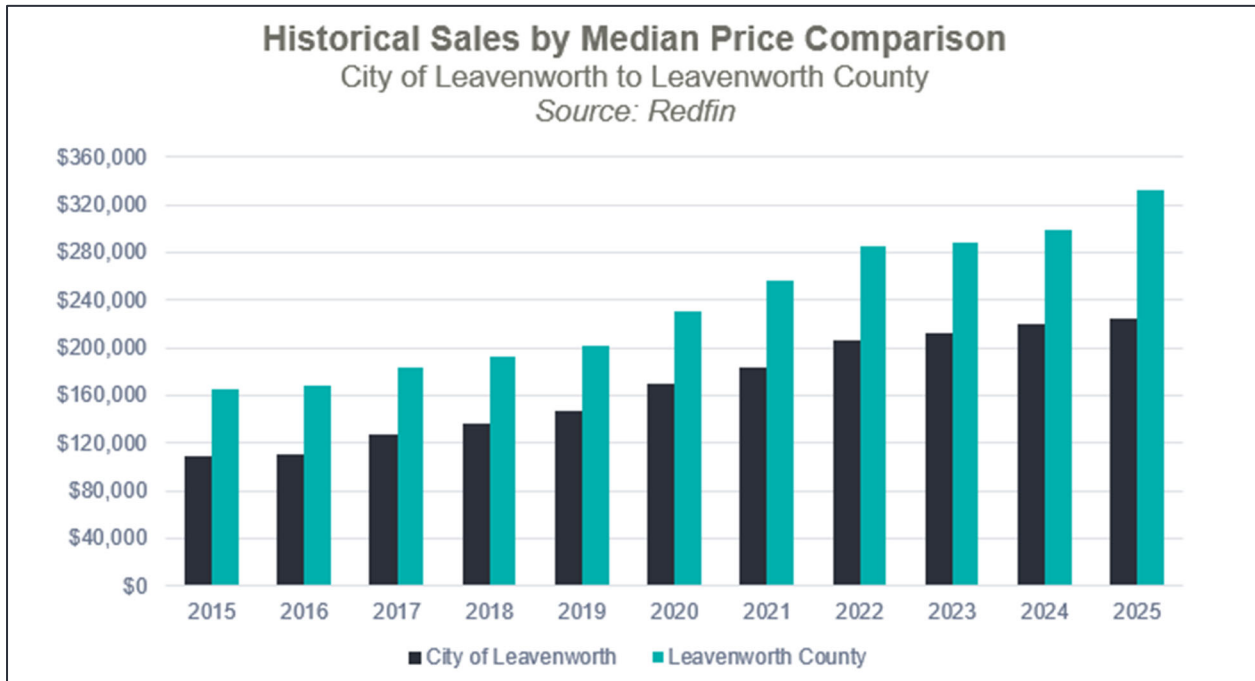
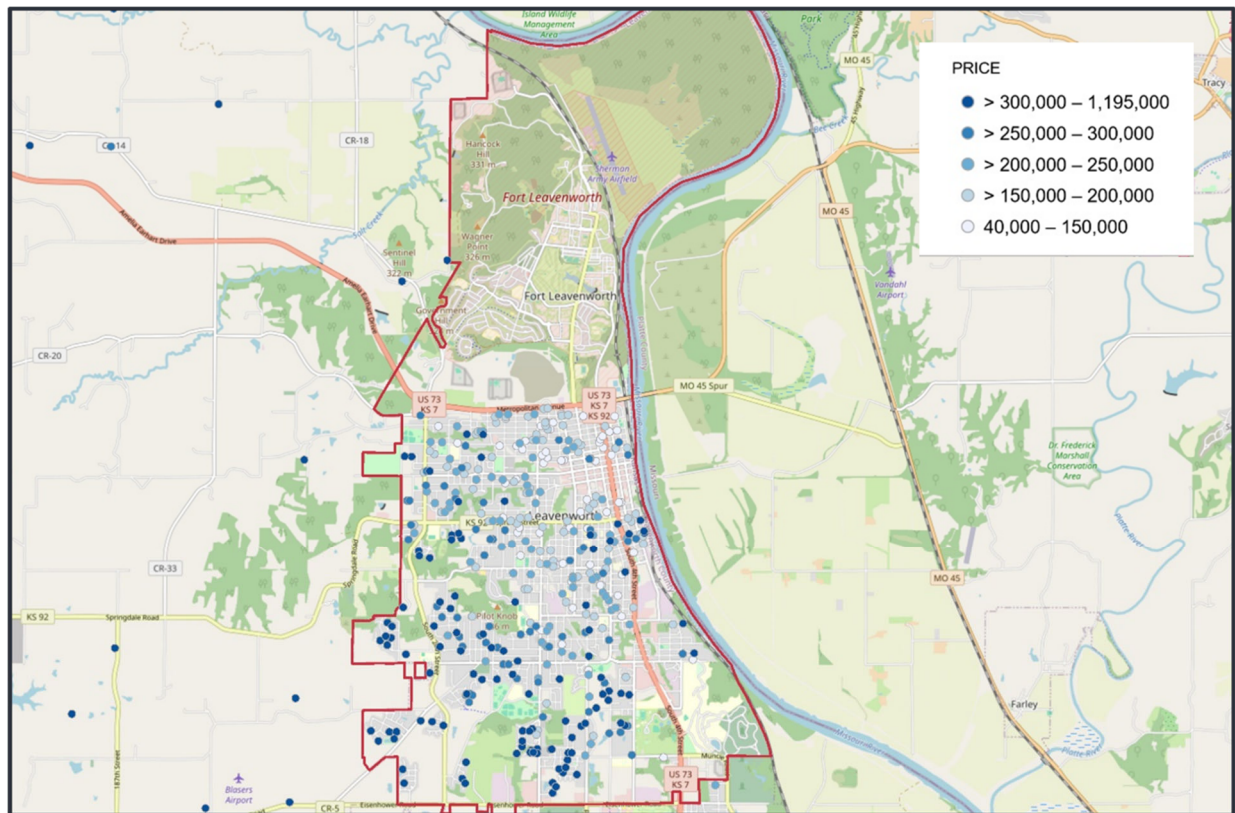


Figure 25. Last 12 Months of Sales Across Leavenworth by Price, Redfin



Known sales over the last three years in Leavenworth have similar characteristics. Average home sale price varied, though; when accounting for differences in square footage, buyers paid more year-over-year from 2023 peaking at \$149 per square foot in 2025. The bulk of owner-occupied housing in Leavenworth was built before 1980 (65.9%) with sales trending slightly older across 2025 than the previous years. Additionally, most homes sold contained three bedrooms.

Table 27. *Leavenworth Last Three Years of Closings Characteristics, Redfin*

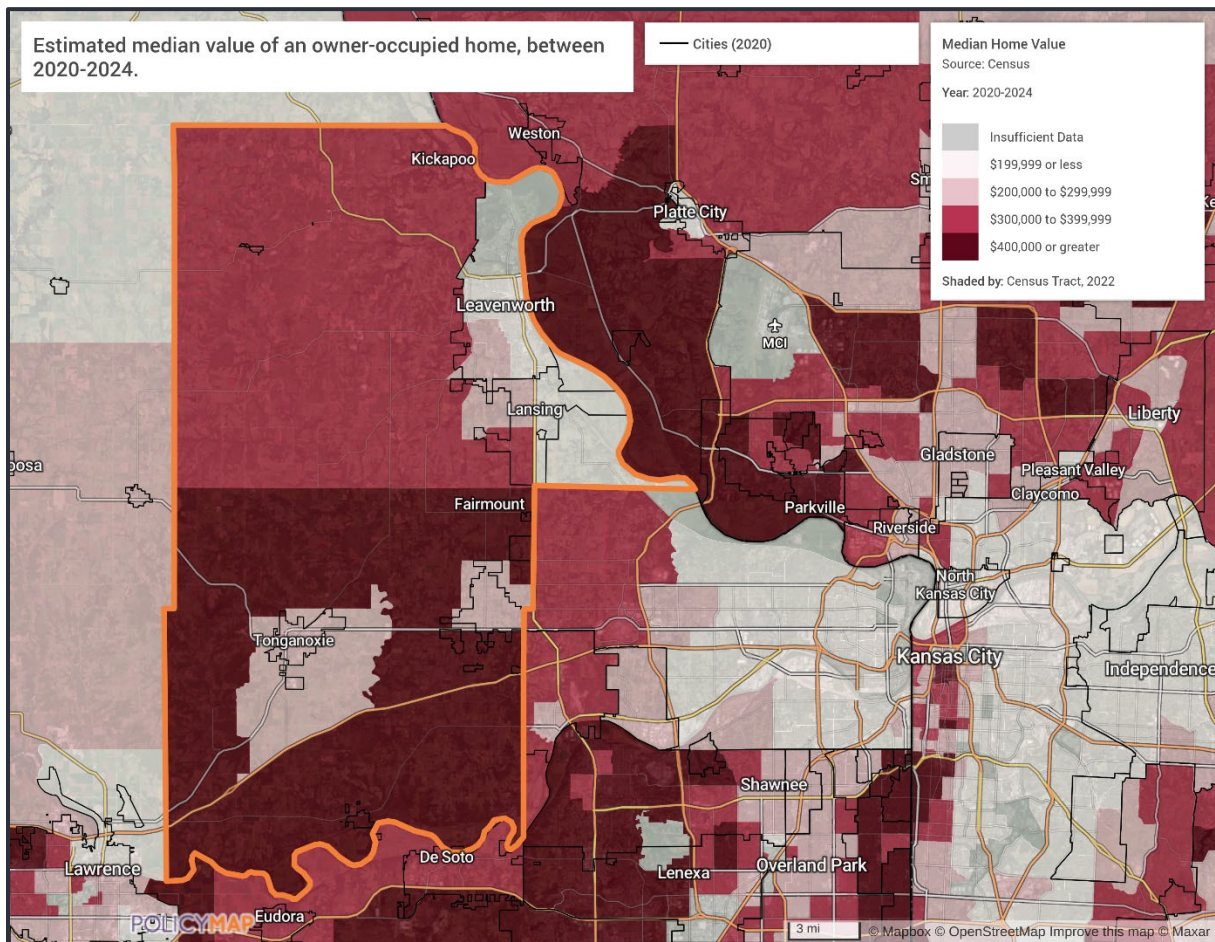
	2023	2024	2025
Avg. Price	\$255,898	\$276,011	\$274,695
Avg. \$/SF	\$136	\$148	\$149
Avg. Vintage	1962	1961	1957
Avg. Beds	3.2	3.2	3.2

Source: Redfin

Regional Pricing

Countywide, homes in Fairmount and outside of Basehor and Tonganoxie had the highest median values. Leavenworth homes had similar median values to Kansas City proper, with highest valued homes in the metro located south of Kansas City (in Overland Park, Mission Hills, and Leawood).

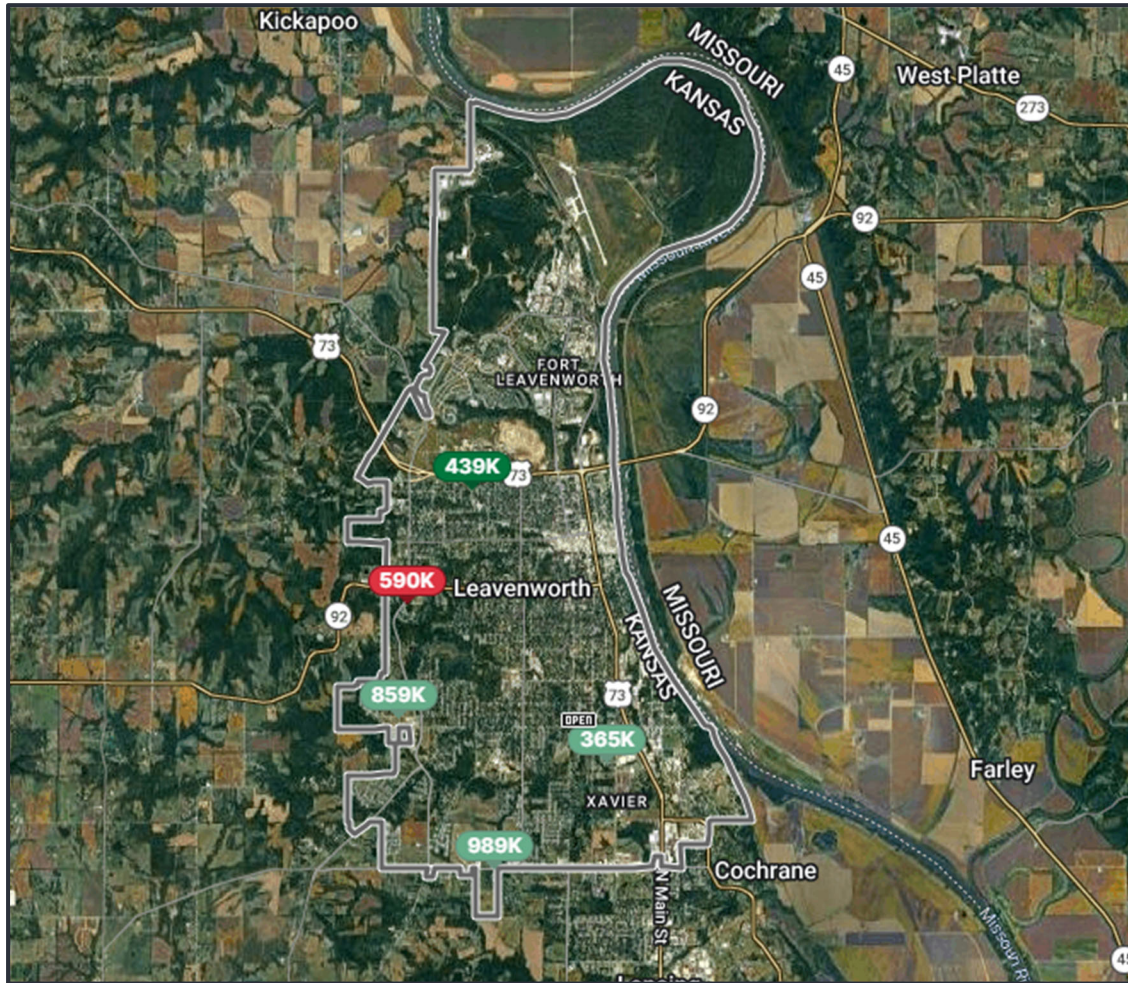
Figure 26. *Estimated Median Value of Owner-Occupied Homes, PolicyMap*



Future For-Sale Development

Building permits are concentrated within for-sale developments, and mostly within single-family subdivisions, with five permits pulled in 2025 to date (HUD, data through November). These represent small, one-time infill projects at existing subdivisions and, with no new subdivision planning, the for-sale pipeline is anticipated to be constrained in the near term.

Figure 27. Homes for Sale in Leavenworth, Built in 2025+



Demand Analysis

Future demand analysis for Leavenworth was conducted through identifying the future five-year housing gap estimates for rental and for-sale housing. Future housing demand can come from a variety of sources within the city, though as a regional employment center additional potential support may originate from outside the city limits.

Using HUD’s published income limits for the Kansas City MSA, the following table summarizes Leavenworth’s current household income and wages and maximum affordable housing prices (to avoid cost burden at 30% of income paid on housing costs) as of most recent Esri household estimates.

Table 28. Leavenworth Income/ Wage Affordability

% AMI	Income Range	Affordable Rents*	Affordable Prices**	Leavenworth Households	
≤ 30%	≤ \$26,750	≤ \$627	≤ \$89,167	1,851	14%
30% - 50%	\$26,750 - \$44,600	\$627 - \$1,045	\$89,167 - \$148,667	2,750	20%
50% - 80%	\$44,600 - \$71,300	\$1,045 - \$1,672	\$148,667 - \$237,667	2,859	21%
80% - 100%	\$71,300 - \$89,200	\$1,672+	\$237,667 - \$297,333	2,178	16%
100%+	\$89,200+	\$1,672+	\$297,333+	3,988	29%

Source: HUD, Kansas Housing Resources Corporation, Esri

Note: HUD categorizes households earning less than 30% AMI as extremely low income, 31-50% AMI as very low income, and 51%-80% as low income (highlighted in the table above). Leavenworth estimates of households between each income category from Esri projections and are rounded to the nearest thousand for income earned () Affordable rents are calculated at 30% the maximum income.*

*(**) Home Prices are calculated at three times the maximum income assuming 10% down payment.*

The main sources for new demand for housing include new household growth (either from in-migration from outside the market or new housing formations); in-place/existing supply constraints; “would-be” residents that work in the market or are anticipated to come from recent new job announcements that would live in-market if suitable housing existed; severely cost-burdened households; move-down support; and forecasted housing obsolescence, demolition, and replacement of substandard housing.

New Household Growth

As of most recent Esri estimates, there were 13,612 households in the City of Leavenworth. Most households are split between older cohorts aged 55+ (42%) and mid- to late-career (ages 25 through 54, at 52%), with the remaining households comprised of young career workers (aged under 25, 6%). Of note, the largest singular age group were “mid-career professionals,” those aged 35 through 44 years old (20%, 2,711 households). Through 2030, Esri projects a net increase of 364 households to the city. Five age cohorts are expected to gain households over this time, with the most significant being those aged 35 through 44 (96 net households); 45 through 54 (133 net households); and the oldest cohort aged 75+ (367 net households), indicative of older households “aging in place.”

Household loss is projected to come from the lowest income groups, or households earning less than \$50,000 (a total loss of 446 households). All age cohorts, regardless of net total changes, are expected to gain households earning over \$100,000, with those aged 45 through 54 seeing the largest gains in these high-earning households (171 households). The older cohorts, particularly those aged 75+, are forecasted to see increases in lower-income households, which is characteristic of retired households. Given these demographic changes, along with additional housing stock needed to accommodate new households, efforts to address any misalignment of the existing stock to the new needs of an aging population are necessary.

CITY OF LEAVENWORTH, KS
Housing Market Analysis WORKING DRAFT

Table 29. Households by Income and Age of Householder in Leavenworth, 2025

	<25	25-34	35-44	45-54	55-64	65-74	75+
<\$15,000	135	152	156	169	254	293	212
\$15,000-\$24,999	32	33	47	43	75	108	133
\$25,000-\$34,999	56	109	138	98	141	147	169
\$35,000-\$49,999	129	308	297	231	231	359	335
\$50,000-\$74,999	181	512	578	439	462	483	206
\$75,000-\$99,999	135	439	435	358	328	289	199
\$100,000-\$149,999	79	434	584	394	361	192	89
\$150,000-\$199,999	22	231	266	204	158	167	119
\$200,000+	3	87	210	144	142	61	31
Total HH	772	2,305	2,711	2,080	2,152	2,099	1,493
Median Income	\$53,130	\$76,558	\$81,405	\$78,138	\$68,601	\$55,223	\$44,091
Average Income	\$61,174	\$91,355	\$101,952	\$97,325	\$89,067	\$72,670	\$64,542

Source: Esri

Table 30. Five-Year Projected Change in Households by Age and Income, Leavenworth 2025 to 2030

	<25	25-34	35-44	45-54	55-64	65-74	75+
<\$15,000	-10	-36	-25	-18	-52	-33	29
\$15,000-\$24,999	-9	-10	-11	-7	-25	-27	-5
\$25,000-\$34,999	-4	-25	-18	-13	-24	-18	19
\$35,000-\$49,999	-8	-55	-12	-20	-38	-19	63
\$50,000-\$74,999	7	-43	-4	-3	-63	22	49
\$75,000-\$99,999	8	-9	-1	23	-40	16	69
\$100,000-\$149,999	20	58	81	68	9	28	48
\$150,000-\$199,999	4	30	36	55	13	38	70
\$200,000+	1	29	50	48	14	19	25
Total HH	9	-61	96	133	-206	26	367
Median HH Income	\$3,607	\$6,731	\$6,610	\$7,199	\$7,168	\$4,543	\$4,593
Average HH Income	\$4,662	\$8,086	\$6,564	\$8,692	\$6,994	\$6,323	\$7,667

Source: Esri

Long-term population forecasts also suggest household growth is driven by the increase of the city's oldest age cohorts. Over a ten-year period from 2020 to 2030, Leavenworth is forecasted to see double-digit cumulative growth in the oldest age cohorts (i.e., population aged 85+, 65 through 84) while population for all cohorts under age 25 are forecasted to decline, suggesting long-term housing and service needs to accommodate an aging population.

Table 31. Summary of Age in Leavenworth, 2020 to 2030

Total	2020	2025	2030	2020–2030 Change	
0 - 4	2,801	2,712	2,748	-53	-2%
5 - 9	2,764	2,825	2,672	-92	-3%
10 - 14	2,390	2,260	2,366	-24	-1%
15 - 24	4,632	4,520	4,504	-128	-3%
25 - 34	5,827	5,914	5,802	-25	0%
35 - 44	5,827	6,215	6,374	547	9%
45 - 54	4,146	4,106	4,351	205	5%
55 - 64	4,146	3,616	3,283	-863	-21%
65 - 74	2,951	3,240	3,283	332	11%
75 - 84	1,382	1,733	2,137	755	55%
85 +	486	527	649	163	34%
Total	37,351	37,669	38,169	818	2%
18 +	28,163	28,628	29,199	1,037	4%

Source: ESRI

In-Place/Existing Supply Constraints

Housing markets, regardless of tenure, are considered tight markets in the absence of some market vacancy, as vacancies allow for housing choice and adaptability to the changing needs of existing residents or attract in-migration to the community. Tight housing markets and markets with excess vacancies both can adversely impact communities and cause displacement, as tight housing markets are most often associated with rapid housing cost appreciation (home and rental prices), and excess vacancy can lead to property neglect amongst other adverse impacts. Commercial real estate guidelines suggest a healthy stabilized rental vacancy to be around 5%, and a healthy for-sale housing market of around 3% of inventory vacant. Of surveyed market-rate, affordable, and ownership markets, there was a surplus of market-rate rentals, rent-restricted rentals were in relative equilibrium, and a tighter for-sale market.

Table 32. Estimated Housing Market Vacancies by Type

Type	Vacancy Rate	Total Units	Vacant Units	Surplus/ Gap
Market Rate Rental*	9.2%	1,265	116	53
Rent-Restricted**	5.7%	478	27	3
For- Sale***	1.3%	6,745	91	-111

Sources: Esri, Costar, Redfin

(*) See Institutional Market-Rate Rental Conditions

(**) See Affordable Market-Rate Rental Conditions, note excludes waitlist calculations (factored into cost-burden).

(***) Total units based on estimates of housing supply and owner-occupied units. Vacant units reflective of current listings and coming soon listings on Redfin.

“Would-Be” Residents and Displaced Employees

Leavenworth is a local employment destination of Leavenworth County. Historically, a moderate (and declining) share of these jobs are held by Leavenworth residents, peaking at 36.2% (4,558 jobs) in 2011 according to commute data from the U.S. Census. Of note, a growing share of these in-bound commuters are travelling over 50 miles to Leavenworth (around one hour drive) and are “super commuters,” at 12%.

As many stakeholders suggested, many Leavenworth workers living outside city would likely prefer to live closer to their jobs and have shorter commutes but choose not to live in the city due to housing availability or other factors. If the current proportion of workers employed and living in Leavenworth matched more “ideal” historical levels, it is estimated that there is a housing need for 125 workers.

Table 33. *Workers Displaced from Leavenworth*

	Workers
Total Civilian Workers	12,184
Living in Leavenworth	4,041
Percent Inbound Commuting	66.8%
Historical Percent Inbound Commuters (Last 5 Years)	65.8%
Additional Would-Be Resident Households*	125
% Rent**	50
% Own**	75

Source: U.S. Census, LEHD 2010-2023

(*) Total additional resident employees needed to achieve historic average commuter balance

(**) Tenure considered incomes and ages of the existing in-bound commuter population.

Severely Cost-Burdened Households/ Housing Waitlist

Extremely low- and very low-income households (those earning up to 50% AMI) have the highest rates of housing cost-burden in Leavenworth, at 73% and 43% of all households, respectively. Overall, around 16% of all homeowners and 38% of all renters experience some level of cost-burden across Leavenworth. Households with the most need were those classified as “severely cost-burdened,” spending over half of their incomes on housing cost (regardless of tenure). 425 owner households and 846 renter households were considered severely cost-burdened. Additionally, according to the Leavenworth Housing Authority’s most recent reports, there were 53 extremely low-income individuals (AMI less than 30%) on the waitlist for public housing, and, for Housing Choice Vouchers (Section 8), a total of 513 individuals on the waitlist (483 extremely low-income individuals, 24 very low-income individuals, and 6 low-income individuals).

Table 34. *Cost-Burdened Households by Income and Tenure in Leavenworth*

% AMI	Income Range	All Households	Owner Households	Renter Households
≤ 30%	≤ \$26,750	73%	54%	85%
30% - 50%	\$26,750 - \$44,600	43%	19%	56%
50% - 80%	\$44,600 - \$71,300	20%	15%	26%
80%+	\$71,300+	6%	6%	7%

Source: ACS 5-Year Estimates 2020-2024 (Table S2503). Excludes households with no income or negative income and occupied rental units without the payment of rent.

Move-Down Households

Some households may choose to own or rent units that are below the maximum pricing they can afford, spending much less than 30% of their income on housing costs per month (either by choice or from lack of available higher cost product). This can be indicative of housing permanence (for example homeowners who have paid off their mortgage and now have a comparatively affordable home to respective household income). Across Leavenworth, while some portions were cost-burdened, when considering AMI thresholds, a surplus of owner households had housing costs priced in the extremely low or very low AMI range (under 50%). This naturally occurring housing affordability (where higher income households choose lower-priced housing) could constrict the market for those with lower incomes that need housing in areas with limited purpose-built, income-restricted housing.

Within Leavenworth, this behavior was observed in housing units priced affordably for the lowest incomes, with 26% of the housing units affordable to very low-income households (where monthly costs affordable to households earning up to 30% AMI) were occupied by households with higher incomes.

Table 35. Actual Monthly Housing Cost versus Maximum Affordable Costs in Leavenworth

% AMI	Income Range	Affordable Monthly Housing Costs	All	Owner	Renter
≤ 30%	≤ \$24,999	≤ \$500	26%	-50%	310%
30% - 50%	\$24,999 - \$49,999	\$500 - \$1,000	-33%	-49%	-15%
50% - 80%	\$49,999 - \$75,000	\$1,000 - \$1,500	-21%	-9%	-31%
80 - 100%	\$75,000 - \$99,999	\$1,500 - \$2,000	-14%	-7%	-23%
100%+	\$100,000+	\$2,000+	90%	176%	23%

Source: ACS 5-Year Estimates 2020-2024 (Table S2503) Note: AMI ranges approximated based on Census income and housing cost fixed ranges.

Forecasted Housing Obsolescence, Demolition, and Replacement of Substandard Housing

Older housing and substandard housing units, those lacking complete plumbing or overcrowding, are at risk for housing obsolescence. Additional housing demand, both in rental and ownership markets, are forecasted as replacement housing. In Leavenworth there were a small portion of occupied units with overcrowding or severe overcrowding (2.24% of total occupied housing units), mostly in renter households. A small portion of occupied units were classified as “substandard”, lacking either complete plumbing or kitchen facilities. Additionally, a small portion of housing obsolescence was forecasted per year based on national guidelines and research conducted by the Urban Institute (0.22%). At this rate, there is an estimated 34 across the housing stock annually (168 over a five-year period).

Table 36. Overcrowded Households in Leavenworth

	All	Owner	Renter
Overcrowded*	141	67	74
Severely Overcrowded*	167	31	136
Total Overcrowded	308	98	210
% of Total Occupied	2.24%	0.71%	1.53%

Source: ACS 5-Year Estimates 2020-2024 (Table S2501).

() Overcrowded is defined as having more than one occupant per room, and severe overcrowding is defined as having more than 1.5 occupants per room.*

Table 37. Substandard Housing in Leavenworth

	All		Owner		Renter	
	#	%	#	%	#	%
Without Plumbing	33	0.24%	0	0.00%	33	0.50%
Without Kitchen	89	0.65%	13	0.18%	76	1.16%

Source: ACS 5-Year Estimates 2020-2024 (Table S2504).

Gap Analysis

The gap analysis examines how well the City of Leavenworth’s housing market is meeting the affordability needs of its residents. The “push” and “pull” factors influencing the housing gap are used to analyze the drivers of residential relocation and the resulting shortages or surpluses. “Push” factors are negative conditions forcing households out of their current housing, while “pull” factors are attractions in new locations, creating a gap when demand for desirable, affordable housing outpaces supply.

The above factors outlined in the ‘Demand Analysis’ can be categorized as “pull” factors, forecasted growth from a positive aspects, conditions, or opportunities in an area including economic benefits (jobs, higher wages, lower cost of living) or social benefits (better healthcare, educational opportunities, and safer neighborhoods); or “push” factors, a negative condition or circumstance that can cause displacement or out-migration from an area including economic or social disadvantages to surrounding communities (housing unaffordability, high cost of living, lack of job opportunities, lower wages, and safety or community concerns). In this analysis, “pull” factors are captured through forecasted household growth, would-be residents (inbound commuters that would live in the city if suitable housing was available) and employment uplift, and balanced market variables; while “push” factors are captured through the replacement for obsolete/substandard housing, severe cost-burden, and step-down support variables.

The “Estimated Units” shown in the tables below illustrate a housing mismatch in Leavenworth. The positive numbers indicate a shortage of units at specific income levels and negative numbers indicate an excess of housing at that price point.

Forecasted Rental Gap Analysis

A rental gap of over 1,450 units is forecasted over the next five years across the City of Leavenworth based on the above factors. Given the presence of “step-down” households in the market, anticipated need came from lowest income households (those earning less than 80% AMI). Overall, Leavenworth is forecasted to gain 150 renter households (Esri), with much of the potential household demand coming from the need to replace obsolete or substandard stock or households that are severely cost-burdened (those underserved by the relative affordability of their current housing).

Table 38. Rental Gap Analysis, Pull Factor Summary through 2030

Percent Median Income	≤ 50%	50% - 80%	80 - 100%	100%+
Household Income Range	≤ \$44,600	\$44,600-\$71,300	\$71,300-\$89,200	\$89,200+
Monthly Rent Range	≤ \$1,045	\$1,045-\$1,672	\$1,672+	\$1,672+
Household Growth	60	32	17	40
Would-Be Residents/ Employment Uplift	20	11	6	13
Balanced Market	(3)	0	0	(53)
Estimated Units by Income	77	43	23	0
Estimated Units Overall	143			

CITY OF LEAVENWORTH, KS
Housing Market Analysis WORKING DRAFT

Source: Esri, ACS 5-Year Estimates 2020-2024, HUD

Table 39. Rental Gap Analysis, Push Factor Summary through 2030

Percent Median Income	≤ 50%	50% - 80%	80 - 100%	100%+
Household Income Range	≤ \$44,600	\$44,600-\$71,300	\$71,300-\$89,200	\$89,200+
Monthly Rent Range	≤ \$1,045	\$1,045-\$1,672	\$1,672+	\$1,672+
Replacement for Obsolete/ Substandard	357	76	15	22
Severe Cost-Burdened	842	4	0	0
Step-Down Support	440	(522)	(224)	306
Estimated Units by Income	1,639	(443)	(209)	328
Estimated Units Overall	1,316			

Source: Esri, ACS 5-Year Estimates 2020-2024, HUD

Table 40. Rental Gap Analysis, Cumulative Summary through 2030

Percent Median Income	≤ 50%	50% - 80%	80 - 100%	100%+
Household Income Range	≤ \$44,600	\$44,600-\$71,300	\$71,300-\$89,200	\$89,200+
Monthly Rent Range	≤ \$1,045	\$1,045-\$1,672	\$1,672+	\$1,672+
Household Growth	60	32	17	40
Would-Be Residents/ Employment Uplift	20	11	6	13
Balanced Market	(3)	0	0	(53)
Replacement for Obsolete/ Substandard	357	76	15	22
Severe Cost-Burdened	842	4	0	0
Step-Down Support	440	(522)	(224)	306
Household Growth	60	32	17	40
Estimated Units by Income	1,716	(400)	(186)	328
Estimated Units Overall	1,459			

Source: Esri, ACS 5-Year Estimates 2020-2024, HUD

Forecasted For-Sale Gap Analysis

A gap in for-sale housing of over 1,300 units over the next five years is forecasted in Leavenworth based on the above push and pull factors. The estimates reflect Leavenworth’s relative affordability regionally (where regional income limits and owner incomes exceed maximum affordable monthly housing costs), with much of surplus of affordably priced homes for those making under 50% AMI based on “step-down” households (those spending much less than their respective maximum affordable home price based on their household income).

This also indicates the potential lack of housing choice within Leavenworth’s for-sale market, as potential higher-earning owner households may have their housing needs unmet by the current housing offering, as well as the presence of longer-term residents that cannot move from their home though it may not meet their current needs (for example, owners who have paid off mortgages, or cannot find a different affordably priced home in the area due to the tight supply market). Overall, Leavenworth is forecasted to gain 225 owner households (Esri). Much of the potential household demand comes from new household growth in the area, the tight supply market, and severely cost-burdened households currently underserved.

CITY OF LEAVENWORTH, KS
Housing Market Analysis WORKING DRAFT

Table 41. For-Sale Gap Analysis, Pull Factor Summary through 2030

Percent Median Income Household Income Range Affordable Home Price	≤ 50% ≤ \$44,600 ≤ \$149K	50% - 80% \$44,600-\$71,300 \$149K - \$238K	80 - 100% \$71,300-\$89,200 \$238K - \$297K	100%+ \$89,200+ \$297K+
Household Growth	42	37	31	116
Would-Be Residents/ Employment Uplift	14	12	10	39
Balanced Market	21	19	15	57
Estimated Units by Income	76	68	56	212
Estimated Units Overall	412			

Source: Esri, ACS 5-Year Estimates 2020-2024, HUD

Table 42. For-Sale Gap Analysis, Push Factor Summary through 2030

Percent Median Income Household Income Range Affordable Home Price	≤ 50% ≤ \$44,600 ≤ \$149K	50% - 80% \$44,600-\$71,300 \$149K - \$238K	80 - 100% \$71,300-\$89,200 \$238K - \$297K	100%+ \$89,200+ \$297K+
Replacement for Obsolete/ Substandard	278	83	92	18
Severe Cost-Burdened	276	78	53	18
Step-Down Support	(1,634)	(127)	(95)	1,856
Estimated Units by Income	(1,079)	34	50	1,893
Estimated Units Overall	896			

Source: Esri, ACS 5-Year Estimates 2020-2024,

Table 43. For-Sale Gap Analysis, Cumulative Summary through 2030

Percent Median Income Household Income Range Affordable Home Price	≤ 50% ≤ \$44,600 ≤ \$149K	50% - 80% \$44,600-\$71,300 \$149K - \$238K	80 - 100% \$71,300-\$89,200 \$238K - \$297K	100%+ \$89,200+ \$297K+
Household Growth	42	37	31	116
Would-Be Residents/ Employment Uplift	14	12	10	39
Balanced Market	21	19	15	57
Replacement for Obsolete/ Substandard	278	83	92	18
Severe Cost-Burdened	276	78	53	18
Step-Down Support	(1,634)	(127)	(95)	1,856
Pipeline	0	0	0	0
Estimated Units by Income	(1,003)	102	105	2,104
Estimated Units Overall	1,308			

Source: Esri, ACS 5-Year Estimates 2020-2024, HUD

Stakeholder Engagement & Public Participation

To gain a holistic perspective on Leavenworth's housing issues and the factors influencing housing decisions by its residents and key public and private stakeholders, Baker Tilly deployed stakeholder and public engagement methods in partnership with the City of Leavenworth Planning and Community Development Department. Engagement methods included two stakeholder discussions, one stakeholder survey, and interviews with housing and economic development professionals, and one public survey that was available in both online and paper formats. The engagement opportunities gathered input about Leavenworth's housing market, community, and economic conditions to inform an understanding of existing conditions and future needs and preferences from varied perspectives.

Stakeholder Engagement

Baker Tilly conducted two virtual stakeholder focus groups with staff from key city and regional organizations including economic development associations, housing organizations, developers and real estate brokers, and nonprofit organizations. Key themes from the engagement are summarized below. In addition, a survey was sent to stakeholders related to priority strategies to address housing needs in the city.

Improving housing choice to support city's workforce.

Housing in Leavenworth is not aligned with the needs and preferences of young families and workforce households. Stakeholders noted that many family households working in Leavenworth choose to live in nearby communities due to the availability of newer housing with modern features, perceived higher quality schools, and improved community infrastructure and facilities. Stakeholders also emphasized that many essential services, such as childcare, as well as entertainment and retail opportunities are limited in Leavenworth, and residents must sometimes travel 30 minutes to an hour out of the city to access these services.

Although lower home prices attract some households to Leavenworth, stakeholders recognized that housing quality was a stronger factor when new families moved to the area. There is limited availability of mid- to entry-level housing that is desirable to potential homebuyers in their 20s to 40s. As young families and working-aged households choose to live in nearby communities, this further creates a feedback loop in which limited housing choices accelerate the loss of younger residents and support the perception of Leavenworth as an older or transitional community. The loss of younger residents and family households presents risks for the economic vitality of the community by weakening the local workforce and reducing demand for schools, restaurants, and local businesses. Additional housing choices and types could provide additional options for young families and first-time homebuyers.

Addressing regulatory and infrastructure barriers to encourage housing development.

Stakeholders identified barriers that prevent development of small- to mid-scale housing developments which could help address housing gaps in Leavenworth. The city's fire suppression standards were frequently mentioned as a financial barrier to housing development, specifically duplexes. Stakeholders also cited strict building codes to preserve historic buildings, which help maintain the community's historic character, but may hamper business development. Incentives that are aimed at promoting development in Leavenworth were described as underutilized and insufficient; there may be a lack of information about the full range of programs and tools offered by the City. Additionally, stakeholders noted that developers receive better incentives in surrounding communities, making it difficult to attract development in Leavenworth. One example given was the recent establishment of several RHIDs in Tonganoxie.

Infrastructure barriers present additional challenges to housing and business development in Leavenworth. Stakeholders discussed that there is a need for more infrastructure and amenities in the community to support residents and enable future growth. Vacant properties and homes in disrepair further drain existing infrastructure and increase maintenance burdens. Improvements to public transportation were cited as a priority, especially to support the needs of seniors. Gaps in infrastructure, such as transportation, rail, and power limitations, were cited as a constraint on the community's ability to attract housing and commercial

development. Improved amenities, services, and infrastructure available in Leavenworth are essential to enhancing quality of life for residents and supporting future housing rehabilitation and development.

Developing infill and new neighborhoods.

To meet future housing demand, the City should prioritize both infill redevelopment in existing neighborhoods and targeted single-family home developments. The west and southern areas of the city were identified as the area with the greatest potential for new single-family development. Due to the presence of land constraints and physical barriers like Fort Leavenworth to the north, the Missouri River to the east and neighboring cities in the south, stakeholders acknowledged that the greatest potential for housing was through infill development; however, aging housing stock and the costly fire protection regulations present additional challenges for this method of development. Infill and redevelopment opportunities include vacant parcels close to downtown and Fort Leavenworth, as well as publicly owned parcels like vacant schools.

Responding to a growing need for senior and ADA compliant housing.

Stakeholders identified seniors as the fastest growing demographic in Leavenworth and noted that the current housing stock does not meet the needs of the growing senior population. Many older residents are aging in place in homes that are not ADA compliant and cannot accommodate mobility limitations that often come with age. Stakeholders identified a need for housing options that are accessible and low maintenance, such as multifamily senior housing or smaller units that are designed for aging households. These housing options could offer accessible living and support with daily activities, allowing seniors to maintain their independence without needing to move into a nursing home or long-term care facility.

Promoting historic character and new housing options.

Although stakeholders acknowledged that proposed housing in some areas of the county has occasionally faced public resistance due to changing the rural or historic character of the community, Leavenworth residents generally support housing development in the city, including a variety of housing types. Stakeholders mentioned that the historic housing character should be preserved and considered an asset within the community. Although there is sentiment to preserve the rural character outside the city, stakeholders generally thought that new construction of a variety of housing types is supported. Stakeholders also identified a gap between community expectations regarding new housing prices and amenities.

Community Survey

Additionally, a community survey was carried out in partnership with the City of Leavenworth Planning and Community Development Department. The survey was advertised on the City's website and social media platforms and was open to the public from February 19, 2026, through March 20, 2026. During this time, 445 responses were collected for the survey. The survey was available to the public online through Microsoft Forms and in paper copies.

Survey respondents were primarily Leavenworth residents that worked in the city (75%), or Leavenworth residents that worked outside of the city (19%). A majority of respondents (68%) reported owning their home, while about one-quarter (26%) were renters. Decisions to live in their current community were largely driven by personal and economic conditions, including living close to family and friends, living in the community where they grew up, and living close to work. Most respondents reported that their reasons for residing in their community included the desire to remain near family and friends (40%), having grown up locally (36%), access to place of employment (34%), and considerations of affordability (30%). Key themes from the survey are summarized below. Full survey results are included in Appendix B.

Key Challenges

Figure 28. Most Present Housing Challenges Identified by Respondents

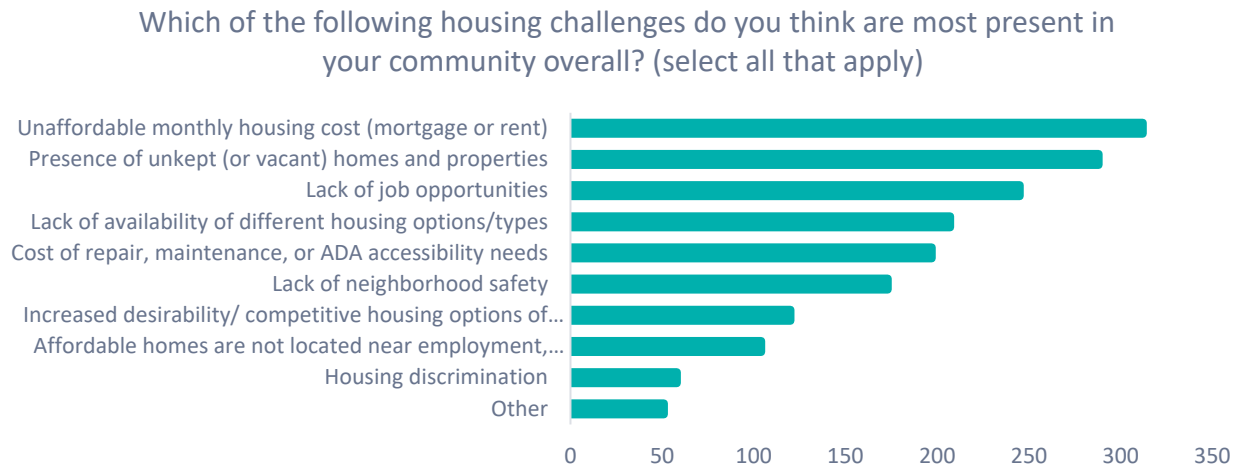
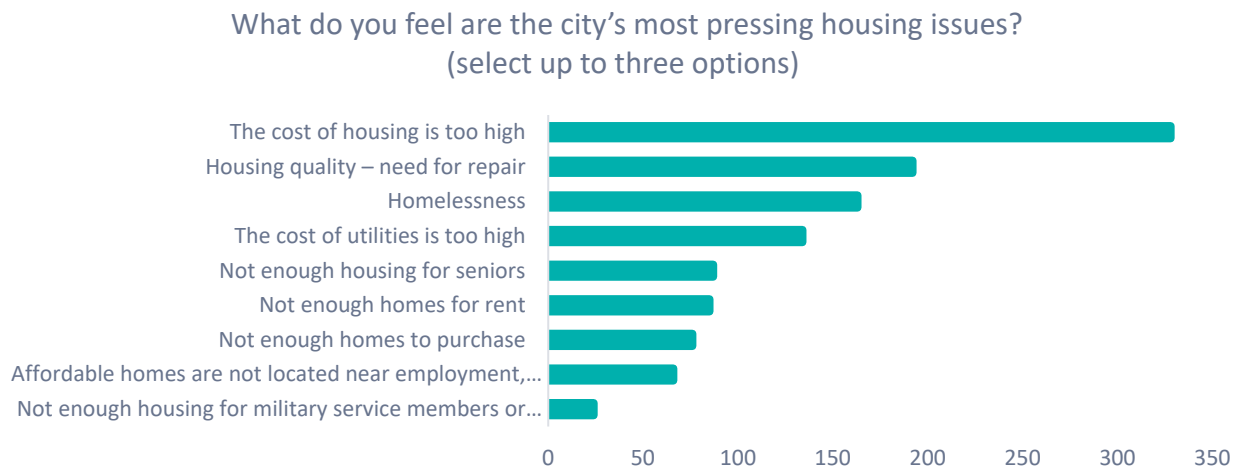


Figure 29. Most Pressing Housing Issues Identified by Respondents



Housing Costs

While affordability was listed as a reason for residing in their current community, it also emerged as a significant housing challenge. Most residents (70%) identified affordability as one of the most present housing challenges facing their community, and 74% cited it as one of the most urgent challenges. Additionally, 30% of respondents identified the cost of utilities as an urgent need, highlighting cost challenges beyond rent and mortgage payments. Housing and housing-related costs were an evident challenge among respondents, with over half (55%) reporting some level of housing cost burden. Approximately one-third of respondents reported being cost burdened, where more than 30% of monthly gross household income is spent on monthly housing costs (including utilities, insurance, and taxes), while 22% of residents reported being severely cost burdened, where more than 50% of household income is spent on monthly housing costs.

Housing cost burden can affect multiple aspects of wellbeing beyond housing stability, as households experiencing such burdens frequently need to reduce spending on essential needs and savings to meet their housing expenses. Respondents frequently indicated that housing costs have hindered their ability to save for an emergency fund, save for retirement, and pay-off non housing related expenses. Only one in four (28%) of respondents reported that housing costs did not hinder their ability to do any of the tasks listed. Housing cost burden is a key driver of housing instability which can lead to overcrowding, frequent moving, and can exacerbate physical and mental health challenges.

When asked about their primary reason for planning to move to a new home within the next five years, 17% of respondents indicated that the high cost of their current housing was the main factor. Households experiencing housing instability are more vulnerable to homelessness, unemployment, and food insecurity as limited financial flexibility may force trade-offs between housing and other essential needs. Among respondents, 34% indicated that homelessness is an urgent issue in their community, highlighting the broader impacts of housing affordability. While homelessness is influenced by a range of factors, housing affordability is typically a central driver.

Housing Quality

When respondents were asked to indicate their level of agreement with the statement, “Overall, housing in my community is in good condition,” their views were varied: 11.1% strongly disagreed, 38.9% disagreed, 24% neither agreed nor disagreed, 23.3% agreed, and 2.7% strongly agreed. Although responses reflected a range of opinions, the overall trend was skewed toward disagreement with the statement. Sixty-five percent (65%) of respondents identified the presence of unkept or vacant homes and properties as one of the most present housing challenges facing their community and 43% of respondents identified the need for repair as one of the most urgent housing issues in their community. The presence of unkept and vacant homes may have negative impacts on neighborhood perception and the well-being of residents. Housing in poor condition with plumbing issues, poor insulation, or lead paint can adversely impact physical and mental health of residents. Additionally, 44% of respondents identified the cost of repair, maintenance, or ADA accessibility needs as one of the most present housing challenges in their community, highlighting a relationship between housing cost and housing quality for some respondents.

Quality of Life

When asked about their primary reason for planning to move to a new home within the next five years, 27% of respondents indicated that quality of life reasons would be the main factor. Quality of life drivers may vary between individuals, but it typically reflects internal and external conditions such as health, life satisfaction, environment, housing quality, and community safety. As noted in the previous section, respondents identified housing quality as a present and urgent issue in their community. Housing quality impacts resident well-being, shapes neighborhood perceptions, and can contribute to feelings of disinvestment.

When asked to indicate their level of agreement with statements about their community, almost half (47.5%) of respondents indicated some level of disagreement that their community has pedestrian friendly infrastructure such as sidewalks, crosswalks, street lighting, and trees. Pedestrian infrastructure within a community influences overall quality of life by shaping social interactions, safety, and connectivity. Additionally, almost half of respondents (48%) disagreed that their community has amenities that support their daily errands without needing to leave the community and 64% disagreed that their community has adequate commercial and retail development. Limited access to necessary services and amenities can further impact quality of life by increasing transportation burdens and reducing opportunities for social connection within the community.

Despite these challenges, 42% of respondents agreed with the statement, “My community has a good quality of life”. These findings highlight varied perceptions of quality of life within the community where it functions as both a challenge and strength. While respondents identified areas of concern related to housing quality, pedestrian infrastructure, and neighborhood amenities, these challenges coexist with other positive community attributes that contribute to an overall positively skewed perception of the community.

Lack of Job Opportunities

Although respondents cited proximity to employment as a primary reason for living in their community, responses reflected that job opportunities may also be a challenge within their communities. The third most frequently reported housing challenge was a lack of job opportunities, with 55% of respondents identifying this issue. Additionally, 71% of respondents disagreed with the statement, “My community has a variety of employment opportunities that provide wages that enable employees to live in the community they choose”. This suggests that the challenge may primarily relate to misalignment between earning potential and cost of living, rather than the presence of job opportunities overall.

Key Opportunities

In addition to highlighting housing challenges, survey results presented support for a broad range of housing opportunities. Most respondents (76%) indicated that there is a need for more housing opportunities for residents in their community.

Housing Solutions

When asked which types of housing solutions they would support to reduce the cost of housing in their community, the top five housing solutions are as follows:

- Housing rehabilitation loans (53%)
- Downpayment assistance to homeowners (48%)
- Mortgage assistance to homeowners (42%)
- Public acquisition of dilapidated properties for infill development (42%)
- Public development of infrastructure (34%)

New Housing Options

In addition to housing solutions, the survey gauged respondent sentiments on what housing options they believed should be prioritized if the City were to invest in new housing development. Favored new housing options are as follows:

- Single-family units for ownership (65%)
- Rental single-family, townhouse, duplex, triplex, quadplex units (40%)
- Manufactured housing or tiny homes (31%)
- Duplex/ Triplexes/ Quadplexes, Townhouse to own (29%)
- Senior living facility (28%)

Survey results indicate that residents are open to a range of housing types with a preference towards low-density options. The support for townhomes and low-density multifamily units (i.e., duplexes, triplexes, and quadplexes) for both rental or ownership options indicates that there is support for incremental density that can increase housing supply while maintaining the community fabric. Respondents also reflect support of housing options that promote affordable development such as attached housing or small lot development including manufactured or tiny homes. In general, results are also skewed towards options that promote homeownership. The City's zoning regulations permit these housing types throughout the community. The Housing Strategies & Recommendations section of this report outlines targeted strategies to reduce remaining barriers and encourage development in areas of the community where these housing types support community needs.

Policy Framework

Housing development in Leavenworth is shaped by a policy framework that includes local housing programs, economic development and other incentives, land use regulations and state and federal financing tools. Together, these policies can be used to influence what types of housing can be built or renovated, where development occurs, and whether projects are financially feasible. While the City has several existing programs that support housing production, preservation, and reinvestment, stakeholder input indicates that these tools are underutilized or insufficiently aligned to overcome current market and regulatory barriers. This section reviews Leavenworth's housing related policies, identifies key constraints and opportunities, and highlights areas where better alignment could more effectively support housing affordability, supply, and neighborhood revitalization.

Local Housing Programs

The City of Leavenworth has several programs that provide housing assistance directly to residents. Two programs financially assist eligible households with home repairs and the purchase of their first home. The City receives an annual allocation of Community Development Block Grant (CDBG) funds from the U.S. Department of Housing and Urban Development (HUD) to assist low- and moderate-income households and neighborhoods through a variety of activities. The City's Community Development staff operates and administers two housing programs benefiting low- and moderate-income households using CDBG funds.

The Home Repair Program provides up to \$13,000 in CDBG funding for minor home repairs to qualified homeowners within the city limits. An additional \$1,000 may be awarded for radon mitigation. The Home Ownership Program provides up to \$8,000 in CDBG funding for qualified applicants to purchase a home within the city limits.

The 2023 CAPER reports that the Home Repair Program surpassed its projected target, providing services to 13 households compared to the anticipated 11 during the program year. Additionally, the Home Ownership Program successfully achieved its objective by assisting all 5 of the expected households within the program year.

The City also assists approximately 400 renter households each year by providing rental assistance through 105 public housing units and 365 vouchers, including 145 set aside for veterans. In addition, the City has a Rental Property Coordinator that liaises with residents, landlords and the City. This staff position responds to complaints regarding rental housing, conducts inspections of rental properties, and coordinates with landlords related to compliance issues. Stakeholders working for social service agencies noted that this staff position was helpful and served as a point person when residents needed assistance with housing issues.

The City also requires property owners who rent their property to register with the City Rental Registration Program. The registered agent serves as the local contact who can address property maintenance and compliance issues, if needed.

Incentive Programs

The City of Leavenworth encourages economic and housing development through several incentive programs. In addition, developers have used other statewide or federal incentive programs to develop housing in the city. Below is a short summary of these existing programs.

Leavenworth Incentive Policy

The City of Leavenworth Economic Development Incentive Policy establishes a framework under which the City may offer public incentives to support private investment. The policy is intended to broaden and diversify the local tax base, create and retain jobs, encourage capital investment, and stimulate overall economic growth within the city. The incentive policy framework is divided into three sections: (1) Industrial Revenue Bonds (IRB) and Economic Development Exemptions (EDX), (2) Special Development Districts, and (3) Grants, Loans, State Programs.

Incentive programs may include (but are not limited to) industrial revenue bonds (IRBs), property tax abatements, sales tax exemptions, forgivable loans and infrastructure improvements. All incentives are subject to review and approval by the City Commission. Stakeholder engagement revealed the perception that these incentive policies are used infrequently and have not produced desired success.

The City of Leavenworth currently has special development districts supported by the following programs: Community Improvement District, Tax Increment Financing, and Neighborhood Revitalization Property Tax Rebate Plan (NRA) focused on the north region of the city.

The Community Improvement District (CID) funds public improvements through a special sales tax or fee within a defined area. In Leavenworth, CIDs have been combined with TIFs, which are areas that capture future property tax growth that will help finance redevelopment and infrastructure. The City of Leavenworth has designated the northeast area of the city as a Neighborhood Redevelopment Area (NRA), through the City's Neighborhood Revitalization Plan originally adopted 2017. The NRA encourages reinvestment by rebating a portion of increased property taxes.

If the City treats housing as a type of economic infrastructure, concentrates incentive programs on housing, and establishes clear and consistent guidelines, it could use incentives to boost both the supply and affordability of housing. In particular, the City could enhance its NRA policy by offering higher rebate rates or longer incentive periods for affordable workforce housing, renovating existing homes, or building new infill housing in designated priority neighborhoods.

Leavenworth Land Bank

A land bank is a public entity that works to assemble, temporarily manage, and dispose of vacant land for the purpose of stabilizing neighborhoods and encouraging re-use or redevelopment of urban property. The main objective of a land bank is to acquire blighted properties, maintain them on an interim basis, and facilitate their transfer to new owners. Established in 2021, the City of Leavenworth Land Bank has conducted two RFP processes to facilitate land dispositions since its formation. The land bank issued RFPs for acquiring and redeveloping the former "Club Venom Building" in 2022 and the "Youth Achievement Center" in 2023. Neither RFP specified a land use for redevelopment.

Leavenworth Main Street Program

The Leavenworth Main Street Program outlines eight funding opportunities designed to support small businesses and encourage reinvestment in the historic Downtown district. Funding opportunities include property tax abatements, loan programs, grants, historic tax credits, and opportunity zones. These programs aim to reduce barriers for small businesses, improve physical conditions of downtown buildings, and complement larger City and State economic development programs. Funding is primarily focused on targeted incentives for incremental reinvestment rather than major redevelopment.

Federal and State Historic Tax Credits

Historic Tax Credits (HTC) are a financial incentive that supports investment in historic buildings. These tax credits encourage private property owners to rehabilitate historic properties for an income-producing use, such as rental housing, office, retail, manufacturing and entertainment space. HTC can support conversion of vacant school buildings or businesses into affordable housing. HTC can be utilized for commercial buildings, full housing conversion, or upper-floor apartment conversion, promoting mixed-use development.

The Kansas Historic Tax Credit is available to a qualified taxpayer making qualified expenditures to restore or preserve a qualified historic structure according to a qualified rehabilitation plan. Qualified rehabilitation plan means a project which is approved by the cultural resources division of the state historical society, or by a local government certified by the division to so approve. The plan must be consistent with the standards for rehabilitation and guidelines for rehabilitation of historic buildings as adopted by the federal secretary of interior and in effect as of July 1, 2001. The City of Leavenworth highlights the use of Historic Tax Credits in its funding opportunity package targeted for the historic downtown and Main Street corridor.

Redevelopment Housing Incentive Districts (RHID)

The Redevelopment Housing Incentive Districts (RHID) is a statewide program designed to aid developers in building housing within communities by assisting in the financing of public infrastructure improvements. RHID captures the incremental increase in real property taxes created by a housing development project for up to 25 years. The incremental increase can be used to pay debt service on bonds issued to fund the project or transferred to the developer as reimbursement for costs incurred. To take advantage of the incentive, property must be within a designated district. Districts are defined by the City or County and must be based on a Housing Needs Analysis.

Within the community context of Leavenworth's housing and reinvestment priorities, RHID has significant potential to promote housing in the future. Since 2021, RHID has expanded to include the renovation of buildings or other structures that are more than 25 years old for residential use and located in a central business district. This allows for vertical construction, including improvements made to the second or higher floors of a building or other structure. This does not include improvements for commercial purposes, such as retail or restaurant uses.

The increment can be used to reimburse costs on the following types of items: property acquisition and preparation, relocation assistance, site preparation, infrastructure, and renovation of upper floors for residential uses (specifically in certain types of RHIDs). Costs incurred that benefit the entire building, such as a roof, should be allocated between the non-residential and residential uses. RHID can directly support housing creation in areas where the building stock is older and reinvestment costs are higher, aligning well with the City's identification of the downtown historic district as a key geographic priority for housing and revitalization. RHID can also support public infrastructure expenses for subdivision development. Stakeholder engagement revealed that Leavenworth has limited new single-family homes for new homebuyers, and an RHID could assist in the development of new single-family housing.

Low-Income Housing Tax Credits

Low-Income Housing Tax Credits (LIHTC) are the primary federal tool for financing the development and preservation of affordable rental housing. The program provides federal income tax credits to private investors in exchange for equity that lowers development costs, allowing rents to be set at levels affordable to low- and moderate-income households. In Kansas, the Kanas Housing Resources Corporation administers the LIHTC, and the most recent LIHTC award in Leavenworth County was in 2023 to a new 50-unit rental development in Lansing.

This is one way to meet needs of households earning below 80% AMI, particularly seniors, workforce households, and those experiencing severe cost burden. Aligning other incentives with LIHTC developments, the City can leverage significant private and federal capital to deliver low-term affordable housing while minimizing direct fiscal impact. Promoting LIHTC developments can improve rental availability, reduce housing instability, and better retain workers employed by major local institutions, advancing both housing and economic goals.

Opportunity Zones

Opportunity Zones are federal tax incentives that provide preferential tax treatments to entities who invest capital gains into qualifying investments in underinvested communities. The current Opportunity Zone in Leavenworth is strategically located in the heart of the 28-block historic downtown, which also includes some economically disadvantaged areas. Opportunity Zones (OZs) are utilized to facilitate various project types, most typically market-rate rental housing as well as commercial and industrial projects.

Opportunity Zones 2.0 (OZ 2.0) is a forthcoming policy that will replace the original Opportunity Zone program after December 31, 2026. Under OZ 2.0, states will nominate fewer, more specifically targeted tracts. The new program will have a stronger emphasis on supporting rural communities, which the City of Leavenworth qualifies, and offer greater incentives, like a 30% step-up in basis, compared to 10% under the previous program. Census tracts for OZ 2.0 within Kansas will be designated and announced by the State of Kansas in 2026. Every ten years, OZ Census Tracts will expire, and the State of Kansas will update

designations, likely through a similar proposal process that was announced in 2026. It is recommended that the City of Leavenworth monitor the State's process and submit proposals as needed.

Land Use and Zoning

Mobile Homes and Manufactured Homes

Mobile homes and manufactured homes are housing types that can offer an affordable and energy-efficient alternative to traditional single-family houses. These options cost less to build per square foot, have a shorter construction period, and help address the affordable housing crisis by lowering entry costs, minimizing construction waste, and shortening construction times. In Leavenworth, mobile homes are only permitted in one zoning district, "Mobile/Manufactured Home Park (MP) District," and there is one MP district currently within Leavenworth.

Accessory Dwelling Units

Accessory Dwelling Units (ADU) may be approved by special use permit in any residential zoning district in the city subject to several conditions. These conditions include that the ADU be compatible in design and building scale, shall not have a separate driveway entrance, shall be no bigger than 900 square feet, must be on a property that is owner-occupied, shall meet building code for a single-family unit, and have at least two off street parking spaces for the property. To further promote ADUs, the City could consider allowing ADUs by right in certain residential zoning districts and creating pre-approved ADU building designs available.

Overlay Districts

To facilitate the development of property in the downtown (Central Business District) and northeast Leavenworth, the City of Leavenworth established the Redevelopment Overlay District (ROD). The ROD has three distinct sub areas, all of which permit dwellings in live/work and mixed-use buildings. For residential housing, ROD has relaxed lot width minimums, setbacks, and parking requirements and also allows higher building heights. The ROD is located in the northeast section of the city around the CBD. The ROD intersects with two TIF districts, the NRA area, and the city's current Opportunity Zone.

Development Barriers

Stakeholders consistently identified financial infeasibility under current market conditions as the most significant barrier to housing development in Leavenworth. High acquisition and compliance costs, combined with the modest achievable rents and sale prices make it difficult for investment to move forward without City intervention. This aligns with national data showing rising costs of construction. According to the latest National Association of Home Builders / Wells Fargo Housing Market Index, home builders listed significant challenges faced in 2025 as elevated mortgage rates, cost/availability of developed lots, cost /availability of labor, and rising inflation in the US economy. In addition, maintaining and rehabilitating homes can be costly, especially in older homes like in the city where two-thirds of homes were built before 1980. Older structures often require extensive systems upgrades, including electrical, plumbing, or foundation, making redevelopment potentially costly. Many stakeholders noted that without incentives or cost offsets, both private and nonprofit developers and property owners struggle to justify investment, resulting in stalled projects, underutilized land, and continued deterioration of existing housing stock.

Regulatory barriers were also mentioned as a constraint to new housing development. Stakeholders pointed to zoning and development standards, such as minimum lot sizes, setbacks, parking requirements, fees / taxes, and restrictions on infill or upper-story residential development as limiting what can be built. This is especially the case on smaller irregular lots common in older neighborhoods and downtown. While standards are intended to protect quality of housing, they are also seen as making redevelopment impractical and affect infill and rehabilitation efforts. The City has relaxed some building requirements in the downtown area through the Redevelopment Overlay District (ROD), which serves as a tool to promote specific types of development in target areas.

Stakeholders also mentioned the City's review and approval process as a potential development risk. Carrying costs associated with delays, such as financing, holding costs, and fees, can be a deciding factor in whether projects proceed. Improving speed to market through clearer processes and greater flexibility may help to attract and retain developers. For instance, RHIDs require approval by the City, County, and school district. Coordination between the City, partner agencies, and the development community is necessary to align objectives and could streamline the use of incentives or other special permitted uses.

Policy Alignment

When asked about where incentives were needed most, several stakeholders responded in a mapping exercise that incentives should be located around downtown and the northeast area of the city, while others mentioned that development incentives should be available throughout the city. As noted above, there are several incentive programs that are currently available in this area already; however, stakeholders indicated that there is a need for incentives in the northeast area to be expanded as well as in other areas in the city to spur housing development.

Feedback from stakeholders included the opportunity to align incentives to address housing issues by a City-backed redevelopment or development initiative. There is an opportunity to align several unique and powerful incentives, including Opportunity Zones 2.0, RHID, Historic Tax Credits, to promote housing development in the city.

In addition, the stakeholder and resident input revealed the need for improved infrastructure and amenities, as well as the need to address dilapidated structures. The City could not only align financial incentives for development but also infrastructure improvements in the same geographic areas.

Housing Strategies & Recommendations

Leavenworth is a thriving regional employment center with a strong sense of community. The housing analysis was conducted with a focus on defining the housing needs for the area for continued success. This section of the report will synthesize the findings from the data analysis and engagement efforts to provide realistic recommendations for the City that should be considered to advance housing goals for the community.

Summary Findings

This housing analysis examined current conditions and historical patterns, as well as the relationship between demographics and people, local economics, spatial patterns, and public policy. The analysis indicates that housing in Leavenworth may be insufficient to meet the diverse needs of the Leavenworth community. The analysis identified the following five main findings:

- **There is a mismatch between current housing needs and available housing supply.** Housing affordability remains a significant concern in Leavenworth, as housing prices continue to outpace household incomes. The housing gap analysis indicates that many households cannot afford available housing options, contributing to housing cost burden, particularly among lower income households and renters. At the same time, Leavenworth's aging population is increasing demand for smaller, more accessible homes located near services and amenities. The age and condition of existing housing combined with limited new housing production, also reduces the community's ability to attract and retain residents.
- **Additional housing construction is needed to support both ownership and rental demand.** Compared with the County and nearby communities, Leavenworth has seen relatively limited new housing development in recent years. The housing gap analysis indicates that approximately 555 new homes are needed over the next five years (due to 'pull factors') to accommodate household growth and capture potential new residents.
- **Housing rehabilitation and stronger code enforcement are needed to address vacancy and habitability concerns.** Leavenworth's housing stock is relatively old, with more than one-fourth of units built before 1940. A substantial share of vacant units are older homes or units lacking complete kitchen or plumbing facilities, suggesting that physical deterioration and substandard conditions are barriers to occupancy. These conditions point to the need for targeted rehabilitation efforts and proactive code enforcement strategies.
- **Non-housing investments will be important to improving housing outcomes in Leavenworth.** Stakeholder and community input highlighted the need for complementary investments beyond housing, including improved job opportunities, expanded local amenities, and infrastructure improvements that support economic growth. Long-term housing outcomes will depend in part on these broader investments, supported by strong services, an engaged development community, and ongoing local government leadership.
- **Continued public-sector support will be necessary to advance housing development and rehabilitation.** With limited housing production over the past decade, development activity has remained slow. Ongoing government support through incentives, coordination, and partnership will be important to encourage both new development and rehabilitation. Existing incentive tools have played a role in past projects and will remain important to improving project feasibility and supporting future housing investment.

Recommendations

Goal 1: Promote Diverse Housing Choice and Support New Housing Development

Existing housing inventory in Leavenworth does not meet current demand and will not meet anticipated demand without strategic intervention. Over the past five years, housing costs in Leavenworth have significantly outpaced local income growth and contributed to high rates of cost-burdened households. A persistent supply gap will continue to drive affordability pressures in the community and present high turnover risks, displacement, and housing instability.

To reduce competition for housing and promote affordability, Leavenworth needs a diverse range of new housing options. New market-rate housing can influence affordability at all income levels as it absorbs demand by allowing families and homebuyers to “move up” or “right size” making older, existing housing available. Diversifying housing options in Leavenworth will support the broad needs of households in the community by promoting a range of housing prices, styles, and sizes. Given the availability of vacant and infill sites and opportunities for downtown development, the City is well-positioned to catalyze development through reducing regulatory barriers, facilitating partnerships, and aligning incentive programs with housing needs. The following strategies focus on creating conditions that encourage the development of new housing and support a wider range of housing products, ultimately promoting a more balanced market and better alignment with the needs of Leavenworth households.

Strategy 1.1: Reduce Development Barriers for New Housing

Community survey results indicated the greatest support for City investment in new home development, including single-family homes to own or rent, two to four-unit multifamily housing to own or rent, and manufactured housing or tiny homes. The City of Leavenworth has a robust housing incentive strategy; however, findings from stakeholder engagement indicate that zoning and development standards continue to present barriers to development in Leavenworth. Zoning restrictions, such as parking requirements, minimum lot sizes, and setback requirements, can act as development barriers, particularly for higher density projects. Additional incentives or prioritization of housing policies can be implemented to foster residential development.

- **Recommendation 1.1.1 Ease Parking and Setback Requirements for Infill Housing:** Minimum parking and setback requirements can limit the feasibility of developing infill housing on underutilized sites that are too small or irregularly shaped for traditional development. The City has taken steps to address these constraints through implementing Redevelopment Overlay Districts (RODs) which allow reduced lot width minimums, setbacks, and parking requirements and allow higher building heights. However, RODs are concentrated in the downtown area, and expanding these areas could provide an opportunity for the City to evaluate where additional flexibility in parking and setback standards could be applied to increase density, lower construction costs, and promote infill housing development. This approach can promote small-scale multifamily development to bolster diverse and affordable housing options beyond Leavenworth’s downtown.
- **Recommendation 1.2.1 Ease Zoning to Allow Diverse Housing Types:** Leavenworth could support the development of more “missing middle” housing, which provides diverse housing options along the spectrum of affordability. The City could support these housing types, including duplexes, triplexes, and fourplexes, by allowing these housing types “by right” in single-family zoning districts. In addition, changing zoning to promote adaptive reuse of buildings will help create new residential units while supporting the redevelopment of certain neighborhoods.

- **Recommendation 1.1.2. Identify Priority Housing Sites for Investment:** Leavenworth has a significant inventory of vacant, infill parcels, and greenfield sites; however, infrastructure gaps, irregular parcel size or shape, and zoning limitations may constrain the number of sites that are development-ready and feasible for housing. The City should identify vacant or underutilized parcels that may struggle to develop as housing without incentives or other public interventions. The identified sites can function as designated priority areas for residential development where the City can apply targeted incentives and support infrastructure planning to mitigate site preparation challenges. Identifying priority areas would support a targeted parcel-level approach for applying existing financial tools such as TIF, tax abatement, sales tax exemption, and CDBG or HOME grants to support developers by offsetting site preparation and infrastructure costs. The City may consider offering additional financial tools that alleviate the costs of site preparation in these areas. Positioning and preparing challenging sites for residential use can attract developers to the community by reducing the time and cost of development which can improve the feasibility of affordable or diverse housing projects. This tool should be paired with an effective marketing strategy to ensure developers are aware of the tools available in priority areas. Stakeholders identified the Council on Aging building and the Nettie Hartnett School building as potential sites for acquisition and redevelopment.
- Several key geographic areas present distinct opportunities for housing investment in Leavenworth, each of which may be best supported by different residential development strategies. In the downtown area, adaptive reuse that incorporates new residential units could capitalize on historic buildings while leveraging proximity to the riverfront and local businesses. Residential infill in areas surrounding downtown and along key corridors such as Broadway and 4th Street could add density and help catalyze reinvestment in established neighborhoods. In addition, new residential neighborhoods along 20th Street could expand the supply of market-rate housing and strengthen Leavenworth's ability to compete with nearby communities. A map of these potential priority areas is included in the Appendix. **Recommendation 1.1.3. Activate the Land Bank to Support Housing:** Since its establishment in 2021, the Leavenworth Land Bank (Land Bank) has supported two isolated redevelopment efforts through issuing RFPs for land dispositions. Previous land disposition efforts from the Land Bank were not tied to specific redevelopment objectives or intended land use. There is a significant inventory of vacant and underutilized parcels within Leavenworth that presents an opportunity for infill development and expanding housing supply. The City should consider the feasibility of refocusing the Land Bank towards housing production by establishing a targeted land disposition program for vacant land or underutilized properties. The Land Bank can utilize the priority areas identified in recommendation 1.1a.2 to target property acquisition. To further promote housing development, the City of Leavenworth Land Bank can adopt a Housing First disposition policy which prioritizes transferring properties to landowners that develop affordable housing and seek to mitigate displacement of existing neighborhood residents. The Land Bank can further promote affordable housing development by selling sites at a discounted price. This strategy can reduce the financial barriers that may prevent infill housing development.

Strategy 1.2: Streamline Housing Permitting and Approvals

Given the demonstrated need for new housing units at various price points, the City may consider streamlining the permitting process. Findings from stakeholder engagement indicate that the permitting process may act as a barrier to development. The permitting process for new construction is often costly with unpredictable timelines due to delays in approval issues, requirements for special use permits, and bottlenecks. Additionally, the permitting process for multifamily development is often more complex because it requires specific permits, variances, or other special actions. The City of Leavenworth has a relatively fast initial permit review process which takes up to ten days for housing projects; however, there are opportunities for the City to further streamline the permitting process through flexible planning, review, and approval strategies that reduce delays and promote a predictable process for developers. Optimizing the process can reduce the cost and time of new development and create a regulatory environment that is more attractive to developers.

- **Recommendation 1.2.1 Preapprove Building Plans:** The City may consider the feasibility of streamlining the permitting process by establishing a set of preapproved housing site plans that adhere to local building codes and standards. Offering plans that have already undergone technical and regulatory review will expedite the design and planning process, which typically takes four to eight months. Additionally, preapproving plans can mitigate delays due to submittal of low-quality or non-compliant site plans. Preapproved building plans can also reduce the upfront costs of development associated with architectural design and engineering and improve the feasibility of affordable or diverse housing projects, especially for small-scale developers or homeowners interested in adding an ADU. Approximately 76.8% of housing in Leavenworth is single-family, and the majority of new, recent housing permits were for single-family housing. The City can target development in priority areas by approving a “pattern book” of housing plans that are tailored to housing development goals in specific areas of the city. This strategy can support development of housing typologies that align with target areas such as historic districts or infill sites.
- **Recommendation 1.2.2 Offer or Require Pre-application Meetings:** The City can offer or require pre-application meetings that support early coordination between developers and the Leavenworth Inspection Division. Pre-application meetings provide an opportunity for applicants to review site plans for compliance with zoning and building requirements before or during the design and engineering processes. Early coordination in the permitting process can help identify potential issues and reduce costly delays.

Strategy 1.3: Enhance Incentives to Support Housing Development

The City of Leavenworth has a robust set of programs to incentivize development in the community. Local incentives such as TIF and other special districts are complemented by state and federal programs such as LIHTC and CDBG, creating a multi-tiered approach to incentives. While these programs are effective tools to promote development, new construction in Leavenworth is constrained by infrastructure needs, site readiness, and high construction costs. The City should enhance existing incentive programs as a strategy for improving project feasibility and mitigating risks to development.

- **Recommendation 1.3.1 Layer and Right-Size Incentive Programs:** Layering available incentives and subsidies is a powerful strategy to attract development by providing upfront capital for development, gap financing, or future tax abatement. For instance, Opportunity Zones 2.0 could be a beneficial tool for housing developers in a targeted area, especially when paired with complementary incentives such as tax credits like Historic Tax Credits and/or Low-Income Housing Tax Credits, tax incentives through Community Improvement Districts or Neighborhood Redevelopment Areas, or grant or other subsidies such as Community Development Block Grant loans or relief from development fees. The City should consider evaluating incentive programs to determine feasibility and to ensure incentives and subsidies are delivering community benefits and supporting City development goals.
- **Recommendation 1.3.2 Leverage RHID to Support Vertical Construction and Mixed-Use Housing in Targeted Areas:** The City could leverage the Rural Housing Incentive District (RHID) program as a tool for supporting new housing development in target areas. RHIDs can be used as a tool to improve the financial feasibility of mixed-use housing as funding to support greenfield development, infill development, and second story residential development located in central business districts. RHID funds can be used to reimburse costs on the following types of items: property acquisition, plumbing, HVAC, walls, flooring, removal of hazardous substances or materials, roof, framing, etc. Additionally, costs incurred that benefit the entire building, such as a roof, can be proportionally allocated between the non-residential and residential uses.

The City could develop a RHID policy that specifies and narrows the City's priorities for RHIDs, which would help developers identify priority target areas promoted by the City. Targeted geographies should be in areas without other conflicting incentives, such as Neighborhood Reinvestment Districts, so that the same tax increment is not pledged elsewhere. The City should work with County and School District representatives when creating a policy to encourage support for future RHID designation and alignment with future public planning. Other policy considerations could include priority for a RHID type (greenfield, infill, or second story), specific housing types, targeted households, targeted affordability levels, developments with a minimum number of units, proximity to jobs and amenities, and alignment with broader policy goals. Creating a RHID policy can help the City lead the market and attract development.

Goal 2: Preserve and Improve Existing Housing Stock

Aging and deteriorating housing stock presents both a challenge and opportunity for neighborhood stability and housing quality. Housing stock in Leavenworth is aging, which presents challenges related to maintenance needs, vacancies, and overall perception of housing or neighborhood quality. Historic housing is a critical component of Leavenworth's community character and the City seeks to preserve historic buildings in its nine historic districts.

Actions to preserve and improve conditions present an opportunity to rehabilitate underutilized housing in the community. Additionally, this goal aims to support housing opportunities for low-income households by proactively preserving older housing stock, which often functions as naturally occurring affordable housing. Improving the condition of existing housing stock through targeted strategies is important for the City to reduce vacancies and expand the supply of habitable housing while supporting existing goals of historic preservation.

Strategy 2.1: Implement a Proactive Housing Preservation and Code Enforcement Framework

Strong preservation and code enforcement strategies are vital for maintaining health and safety standards for residents. The City of Leavenworth currently has a Rental Property Coordinator to support code enforcement and serve as a liaison between tenants, landlords, and various city and state offices. The City currently maintains a database of rental housing properties which is used to track building

inspections and code enforcement outcomes. Physical inspections of rental properties are conducted on an as-requested basis to ensure compliance with property maintenance and building codes. Although code enforcements strategies are currently in place, stakeholders and community engagement revealed that housing quality is an ongoing challenge in the community. These findings suggest that there is an opportunity for the City to build on existing resources that strengthen housing preservation and code enforcement practices to support proactive intervention and promote neighborhood stabilization.

- **Recommendation 2.1.1 Target Code Violations through Proactive Inspection:** Code enforcement is an important strategic tool to uphold quality housing standards and minimize resource constraints associated with aging housing stock. The City should consider utilizing its rental property database to implement a proactive code inspection model. The State of Kansas prohibits requirement of periodic interior inspection of privately owned residential property for city or county code violations unless the lawful occupant has consented to such interior inspections; however, the City may consider conducting routine exterior inspections of all rental properties in addition to complaint-based inspections.¹ Database tracking can be used to prioritize inspections based on risk, housing conditions, and property history. Implementing a proactive inspection model can lead to earlier detection of violations and reduce reliance on tenant self-reporting, which may not capture all violations due to lack of resources or fear of retaliation from a landlord.
- **Recommendation 2.1.2 Use Community Input to Identify Rehabilitation and Code Enforcement Priorities:** The City can consider actively soliciting input from residents and community organizations to identify properties or neighborhoods that do not comply with code requirements and may present the greatest risk of deterioration. Annual housing and property condition surveys or workshops can serve as a formal tool for gathering community insight on where rehabilitation needs or code enforcement risks are concentrated. This data can support the City's existing code enforcement tracking tools to identify patterns of disinvestment and inform targeted code enforcement and rehabilitation strategies. Actively prompting community input could supplement complaint-based reporting by capturing additional data, including interior building issues that are difficult to capture during City exterior inspections.
- **Recommendation 2.1.3 Establish a Vacant Property Registry:** Vacant, abandoned, and deteriorated properties can present risks for public health, impact property values, and contribute to declining neighborhood quality. The City may consider the feasibility of establishing a vacant property registration ordinance to track data on vacant properties and promote accountability among property owners. A vacant property registration can serve as a tool to limit blight due to deferred property maintenance and chronic vacancies by ensuring compliance with property maintenance and building codes. Requiring annual registration will allow the City to track contact information for vacant property owners and provide information on the obligations required to meet minimum standards of maintenance for those properties. Some municipalities require an annual registration fee which bolsters financial support for code enforcement, property inspections, and revitalization efforts. As outlined in the 2020 Kansas Legislator Briefing Book, best practices for municipalities that implement this tool include requiring a property maintenance plan upon registration, establishing minimum standards for exterior maintenance, conducting frequent exterior inspections, posting owner contact information on the property, and enacting code enforcement measures for noncompliance. The City of Topeka and the City of Kansas City are examples of two Kansas municipalities that have implemented a vacant property registry and can serve as case studies to guide implementation. For example, in Kansas City, owners of any vacant building or structure must register the property within 60 days of vacancy and pay a registration fee of \$200 per year.

¹ K.S.A. 12-16,138. Cities; counties; prohibiting periodic interior inspections of residential property; exceptions. (a) No city or county shall adopt, enforce or maintain a residential property licensing ordinance or resolution which includes a requirement for periodic interior inspections of privately owned residential property for city or county code violations unless the lawful occupant has consented to such interior inspections. This subsection shall not apply to inspections of mixed-use residential and commercial property. This subsection shall not prohibit a city or county from conducting plan reviews, periodic construction inspections or final occupancy inspections as required by building permits.

Strategy 2.2: Support Incentives for Housing Rehabilitation

Leavenworth aims to preserve historic housing and leverage local, state, and federal funding to offer various incentive programs to support rehabilitation of existing homes. Despite these resources, many older properties face deferred maintenance which contributes to vacancies and increased repair costs. The City should strengthen targeted incentive programs to improve housing conditions and preserve naturally occurring affordable housing.

- **Recommendation 2.2.1 Continue to Support Historic Preservation:** Although historic properties may require costly maintenance or rehabilitation compared to newer homes, Leavenworth’s historic character is a defining asset that strengthens the community’s identity. The City has designated nine historic districts, which allows “contributing” historic buildings in those districts to be eligible for Historic Tax Credits that offer substantial capital for rehabilitation expenses. Other grants are available for rehabilitation and residential construction because of the City’s support for historic preservation. As Leavenworth participates in the Main Street Program to revitalize and preserve its downtown, its downtown buildings could be eligible for a state grant program through the Residential Opportunities on Main Street (ROOMS), which provides small grants for creating upper floor residential units in downtown buildings. The City of Emporia has used an RHID and the ROOMS grant to preserve downtown buildings while expanding housing opportunities in the upper floors. The City should continue to support and leverage its unique building character through supporting historic preservation initiatives.
- **Recommendation 2.2.2 Expand Assistance for Homeowners:** The City should continue to support homeownership and home repair programs. The City provides direct financial assistance to support income-eligible residents with purchasing a home and repairing their home. These are the top housing solutions supported by the community, as shown through the community survey. As homeownership and construction costs continue to rise, the City may consider increasing the grant amount available for these programs.
- **Recommendation 2.2.3 Create a clear adaptive reuse policy:** Leavenworth could adopt a formal policy identifying adaptive reuse as a priority development strategy where possible, particularly for vacant or underutilized commercial, institutional, industrial, and/or upper-story downtown buildings. Doing so would clearly signal to property owners and developers that the City supports reinvestment in existing structures and is committed to facilitating reuse projects. A clear policy can also provide the foundation for aligning regulatory flexibility, financial incentives, and redevelopment priorities.

Goal 3: Align Housing with Economic Development, Amenities, and Infrastructure

Housing is a fundamental component of economic development and community well-being; however, effective coordination between housing, economic development, and infrastructure planning is essential to support economic vitality and quality of life for residents in Leavenworth. Key findings of this analysis highlight the importance of integrating housing strategy across multiple policy areas to support opportunities that respond to the diverse needs of Leavenworth households and align with local economic and community assets.

Strategy 3.1: Prioritize Housing Types that Meet Current and Future Community Needs

The City of Leavenworth should strategize on aligning housing typologies with community demand to support changing demographic trends and workforce needs. Findings of this analysis indicate that the current housing supply in Leavenworth is not fully aligned with the needs of key population groups, including seniors, workforce households, and young families. The City can improve housing choice, support aging in place, strengthen workforce retention, and reinforce long-term economic vitality for residents by aligning housing typologies and development locations with demographic trends and workforce needs.

- **Recommendation 3.1.1 Support Housing That Promotes Aging in Place and Accessibility:** The City of Leavenworth has an aging population and residents aged 65 and older represent the fastest growing age cohort. This trend highlights a need for a layered approach to addressing the housing needs of seniors across a range of incomes and housing types. Approximately 28% of respondents in the community survey identified senior living facilities as a priority for future development in Leavenworth. The City could consider prioritizing these developments in its housing strategy along with other housing typologies that can support senior needs and affordability, such as small-scale multifamily development. New senior housing should be located near community amenities, services, and walkable areas such as downtown, to support daily needs and reduce car dependence as seniors typically have limited access to transportation. Seniors, particularly those who rent, are also more likely to experience housing cost burdens due to limited or a fixed income. In addition to prioritizing new senior development, the City may consider the feasibility of implementing a program to assist seniors with small accessibility and safety repairs in their home, such as installation of grab bars, lever faucets, door and floor repairs, and window improvements. This program could complement the City's existing CDBG Home Repair Program by supporting accessibility and aging in place modifications for a growing demographic.
- **Recommendation 3.1.2 Encourage Housing That Supports Workforce and Family Households:** The current housing supply in Leavenworth is misaligned with the needs of Leavenworth's workforce and family households. Findings of this analysis indicate that a portion of the City's workforce choose to live in nearby communities due to the perceived differences in housing availability, quality, and access to amenities. The City should prioritize housing typologies that align with the needs of workforce and young family households such as small-scale multifamily development, townhomes, larger rental homes with modern features, and for-sale homes available at "starter home" price points. The City should align housing development with planned or existing amenities that support these demographic groups such as childcare and education, retail, recreation, and walkable infrastructure.

Strategy 3.2: Align Infrastructure and Amenities with Housing Growth

Quality of life is not only shaped by housing, but also by access to essential amenities that support daily needs. Findings from this analysis indicate that residents perceive limited access to amenities and services within Leavenworth, with some stakeholders reporting long commutes out of the city to meet routine needs. In addition to time burdens, out-commuting to access services can increase transportation-related costs for residents and further contribute to affordability pressures. Place-based strategies to promote development of community amenities can support residents' ability to stay in the community. Amenity rich neighborhoods can improve housing affordability, strengthen sense of place, and improve overall quality of life for residents.

- **Recommendation 3.2.1 Prioritize Amenity Investments That Reduce Household Costs:** Community engagement revealed that some residents perceive gaps in pedestrian friendly infrastructure (e.g., sidewalks, crosswalks, street lighting, and trees) as factors that negatively impact quality of life. The City should consider the feasibility of improving pedestrian and bicycle infrastructure to greater connectivity and access to existing services, particularly for residents who may not have access to a vehicle. This strategy can serve as a more cost-efficient tool to improving connectivity and mitigate car-dependence compared to implementing a public transportation system. Pedestrian and bicycle infrastructure can also enhance neighborhood appeal, perceptions of safety, and support low-cost modes of transportation within Leavenworth.

- **Recommendation 3.2.2 Collaborate with Community Partners to Support Overall Community Development:** To complement existing and recommended strategies, the City should continue actively engaging residential developers, economic development organizations, and community development organizations to strengthen public-private partnerships and better understand the conditions that enable successful new housing development and enhance quality of life. Ongoing collaboration with these stakeholders can help identify the infrastructure and amenities needed to support current residents and accommodate future growth. Their input can also inform how policies, incentives, and development processes are structured to better reflect community priorities and market realities. Building on these insights, the City can further refine its marketing and recruitment strategy to attract developers who can advance housing, economic, and community development goals.

Appendix A: Maps

This section includes several context maps used in the analysis of challenges and opportunities to housing development within Leavenworth.

Figure 30. FEMA Floodplain Risk in Leavenworth, PolicyMap

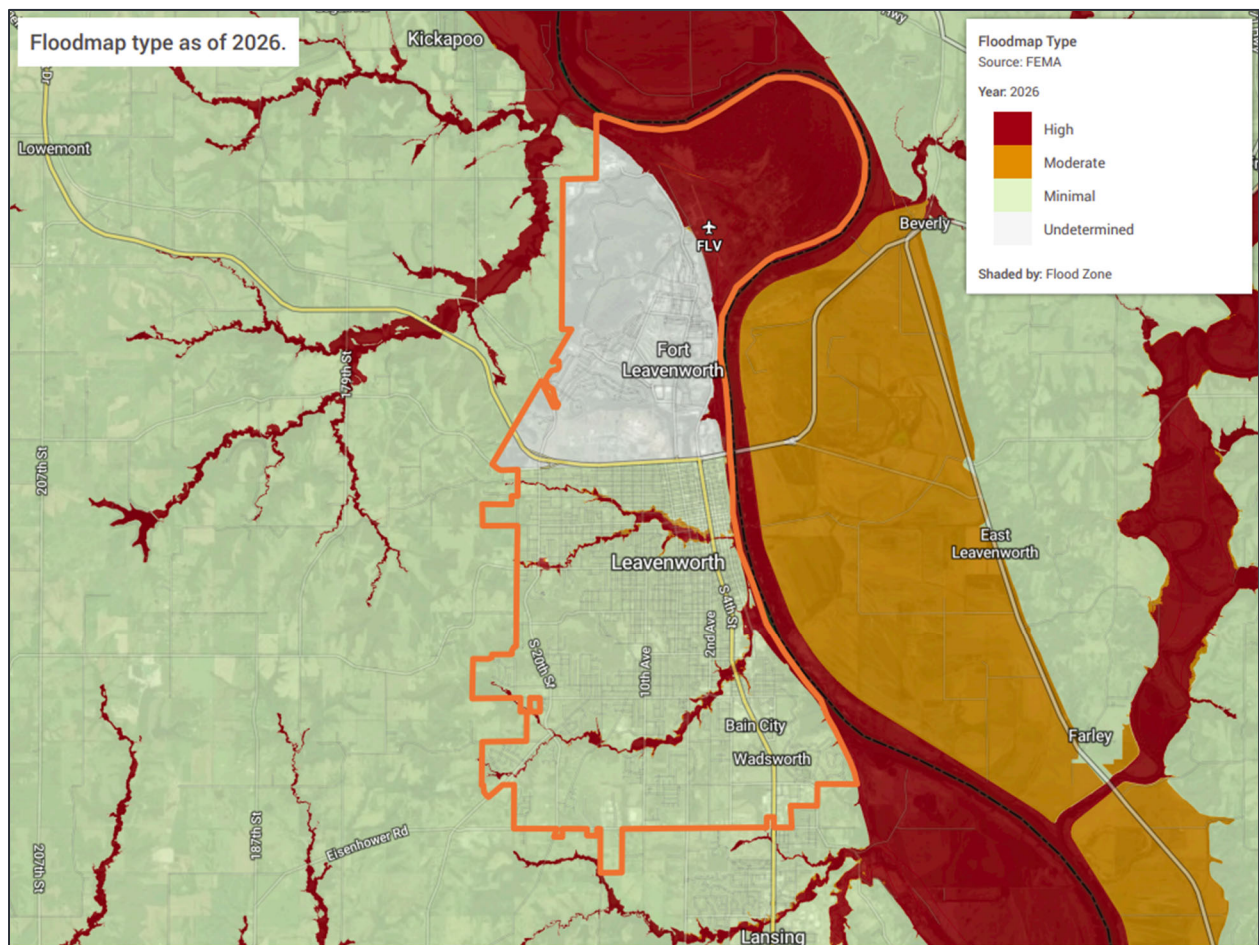
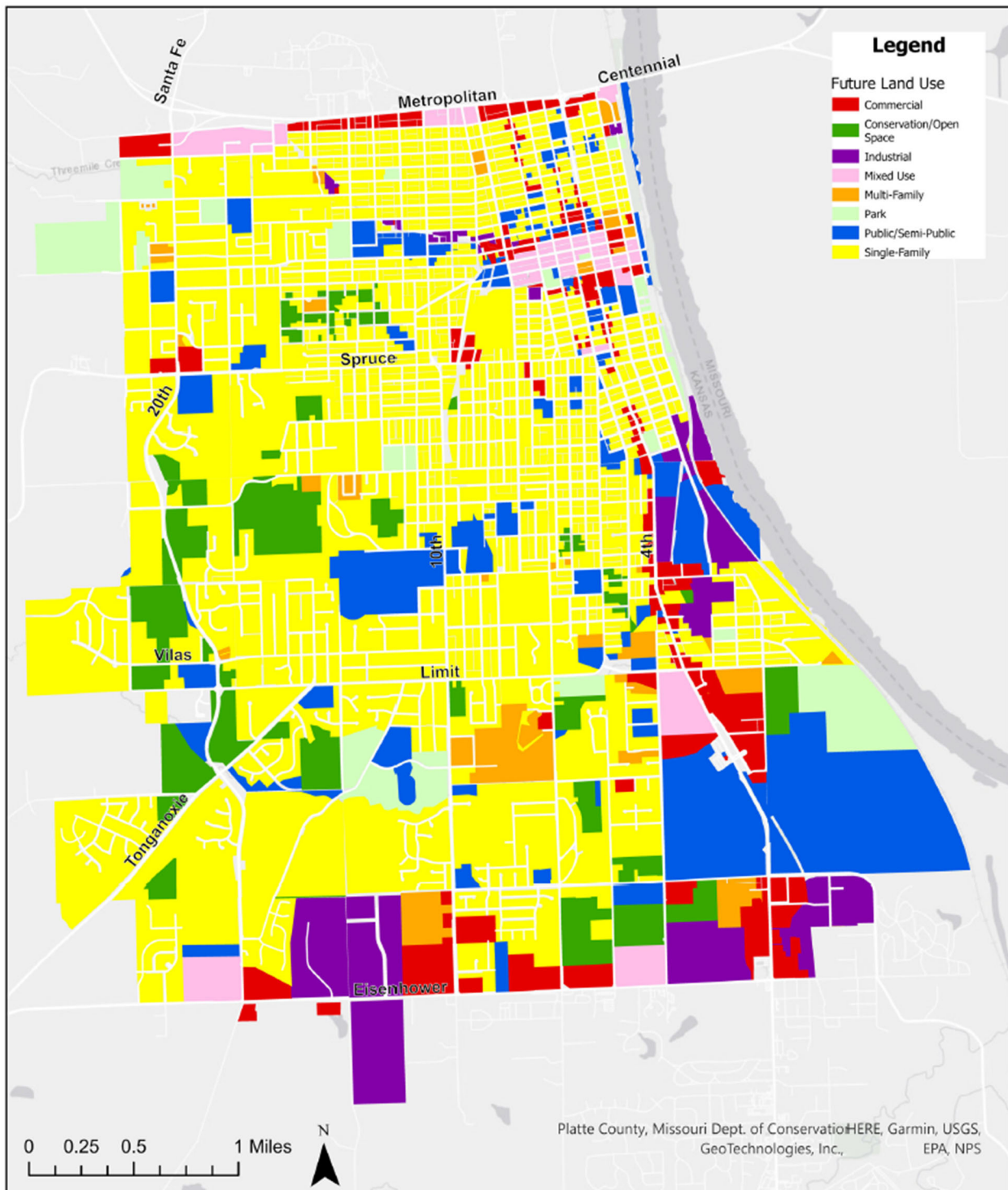


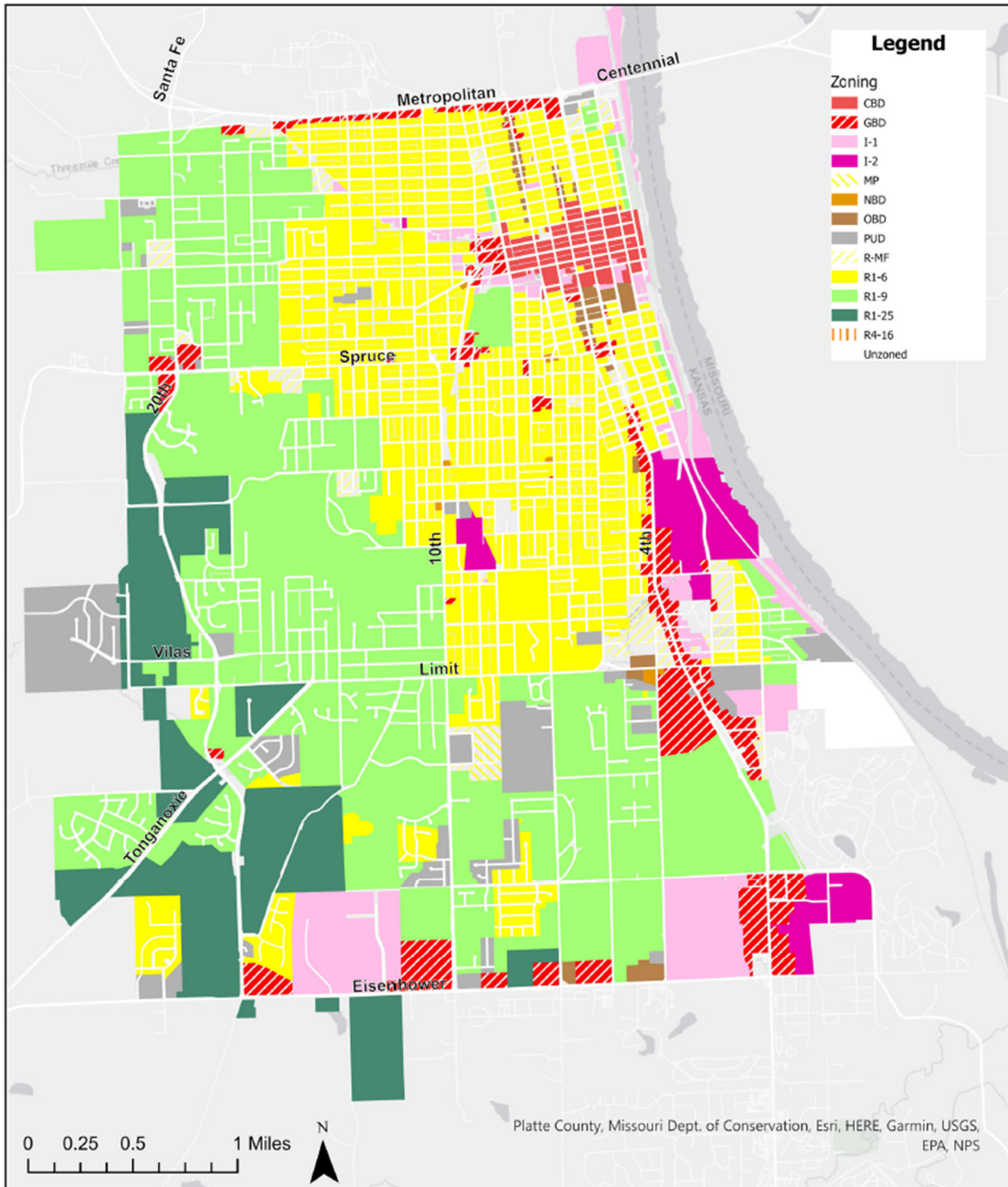
Figure 31. Future Land Use in Leavenworth



Source: City of Leavenworth, accessed 2/12/2026

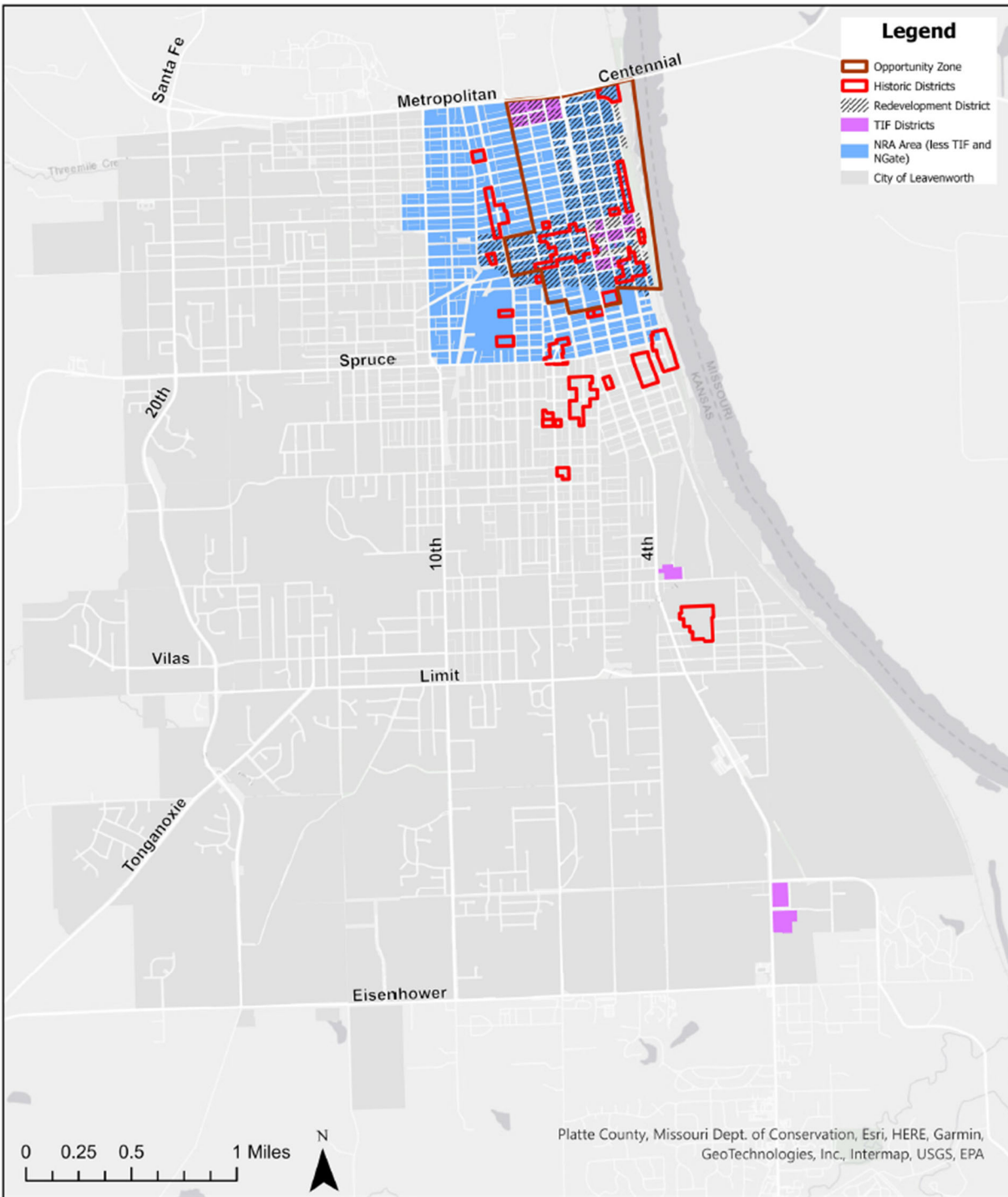
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

Figure 32. Zoning in Leavenworth



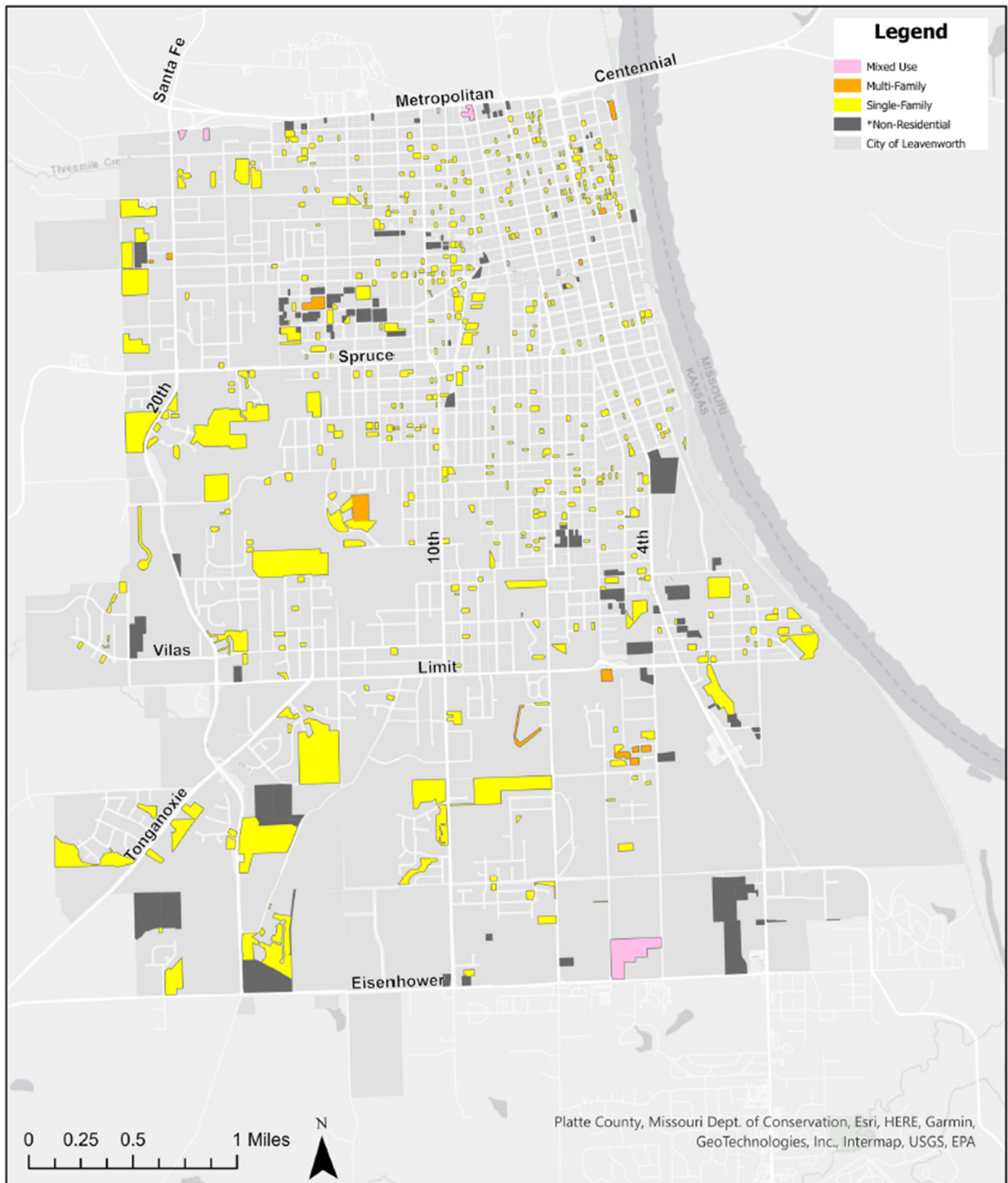
Source: City of Leavenworth, accessed 2/12/2026
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

Figure 33. Special Districts



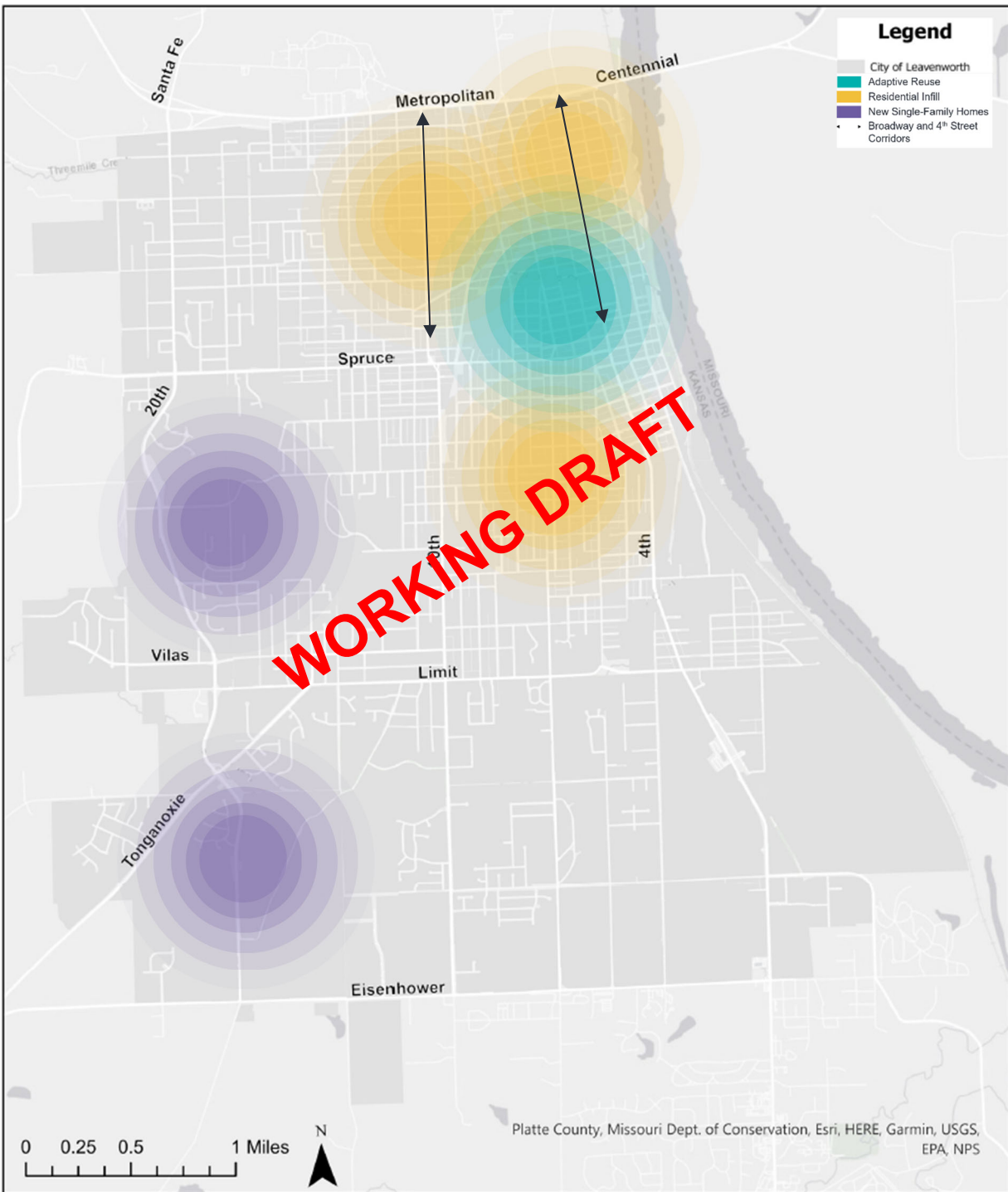
Source: City of Leavenworth, accessed 2/12/2026
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

Figure 34. Vacant Parcels with Future Land Use



Source: City of Leavenworth, accessed 2/12/2026
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

Figure 35. Potential Priority Areas

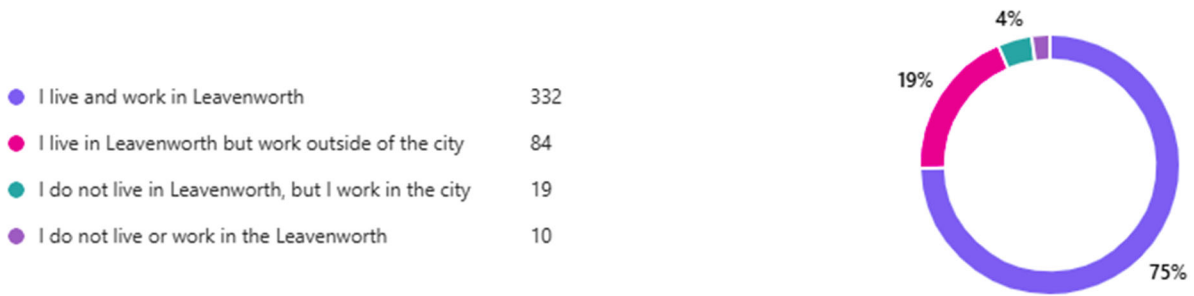


Source: Baker Tilly

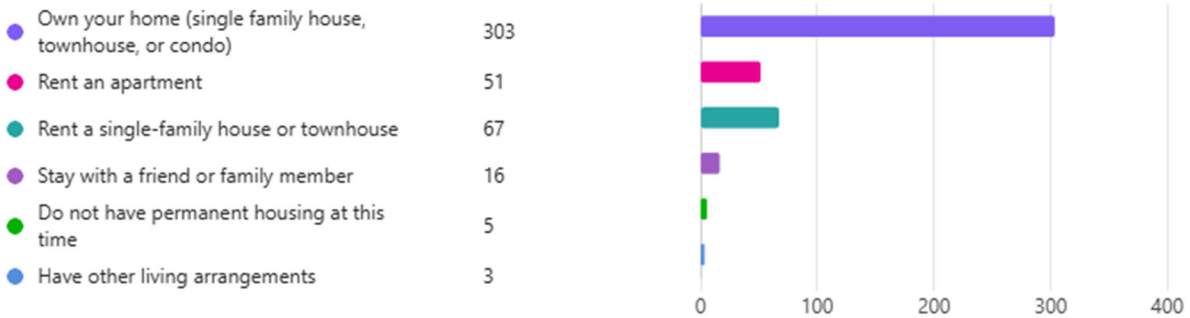
Appendix B: Community Survey Responses

This section includes the raw survey data from collected responses to multiple choice survey questions, analyzed through Microsoft Forms. Additional analysis from the virtual community survey and stakeholder focus groups were included in the analysis within the Stakeholder & Public Participation summary.

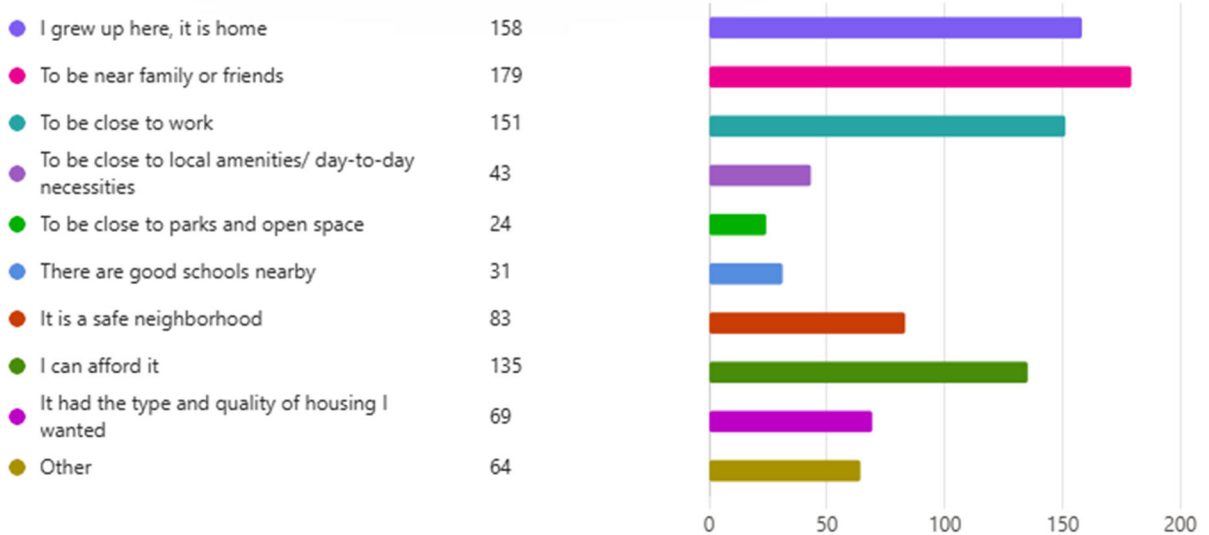
1. Do you currently live and work in Leavenworth?



2. Currently, do you...



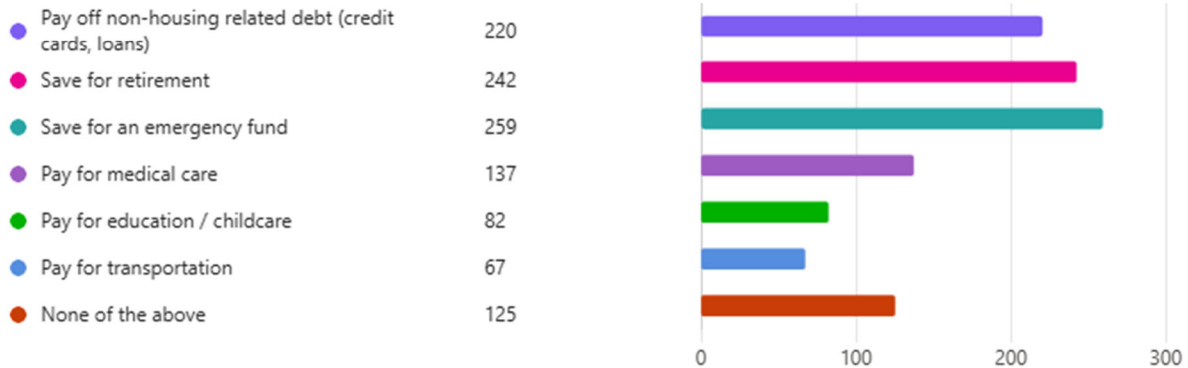
3. What are your primary reasons for living in your current community? [select all that apply]



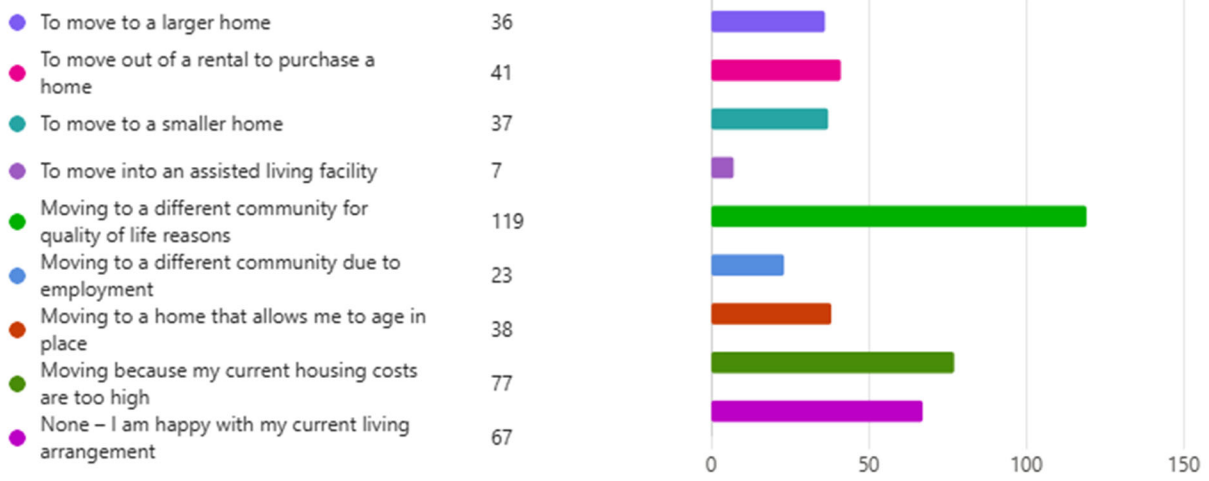
4. What percentage of your monthly gross (pre-tax) household income do you spend on monthly housing costs (including rent, mortgage/home payment, utilities, taxes, etc.)? Note: To estimate, add together monthly rent or mortgage/housing payment with average monthly cost of utilities/insurance/taxes, then divide this amount by your monthly pre-tax income



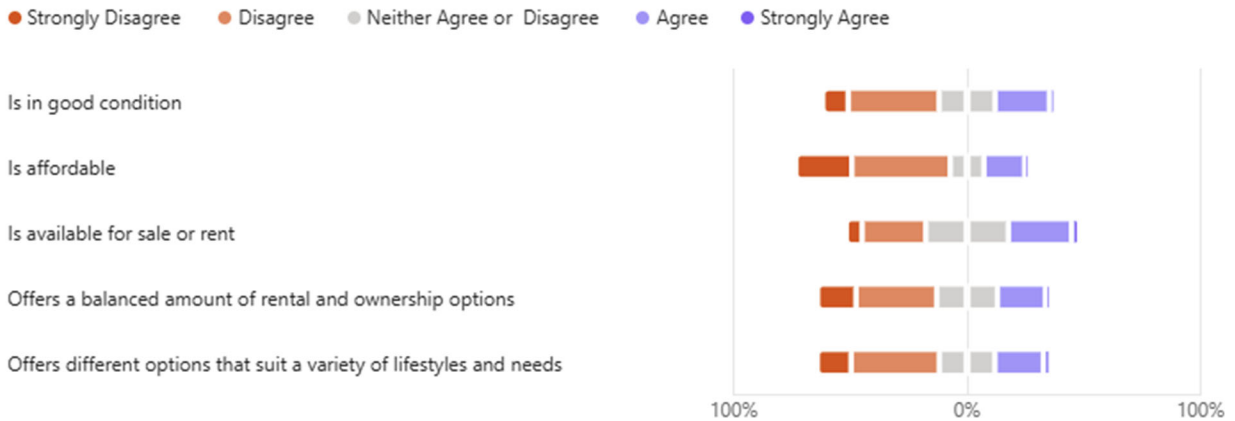
5. Have housing costs hindered your ability to do any of the following? [select all that apply]



6. What would be your primary reason you would look for a new place to live in the next five years?



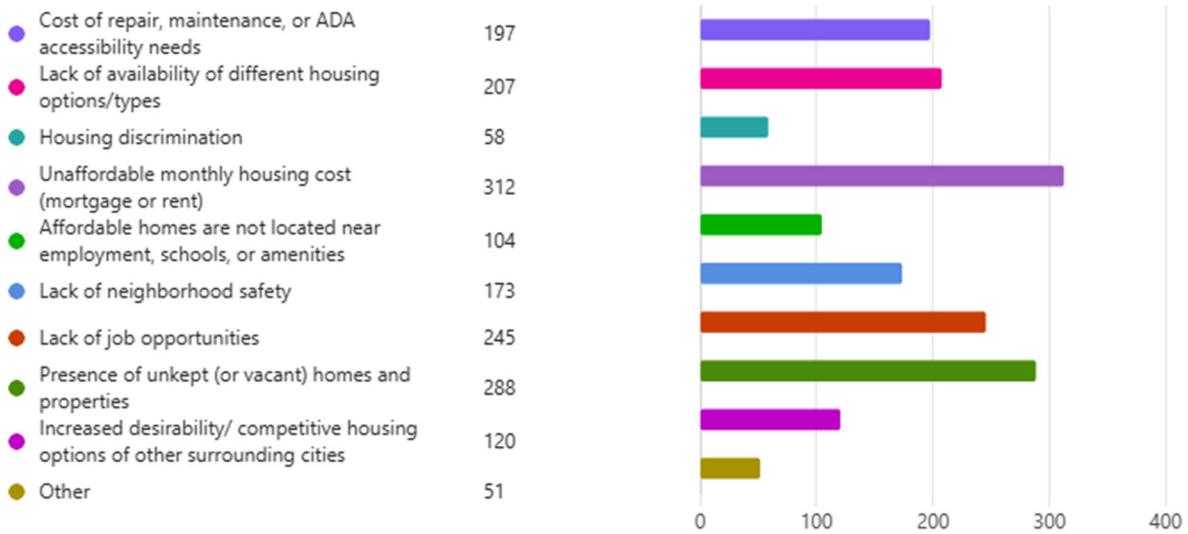
7. Overall, housing in my community...



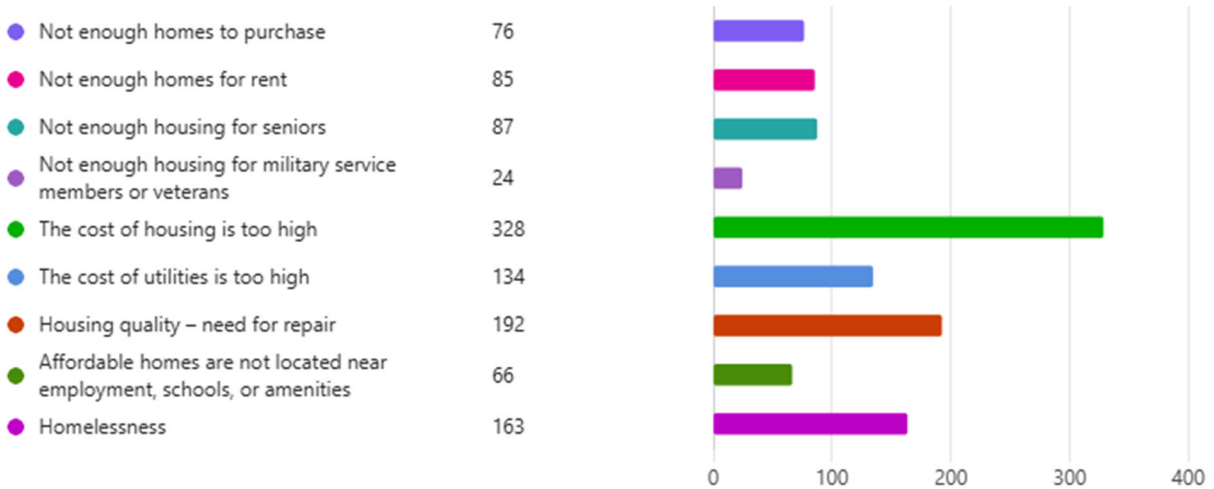
8. My community has...



9. Which of the following housing challenges do you think are most present in your community overall? (select all that apply)



10. What do you feel are the city's most pressing housing issues? [select up to three options]



11. Do you think there is a need for more housing opportunities for residents in your community?

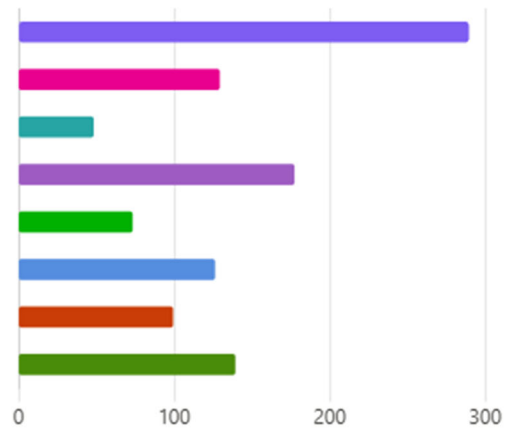


12. Which types of housing solutions would you support the City exploring to reduce the cost of housing in your community (select all that apply):



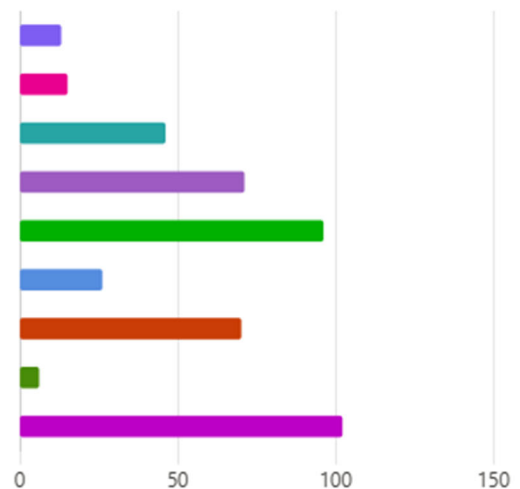
13. If the City was to invest in new housing options, which would you feel is most suitable/ should be prioritized? [select up to three options]

● Single-Family (standalone home to own)	289
● Duplex/ Triplexes/ Quadplexes, Townhouse (to own)	129
● Condos (More than 4 total attached units to own)	48
● Single-family, townhouse, duplex, triplex, quadplex (to rent)	177
● Apartments (More than 4 attached units for rent)	73
● Senior living facility	126
● Multi-generational housing, accessory dwelling units (ADUs)	99
● Manufactured housing/ tiny homes	139



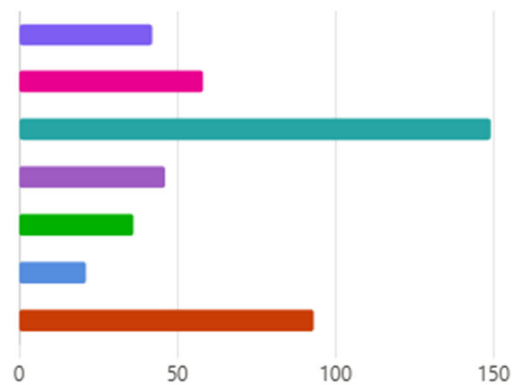
14. What sector are you currently employed in?

● Construction	13
● Manufacturing	15
● Educational services	46
● Healthcare and social assistance	71
● Professional and business services	96
● Retail	26
● Government (not including active-duty military)	70
● Active-duty military	6
● I am currently not in the workforce (unemployed, retired, or a student)	102



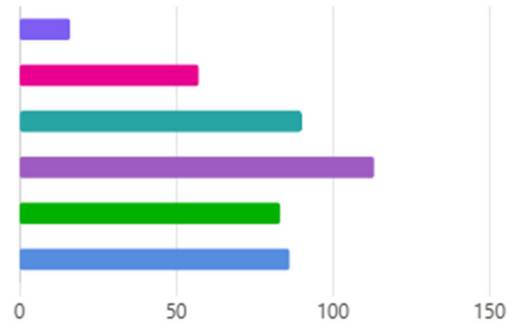
15. How far do you travel from home to get to work?

● I work from home and do not travel to get to work	42
● 1-5 minutes	58
● 6-15 minutes	149
● 16-30 minutes	46
● 31-45 minutes	36
● More than 45 minutes	21
● I am not currently in the workforce	93



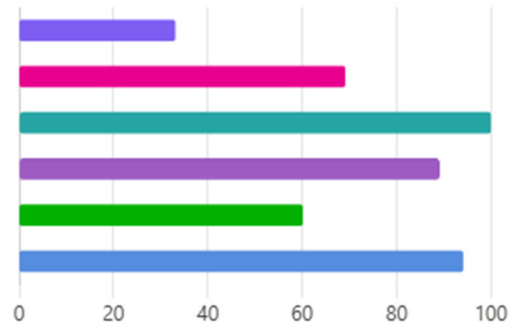
16. What is your age?

● Under 25	16
● 25-34	57
● 35-44	90
● 45-54	113
● 55-64	83
● 65 or older	86



17. What is your total household income?

● Less than \$25,000	33
● \$25,000-\$49,999	69
● \$50,000-\$74,999	100
● \$75,000-\$99,999	89
● \$100,000-\$124,999	60
● \$125,000 or higher	94



**STUDY SESSION POLICY REPORT
SOLID WASTE DISCUSSION**

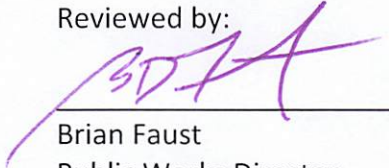
JUNE 16, 2026

Prepared By:



Trevor Cook
Assistant to the City Manager

Reviewed by:



Brian Faust
Public Works Director

Reviewed By:



Scott Peterson
City Manager

BACKGROUND:

In 2025, staff presented four service options related to the City's solid waste collection and disposal options, including maintaining City collection services with additional fleet and staffing, constructing a consolidation station, constructing and operating a transfer station, and contracting with a private hauler for solid waste services.

The financial information presented during that discussion was developed as a staff planning-level analysis. Under that analysis, the estimated monthly residential rates were \$22.92 for maintaining City service with additional fleet and staffing, \$22.74 for the consolidation station option, \$25.61 for the transfer station option, and approximately \$23 to \$25 for a private service model based on regional service providers. Additionally, the consolidation station option was estimated at approximately \$1.29 million, and the transfer station option was estimated at approximately \$4.5 million.

Following discussion, the Commission provided consensus for staff to continue evaluating a phased approach, generally described as "Option 2.5." That approach contemplated a consolidation station that could potentially be expanded or converted into a transfer station in the future.

OVERVIEW:

Since the 2025 discussion, Public Works has continued evaluating solid waste operations, including disposal costs, fleet needs, and potential facility concepts.

The City has purchased a seventh solid waste truck, which is now in service. Public Works is currently able to routinely place four trucks on routes and is working toward having five to six trucks ready at all times. A replacement truck is scheduled for 2027, though staff may evaluate purchasing the truck in late 2026 to avoid an anticipated \$20,000 to \$30,000 price increase.

Staff has also received concept plans and an engineer's opinion of probable project cost from BG Consultants for a City-use solid waste facility at the East Gilman Road landfill site. The concept includes an 80-foot by 80-foot building, 25-foot by 40-foot office space, tipping area, trailer loading area, retaining walls, pavement, access improvements, and related site work.

The current concept-level project estimate totals approximately \$4,108,400. This includes a construction subtotal of \$2,857,400, a 15% contingency of \$429,000, and 25% for design, administration, and legal costs totaling \$822,000.

The concept plans show two potential site layouts. Concept 1 is preferred; however, there is uncertainty regarding the limits of buried trash from the former landfill. If Concept 1 is not feasible due to site or regulatory concerns, Concept 2 may be used as an alternate layout.

Additionally, current disposal costs continue to be a major factor of consideration. The County transfer station fee is currently \$68 per ton, whereas the Waste Management/Shawnee disposal fee is currently \$35.06 per ton. Based on an average of 9.6 tons per truck, the disposal and fuel cost comparison provided by Public Works is approximately \$664 per truck using the County transfer station and approximately \$382 per truck using Waste Management/Shawnee. These figures do not include labor, truck wear, or other operating costs.

DISCUSSION:

The discussion is intended to receive Commission direction on the City's next steps for solid waste service delivery and disposal in light of current operating pressures, updated disposal costs, and the concept the City received. The facility concept is presented as part of the discussion and is intended to inform consideration of the City's broader solid waste service and disposal strategy. Staff is not requesting approval of a final project or preferred alternative at this time. Future analysis and recommendations will be developed following Commission discussion and direction.

ATTACHMENTS:

2025 Solid Waste Service Options Analysis

BG Consultants Engineer's Opinion of Probable Project Cost

BG Consultants Concept Site Plans

Option 1	Option 2	Option 3
Maintain City Trash Service	Maintain City Trash Service	Maintain City Trash Service
Dump at Shawnee Landfill	Build Consolidation Station Dump at Hamms Landfill	Build & Operating Transfer Station Dump at Hamms Landfill
Option 1 - In order to improve service, increase fleet from 6 to 8 trucks, hire three additional employees.	Option 2 - Construction cost estimate (includes cost Annual debt payment	Option 3 - Construction cost estimate (includes cost Annual debt payment
	\$ 1,290,000 \$ 109,655	\$ 4,500,000 \$ 382,500

Revenue	Households	Current Fee	Option 1		Option 2		Option 3		
			Monthly Fee	Annual Revenue	Monthly Fee	Annual Revenue	Tons	Monthly Fee	Annual Revenue
Refuse Service Fee	9,944	\$ 19.31	\$ 22.92	\$ 2,734,648	\$ 22.74	\$ 2,713,605		\$ 25.61	\$ 3,055,815
Brush site & recycling center fees				\$ 33,800		\$ 33,800			\$ 33,800
Motor fuel tax refund				\$ 4,000		\$ 4,000			\$ 4,000
Transfer Station Revenue							17,000	\$ 52.00	\$ 884,000
Total Revenue			18.68% rate increase	\$ 2,772,448	17.77% rate increase	\$ 2,751,405	32.62% rate increase		\$ 3,977,615

Personnel costs	Annual cost, with taxes & benefits	Current FTE	Option 1: Changes in FTEs			Option 2: Changes in FTEs			Option 3: Changes in FTEs		
			None	New FTEs	Personnel Costs	None	New FTEs	Personnel Costs	None	New FTEs	Personnel Costs
Department Manager	\$ 110,000	0.51	None	0.5	\$ 56,100	None	0.5	\$ 56,100	None	0.5	\$ 56,100
Administrative Support	\$ 65,300	1	None	1.0	\$ 65,300	None	1.0	\$ 65,300	Add PT admin assistant	1.5	\$ 97,950
Equipment Operators	\$ 82,500	5	Add 1 equipment operator	6.0	\$ 495,000	Add 1 E.O. with Class A License	6.0	\$ 495,000	Add 1 E.O. with Class A License, and 1	7.0	\$ 577,500
Collectors	\$ 62,000	3	add 1 collector	4.0	\$ 248,000	None	3.0	\$ 186,000	None	3.0	\$ 186,000
Laborers	\$ 57,500	3	add 1 laborer	4.0	\$ 230,000	None	3.0	\$ 172,500	None	3.0	\$ 172,500
Transfer Station Supervisor	\$ 100,000	0	None	-	\$ -	None	-	\$ -	Add transfer station supervisor	1.0	\$ 100,000
Scale House Attendant	\$ 60,000	0	None	-	\$ -	None	-	\$ -	Add scale house attendant	1.0	\$ 60,000
Maintenance Technician	\$ 80,000	0	None	-	\$ -	None	-	\$ -	Add maintenance technician	1.0	\$ 80,000
Bonuses and incentive pay	\$ 22,125	N/A	None	-	\$ 22,125	None	-	\$ 22,125	None	-	\$ 22,125
Overtime	\$ 115,000	N/A	Reduce OT due to full staffing	-	\$ 50,000	Reduce OT due to full staffing	-	\$ 50,000	Reduce OT due to full staffing	-	\$ 50,000
Brush site & recycling center personnel	\$ 80,000	1.5	None	1.5	\$ 80,000	None	1.5	\$ 80,000	Close brush site & recycling center	-	\$ -
Total Personnel costs					\$ 1,246,525			\$ 1,127,025			\$ 1,402,175

Contractual Services	Tons	Tipping Fee	Cost of Contractual Services	Option 2 - Difference in cost of Contractual Services			Option 3 - Difference in cost of Contractual Services					
				Tons	Tipping Fee	Cost of Contractual Services	Tons	Tipping Fee	Cost of Contractual Services			
Electricity			\$ -			\$ 12,000			\$ 24,000			\$ 24,000
Water/sewer			\$ -			\$ 45,000			\$ 9,000			\$ 9,000
Internet connectivity			\$ -			\$ -			\$ 36,000			\$ 36,000
Landfill fees (City collected household waste)	9,350	\$ 33.39	\$ 312,197			\$ 426,650	11,500	\$ 37.10	\$ 426,650	28,500	\$ 37	\$ 1,057,350
LV County Transfer Station Fees	2,150	\$ 64.02	\$ 137,651	(137,651)		\$ -			\$ (137,651)			\$ -
Landfill fees (transfer station)			\$ -			\$ -			\$ -			\$ -
Telephone			\$ 1,850			\$ 1,850			\$ 1,850			\$ 1,850
Training (registration & travel expenses)			\$ 1,500			\$ 1,500			\$ 1,500			\$ 1,500
Classified & legal advertising			\$ 1,600			\$ 1,600			\$ 1,600			\$ 1,600
Insurance			\$ 38,110	4,000		\$ 42,110			\$ 8,000			\$ 46,110
Dues, memberships & subscriptions			\$ 400			\$ 400			\$ 400			\$ 400
Administrative fee (paid to General Fund)			\$ 198,045			\$ 198,045			\$ 198,045			\$ 198,045
State permits & compliance			\$ -	3,500		\$ 3,500			\$ 3,500			\$ 3,500
Billing fee (paid to Waterworks)			\$ 145,347			\$ 145,347			\$ 145,347			\$ 145,347
Other professional services			\$ 25,000			\$ 25,000			\$ 25,000			\$ 25,000
Uniform rental			\$ 5,500			\$ 5,500			\$ 5,500			\$ 5,500
Vehicle maintenance & repair			\$ 185,000	(45,000)		\$ 140,000			\$ (20,000)			\$ 165,000
Building maintenance & repair			\$ -			\$ -			\$ 16,000			\$ 16,000
Other operating expenses			\$ 5,625			\$ 5,625			\$ 5,625			\$ 5,625
Brush site & recycling contractual services			\$ 20,000			\$ 20,000			\$ (20,000)			\$ -
Total Contractual Services			\$ 1,077,824			\$ 1,074,127			\$ 1,741,827			\$ 1,741,827

Commodities	Tons	Tipping Fee	Cost of Contractual Services	Option 2 - Difference in cost of Contractual Services	Tons	Tipping Fee	Cost of Contractual Services	Option 3 - Difference in cost of Contractual Services
Office supplies			\$ 2,300				\$ 2,300	\$ 25
Clothing & uniforms (Spring clean-up t-shirts)			\$ 6,500				\$ 6,500	\$ 6,500
Protective & safety apparel			\$ 5,200				\$ 5,200	\$ 1,000
Food			\$ 5				\$ 5	\$ 5
Gasoline			\$ 2,500				\$ 2,500	\$ 2,500
Diesel fuel			\$ 125,000	\$ (33,000)			\$ 92,000	\$ (12,000)
Asphalt (repair parking areas and roll-off container pads)			\$ 3,000				\$ 3,000	\$ 3,000
Tools			\$ 250				\$ 250	\$ 250
Janitorial supplies			\$ 100				\$ 100	\$ 100
Poly carts (200 @ \$60/each)			\$ 12,000				\$ 12,000	\$ 12,000
Other operating supplies & non-cap equipment			\$ 20,000				\$ 20,000	\$ 20,000
Brush site & recycling center commodities			\$ 6,310				\$ 6,310	\$ (6,310)
Total Commodities			\$ 183,165				\$ 150,165	\$ 165,980

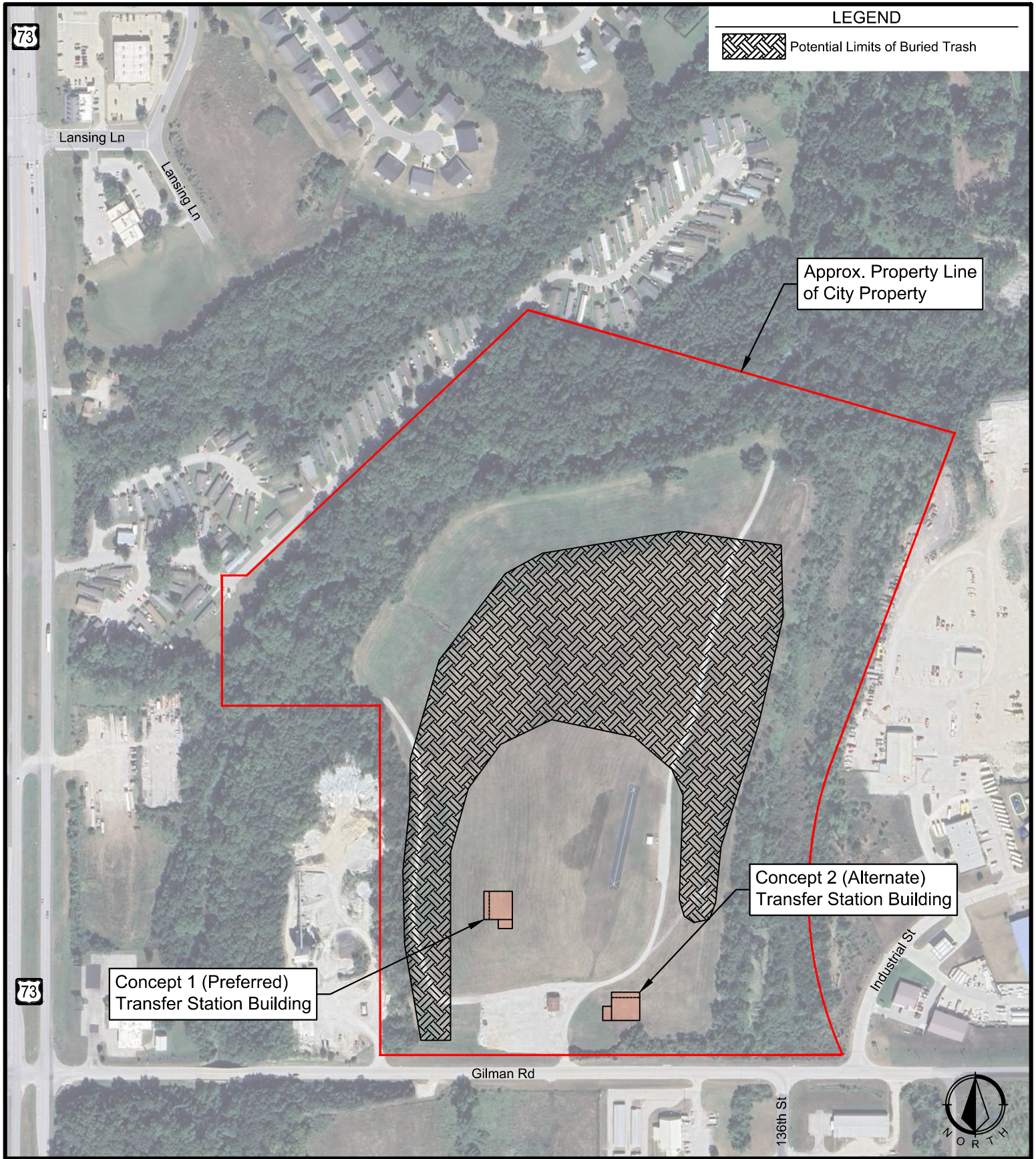
Capital Outlay (annual)	Annual cost of equipment replacement
Average annual cost of equipment replacement	\$ 264,933
Total Capital Outlay	\$ 264,933

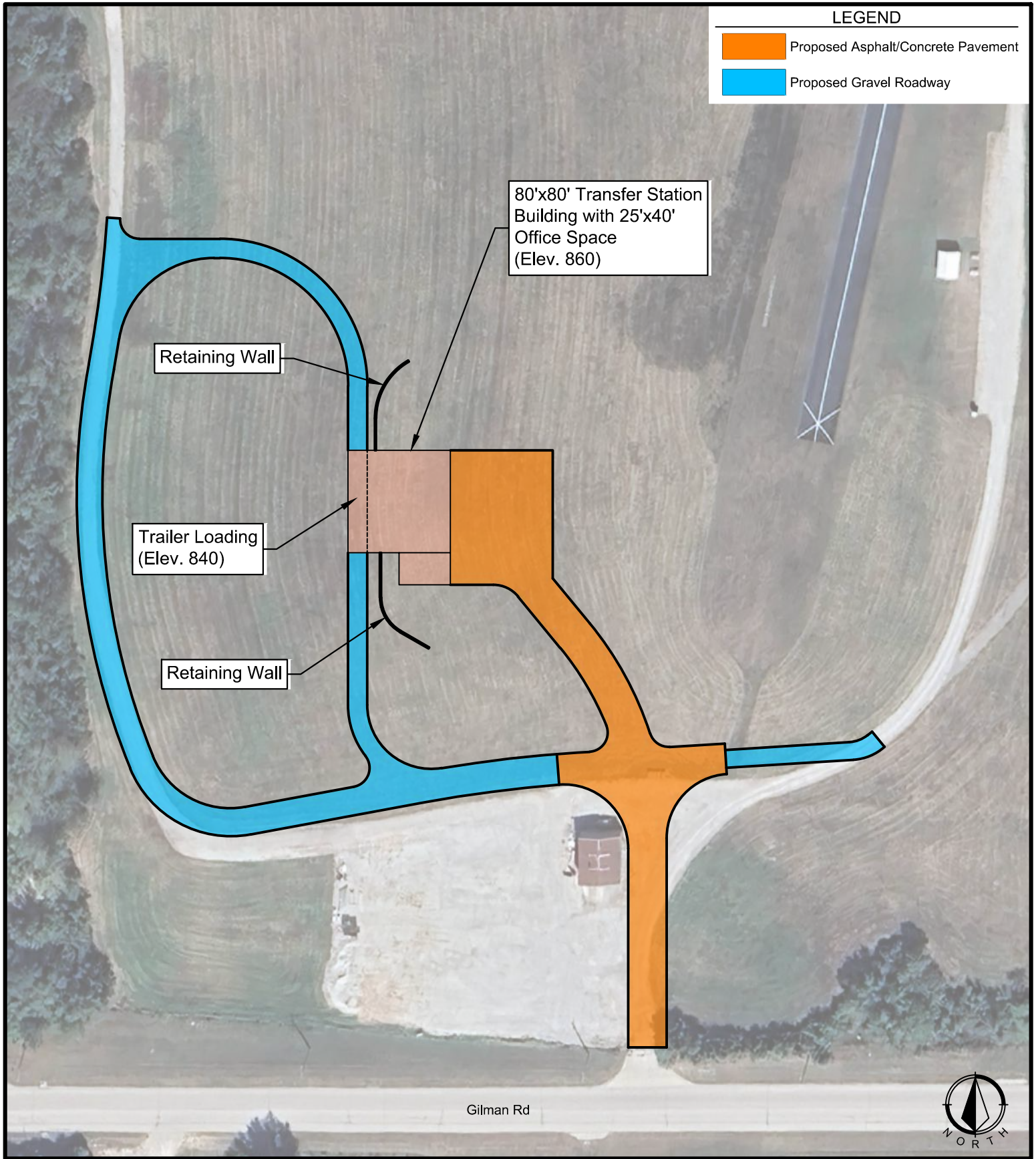
Debt Service	Principal & Interest (20 years)
Principal & Interest (20 years)	\$ -
Total Debt Service	\$ -
Total Expenses	\$ 2,772,447
Revenue minus Expenses	\$ (0)

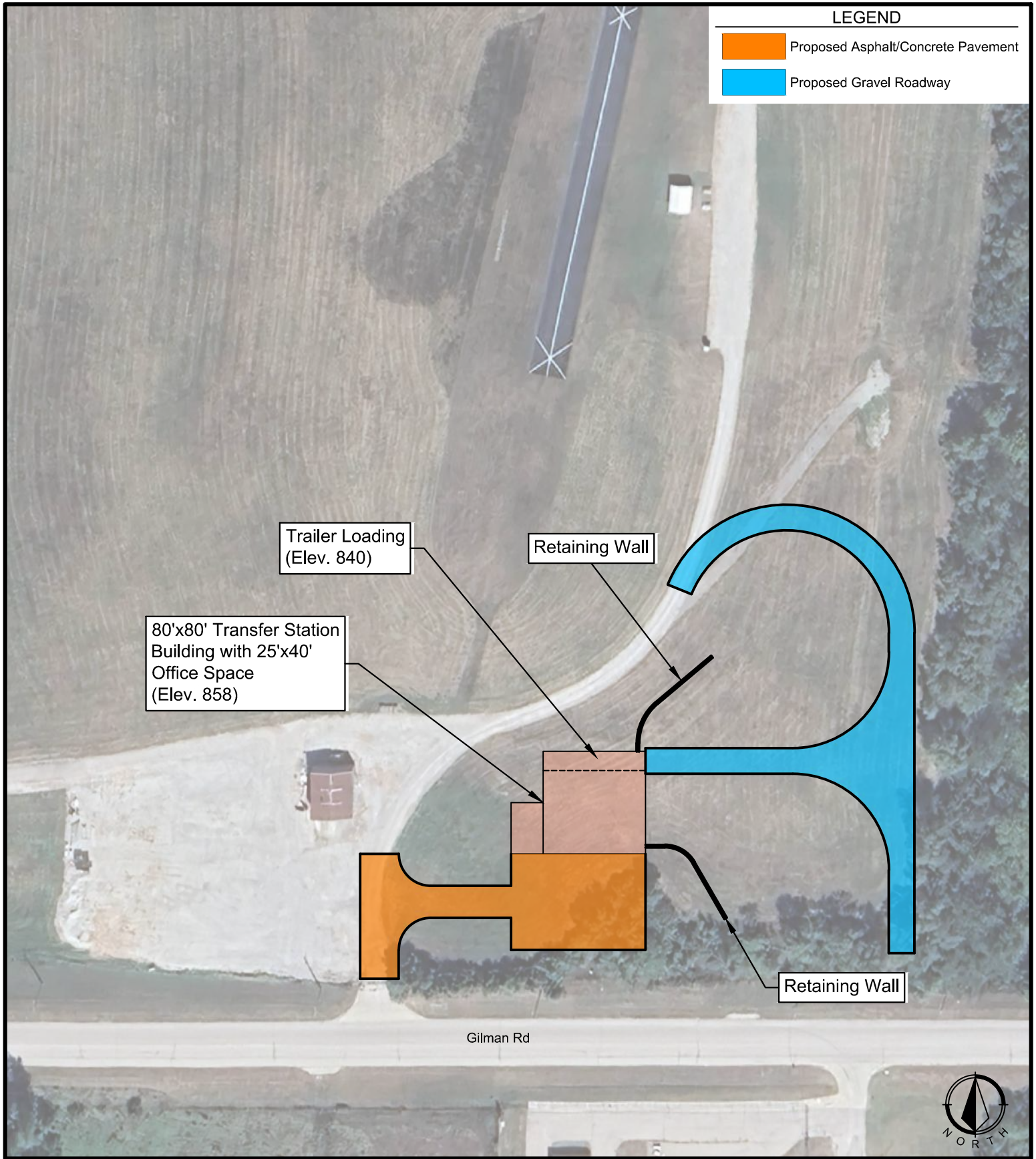
Option 1					Option 2					Option 3				
Collection Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost	Collection Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost	Collection Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost
Refuse Trucks	8	\$ 270,000	10	\$ 216,000	Refuse Trucks	7	\$ 270,000	10	\$ 189,000	Refuse Trucks	7	\$ 270,000	10	\$ 189,000
Roll-off truck	2	\$ 205,000	15	\$ 27,333	Roll-off truck	2	\$ 205,000	15	\$ 27,333	Roll-off truck	2	\$ 205,000	15	\$ 27,333
Containers	7	\$ 8,500	15	\$ 3,967	Containers	7	\$ 8,500	15	\$ 3,967	Containers	7	\$ 8,500	15	\$ 3,967
Pressure washer	1	\$ 10,000	10	\$ 1,000	Pressure washer	1	\$ 10,000	10	\$ 1,000	Pressure washer	1	\$ 10,000	10	\$ 1,000
Pick-up trucks	3	\$ 40,000	15	\$ 8,000	Pick-up trucks	3	\$ 40,000	15	\$ 8,000	Pick-up trucks	3	\$ 40,000	15	\$ 8,000
Total - collection equipment				\$ 256,300	Total - collection equipment				\$ 229,300	Total - collection equipment				\$ 229,300
Brush site & Recycling Center					Brush site & Recycling Center					Brush site & Recycling Center				
Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost	Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost	Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost
Skid Steer Track					Skid Steer Track					Skid Steer Track				
Loader	1	\$ 81,000	15	\$ 5,400	Loader	1	\$ 81,000	15	\$ 5,400	Loader	0	\$ -		\$ -
Lawn mower	1	\$ 7,000	10	\$ 700	Lawn mower	1	\$ 7,000	10	\$ 700	Lawn mower	0	\$ -		\$ -
Mobile Office	1	\$ 28,000	20	\$ 1,400	Mobile Office	1	\$ 28,000	20	\$ 1,400	Mobile Office	0	\$ -		\$ -
Containers	2	\$ 8,500	15	\$ 1,133	Containers	2	\$ 8,500	15	\$ 1,133	Containers	0	\$ -		\$ -
Total - brush site & recycling center				\$ 8,633	Total - brush site & recycling center				\$ 8,633	Total - brush site & recycling center				\$ -
N/A					Consolidation Station					Transfer Station				
Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost	Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost	Equipment	QTY	Replacement Cost	Life (years)	Annual replacement cost
Front end loader	1	\$ 250,000	15	\$ 16,667	Front end loader	1	\$ 250,000	15	\$ 16,667	Front end loader	1	\$ 250,000	15	\$ 16,667
Stationary compactor	1	\$ 75,000	15	\$ 5,000	Stationary compactor	1	\$ 75,000	15	\$ 5,000	Stationary compactor	1	\$ 75,000	15	\$ 5,000
Tractor (to pull transfer trailers to landfill)	1	\$ 170,000	15	\$ 11,333	Tractor (to pull transfer trailers to landfill)	1	\$ 170,000	15	\$ 11,333	Tractor (to pull transfer trailers to landfill)	1	\$ 170,000	15	\$ 11,333
Transfer trailers	2	\$ 70,000	15	\$ 9,333	Transfer trailers	2	\$ 70,000	15	\$ 9,333	Transfer trailers	2	\$ 70,000	15	\$ 9,333
Push wall	1	\$ 30,000	20	\$ 1,500	Push wall	1	\$ 30,000	20	\$ 1,500	Push wall	1	\$ 30,000	20	\$ 1,500
Fire suppression system	1	\$ 50,000	30	\$ 1,667	Fire suppression system	1	\$ 50,000	30	\$ 1,667	Fire suppression system	1	\$ 30,000	30	\$ 1,000
Miscellaneous equipment (spill kits, signage, PPE)	1	\$ 30,000	5	\$ 6,000	Miscellaneous equipment (spill kits, signage, PPE)	1	\$ 30,000	5	\$ 6,000	Miscellaneous equipment (spill kits, signage, PPE)	1	\$ 30,000	5	\$ 6,000
Roll-off Containers	2	\$ 10,000	20	\$ 1,000	Roll-off Containers	4	\$ 10,000	20	\$ 2,000	Roll-off Containers	4	\$ 10,000	20	\$ 2,000
					Skid Steer loader	1	\$ 30,000	15	\$ 2,000	Skid Steer loader	1	\$ 30,000	15	\$ 2,000
					Weighbridge (truck scale)	1	\$ 30,000	30	\$ 1,000	Weighbridge (truck scale)	1	\$ 30,000	30	\$ 1,000
Option 1 - annual cost of equipment replacement				\$ 264,933	Option 2 - annual cost of equipment replacement				\$ 290,433	Option 3 - annual cost of equipment replacement				\$ 285,133

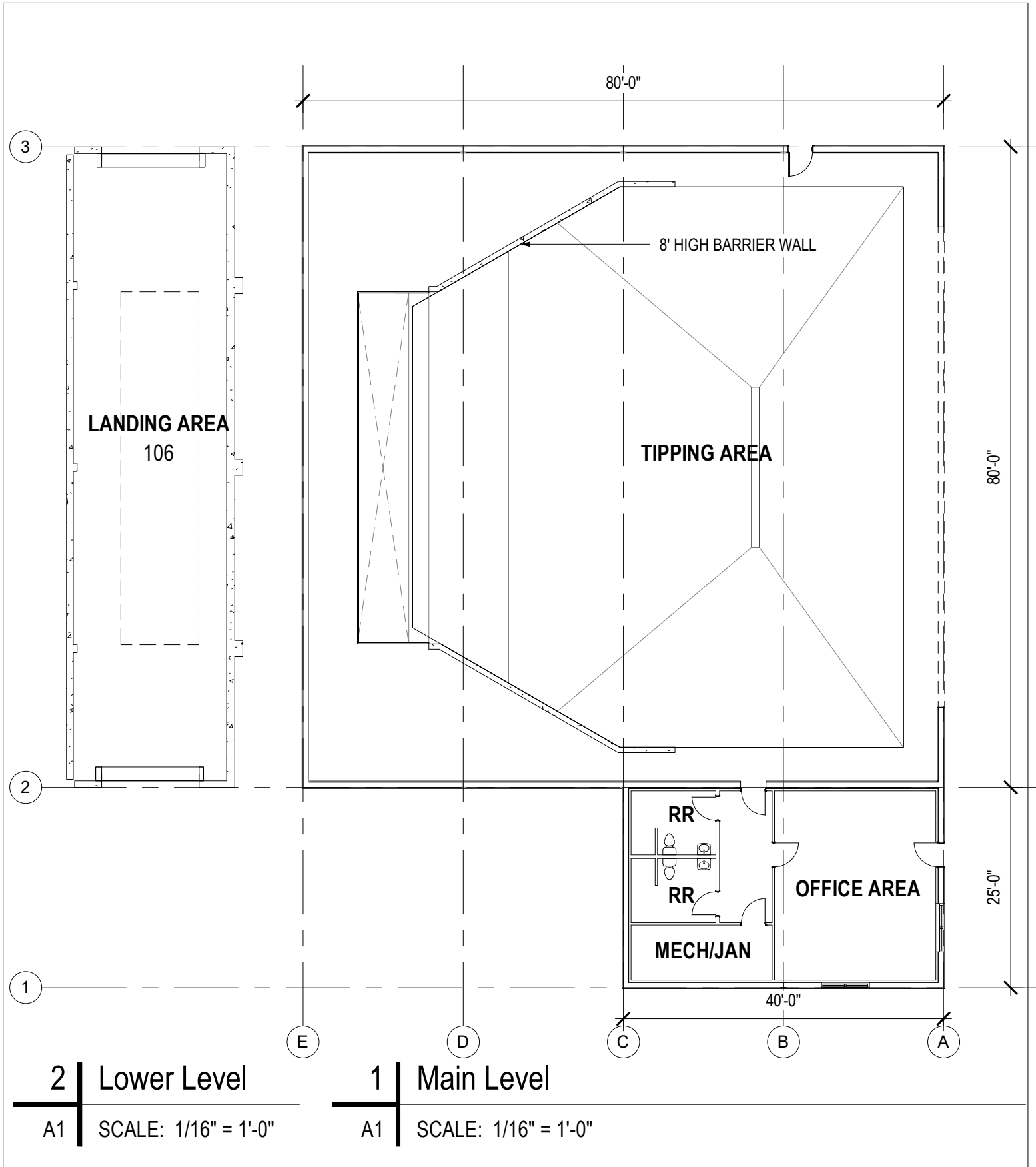
Concept Transfer Station
City of Leavenworth, Kansas
Engineer's Opinion of Probable Project Costs
Prepared by BG Consultants, Inc.
March 24, 2026

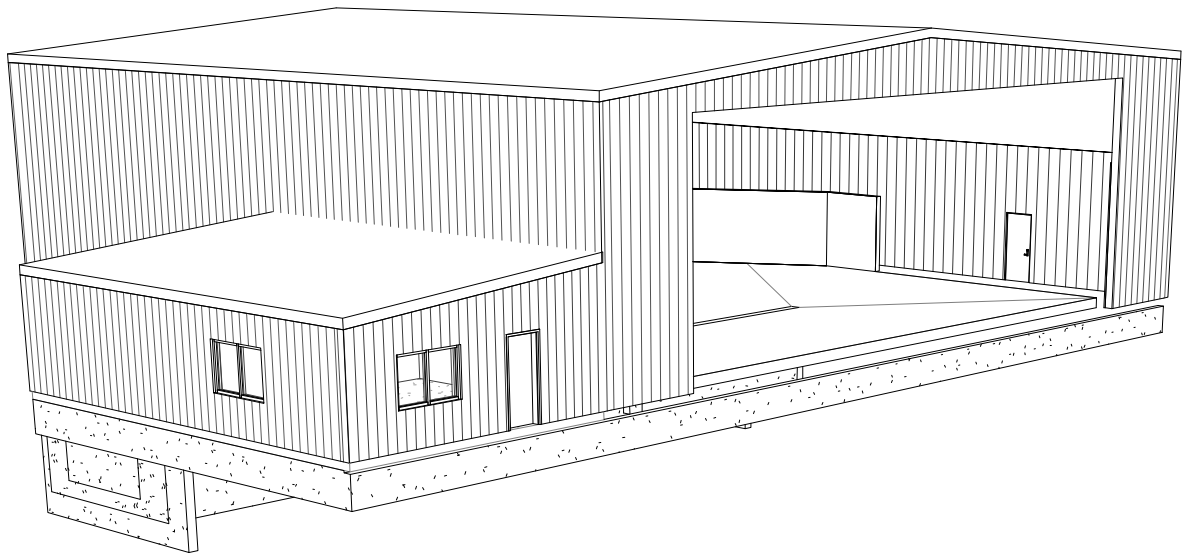
<u>No.</u>	<u>Description</u>	<u>Qty.</u>	<u>Units</u>	<u>Unit Price</u>	<u>Total Price</u>
1.	Contractor Construction Staking	1	Lump Sum	\$ 15,000.00	\$ 15,000.00
2.	Site Grading	1	Lump Sum	\$ 300,000.00	\$ 300,000.00
3.	Clearing and Grubbing	1	Lump Sum	\$ 25,000.00	\$ 25,000.00
4.	Seeding	1	Lump Sum	\$ 25,000.00	\$ 25,000.00
5.	Erosion Control	1	Lump Sum	\$ 50,000.00	\$ 50,000.00
6.	9" Concrete Pavement	890	Sq. Yds.	\$ 110.00	\$ 97,900.00
7.	10" Asphalt Pavement on 6" AB-3	1,750	Sq. Yds.	\$ 80.00	\$ 140,000.00
8.	Gravel/Millings Access Road	3,000	Sq. Yds.	\$ 15.00	\$ 45,000.00
9.	Entrance Pipes	4	Each	\$ 2,500.00	\$ 10,000.00
10.	Exterior Site Retaining Walls	1,200	F.S.F.	\$ 45.00	\$ 54,000.00
11.	80'x80' Pre-Engineered Metal Building	6,400	Sq. Ft.	\$ 215.00	\$ 1,376,000.00
12.	25'x40' Office Space	1,000	Sq. Ft.	\$ 250.00	\$ 250,000.00
13.	Concrete Tipping Wall	90	Cu. Yds.	\$ 1,750.00	\$ 157,500.00
14.	Tipping Floor Surfacing	5,200	Sq. Ft.	\$ 60.00	\$ 312,000.00
Construction Subtotal =					\$ 2,857,400.00
+ 15% Contingency =					\$ 429,000.00
Construction Total with Contingency =					\$ 3,286,400.00
+ 25% Design, Admin., Legal =					\$ 822,000.00
PROJECT TOTAL =					\$ 4,108,400.00











1 | Front Perspective

A2 | SCALE: