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

CITY COMMISSION REGULAR MEETING
COMMISSION CHAMBERS
TUESDAY, JULY 14, 2026 6:00 P.M.

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

CALL TO ORDER – Pledge of Allegiance Followed by Silent Meditation

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OLD BUSINESS:
Consideration of Previous Meeting Minutes:
1. Minutes from June 23, 2026 Regular Meeting — **Action:** Motion (pg. 02)

Second Consideration Ordinances:
2. Second Consideration Ordinance No. 8284 for Text Amendments to the Development Regulations — **Action:** Roll Call Vote (pg. 07)
3. Second Consideration Ordinance No. 8285 for Special Use Permit for Two-Family Dwelling at 1119 & 1121 Sherman Avenue — **Action:** Roll Call Vote (pg. 24)
4. Second Consideration Ordinance No. 8286 for Special Use Permit for Two-Family Dwelling at 1125 & 1127 Sherman Avenue — **Action:** Roll Call Vote (pg. 27)

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

General Items:
5. Mayor's Appointments — **Action:** Motion (pg. 30)

Resolutions:
6. Resolution B-2425 Adoption of Housing Needs Analysis — **Action:** Motion (pg. 31)
7. Resolution B-2426 Providing for Notice of Public Hearing on Exceeding Revenue Neutral Rate — **Action:** Motion (pg. 115)

Bids, Contracts and Agreements:
8. Consider Renewal of Neighborhood Revitalization Area Interlocal Agreement — **Action:** Motion (pg. 118)
9. Consider Approval of Change Order for WPC Chemical Liquid Polymer — **Action:** Motion (pg. 138)

Consent Agenda:
Claims for June 18, 2026 through July 9, 2026, in the amount of $1,779,831.33; Net amount for Payroll #13 effective June 26, 2026 in the amount of $464,699.70 (Includes Police & Fire Pension in the amount of $7,966.80).
Action: Motion

Other:
10. Executive Session – Attorney Client Privilege — **Action:** Motion (pg. 141)

Adjournment — **Action:** Motion

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

Staff members present: City Manager Scott Peterson, Assistant City Manager Penny Holler, Police Chief Patrick Kitchens, Fire Chief Gary Birch, Parks & Recreation Director Brian Bailey, Planning & Community Development Director Kim Portillo, Assistant to the City Manager Trevor Cook, Public Information Officer Melissa Bower, Caleb Phillips for City Attorney David E. Waters and City Clerk Sarah Bodensteiner.

Mayor Pro Tem Hollister asked everyone to stand for the pledge of allegiance followed by silent meditation.

PROCLAMATIONS:

Parks & Recreation Month – Mayor Pro Tem Hollister read the proclamation proclaiming July 2026 to be Parks & Recreation Month. The proclamation was accepted by Parks & Recreation Director Brian Bailey.

OLD BUSINESS:

Consideration of Previous Meeting Minutes:
Commissioner Maxwell moved to accept the minutes from the June 9, 2026 regular meeting. Commissioner Wilson seconded the motion and the motion was unanimously approved. Mayor Pro Tem Hollister declared the motion carried 4-0.

NEW BUSINESS:

Public Comment: (*Public comment is limited to 3 minutes)*
William Rogers, 7362 Yecker Ave, KCKS:

- Stated the SUP has no value
- Oversight Committee isn't educated on this matter
- The right questions have not been asked
- Feels there are a lot of 'what ifs"

Daniel McIntosh, 1013 S 21st Ter.:

- Expressed his thoughts for how the impact funds should to be used
- Wants the city to use the impact funds for future legal defense funds

General Items:

Impact Funds Discussion – City Manager Scott Peterson presented for discussion direction on proposed uses of the CoreCivic related impact fees. As part of the Special Use Permit approval for CoreCivic, Inc., the City approved a Performance Agreement establishing certain fees intended to compensate the City for impacts associated with the operation of the facility. The agreement included a one-time payment of $1,5000,000 which was received. A large portion of the one-time revenue helped offset legal expenses incurred throughout 2025. The agreement also provides for ongoing monthly payments while the facility is housing inmates or detainees. Because the ongoing payments are tied to whether CoreCivic is housing inmates or detainees, staff does not recommend using these revenues for recurring operating expenses or permanent staff obligations. Instead, Staff recommends using the funds for one-time or limited-use projects that support City goals. Staff felt it was important to establish a framework that will determine which projects and expenditures will be eligible for use of the CoreCivic impact fees. Staff has identified several preliminary uses for the CoreCivic-related revenues:

- A second Police K-9
- Mobile Data Terminals for Police Department
- A live-burn training simulator for the Fire Department
- A Second set of bunker gear for the Fire Department
- Fire apparatus iPads
- Fire Station 1 and 2 countertop replacement
- Probation tracking software
- Probation office security remodel
- City rebranding

Staff is seeking direction or support on the proposed use of CoreCivic-related impact fees.

After discussion there was general consensus by the Commission for money to be used for Police, Fire, and Legal funds, along with additional discussion to continue at the July 13th all-day budget work session.

Presentation of Proposed 2027 Operating Budget – City Manager Scott Peterson presented the proposed 2027 Operating Budget via a PowerPoint Presentation. Items reviewed with the City Commission included:

- Goals and Priorities
  - Public Safety Readiness
  - Infrastructure, Facilities and Core Services
  - Parks, Recreation and Community Amenities
  - Organizational Efficiency and Modernization
  - Downtown Revitalization and Business Growth
- Budget Impacts
  - Sales Tax Growth Remains Conversative
  - Personnel Costs
  - Health Insurance
  - Probation fund collapsing into General Fund
  - Debt service continues to decrease
  - Service Fees (Sewer Rates and Refuse Rates)
- Budget Assumptions
  - 6% Assessed value increase
  - No increase in mill levy; but still exceeding RNR
  - 2.5% City sales tax collection increase
  - 3% Countywide sales tax collection increase
  - 8% City and Countywide use tax collection increase
  - 2% Citywide salary increases
  - 10% Health insurance cost increase

- Reviewed Revenues and Expenditures
- Reserves
- 2027-2031 CIP Overview
- Reviewed key dates for 2027 Budget Process and Meetings
- Key Discussions
    - Revenue Neutral Rate
    - Additional Staff
    - Wage Increases
    - Service Rate Increases
    - Decreasing debt strategies
    - Economic Development

Resolutions:

Resolution B-2424 Moonlight Market Summer Concert Series Possession & Consumption of Alcohol – City Clerk Sarah Bodensteiner presented for consideration a resolution designating the Moonlight Market Summer Concert Series as a Special Event and authorizing the possession and consumption of alcoholic liquor within the designated event area pursuant to K.S.A. 41-719. The event is scheduled for July 25, 2026, and will be held at Haymarket Square and on a portion of Cherokee Street from 7th Street to the entrance of the Water Department. The event will be featuring live music, vendors, food and beverages. Approval of the Resolution is required under state statute to permit alcoholic beverages within the designated festival area. Haymarket Square and a portion of Cherokee Street from 7th Street to the entrance of the Water Department will be closed during the event, and the alcohol-friendly area will be clearly marked in accordance with state law.

Commissioner Maxwell moved to approve and adopt Resolution B-2424 as presented. Commissioner Wilson seconded the motion and the motion was unanimously approved. Mayor Pro Tem Hollister declared the motion carried 4-0.

First Consideration Ordinances:

First Consideration Ordinance for Text Amendments to the Development Regulations – Planning & Community Development Director Kim Portillo presented for first consideration an ordinance to amend the Development Regulations. After a year-long comprehensive update process, daily usage of the Regulations by Staff, several minor items have arisen that may necessitate updating. This process is not uncommon and it is anticipated that an annual review of the Development Regulations will be conducted in order to ensure that they remain up to date and comprehensive. Many of the proposed amendments consist of clarifying existing language with no substantial policy change. Amendments include:

- 1.01 Correct spelling of “Statues” to “Statutes”
- 2.05 Correct reference to Section II.F
- 4.03 Clarifying language, correct “no closer to the property than” to “no closer to the property line than”
- 4.03 Update 4.03.E to allow for the accessory use of shipping containers as storage in industrial districts
- 6.05 Update Table 6-04: Buffer Planting Requirements to include requirements for a 20-foot wide buffer, as referenced in Section 6.04.A

- 8.10 Remove restriction that window signs cannot contain message or identification (i.e. name of establishment) more than once within the permitted total sign surface area per each front, side or rear wall
- 8.11 Revise the "Attached Signs" section to exclude awning signs from the total wall sign count and limit them to one sign per awning with a size cap of 15% of the awning area
- 8.13 revise EMC sign regulations to allow placement within 100 feet of a residence when an intervening building blocks the line of sight and clarify that the required distance is measured from the sign to the residential structure, not the property line
- Article 12, Definitions Add a definition for the use "Heavy Vehicle/Equipment Sales, Rentals and Service" as follows: *Heavy Vehicle/Equipment Sales, Rentals and Service: The sale, rental, leasing, maintenance, and repair of vehicles and equipment designed for commercial or industrial use that exceed a gross vehicle weight rating (GVWR) over 10,000 pounds, such as large trucks and buses or construction, industrials, or agricultural machinery. Ther may be incidental outdoor storage, display and part sales.* This use is currently listed in the use table but is not defined

The Planning Commission considered this item at their May 4, 2026 and June 1, 2026 meeting and voted to recommend approval.

There was consensus by the Commission to place the ordinance on first consideration.

First Consideration Ordinance for Special Use Permit for Two-Family Dwelling at 1119 & 1121 Sherman Avenue – Planning & Community Development Director Kim Portillo presented for first consideration an ordinance to approve a special use permit to allow a two-family dwelling in the R1-6 zoning district. Two-family dwellings are allowed in the R1-6 zoning district with the approval of a special use permit. The property is currently being used as a nonconforming two-family dwelling. Based on staff research, the structure was originally constructed as a duplex in 1966, prior to the adoption of the Development Regulations and has continuously operated as a two-family dwelling since that time. The applicants are requesting a Special Use Permit to bring the use into compliance with the Development Regulations. The Planning Commission considered this item at their June 1, 2026 meeting and voted 6-0 to recommend approval of the Special Use Permit with one condition: the property owner shall register the property with the City of Leavenworth as a two-family rental property.

There was consensus by the Commission to place the ordinance on first consideration.

First Consideration Ordinance for Special Use Permit for Two-Family Dwelling at 1125 & 1127 Sherman Avenue – Planning & Community Development Director Kim Portillo presented for first consideration an ordinance to approve a special use permit to allow a two-family dwelling in the R1-6 zoning district. Two-family dwellings are allowed in the R1-6 zoning district with the approval of a special use permit. The property is currently being used as a nonconforming two-family dwelling. Based on staff research, the structure was originally constructed as a duplex in 1966, prior to the adoption of the Development Regulations and has continuously operated as a two-family dwelling since that time. The applicants are requesting a Special Use Permit to bring the use into compliance with the Development Regulations. The Planning Commission considered this item at their June 1, 2026 meeting and voted 6-0 to recommend approval of the Special Use Permit with one condition: the property owner shall register the property with the City of Leavenworth as a two-family rental property.

There was consensus by the Commission to place the ordinance on first consideration.

Consent Agenda:
Commissioner Wilson moved to approve claims for June 5, 2026 through June 17, 2026, in the amount of $1,641,127.09; Net amount for Payroll #12 effective June 12, 2026 in the amount of $466,093.78 (No Police & Fire Pension). Commissioner Maxwell seconded the motion and the motion was unanimously approved. Mayor Pro Tem Hollister declared the motion carried 4-0.

Other:
City Manager Scott Peterson:

- Wished Commissioner Wilson happy birthday

Commissioner Maxwell:

- Thanked Leavenworth VIBE for cleaning up a parking lot
- Noted there are multiple festivals happening this weekend

Commissioner Pittman:

- Excited for the events going on this weekend
- Outhouse races are back

Commissioner Wilson:

- Advised people to watch the County Commission meeting where they agreed to allow the City and County to discuss the best way to run the transfer station

Mayor Pro Tem Hollister:

- Excited for the events this weekend
- Mentioned the neighbors on Limit who are concerned with speeding and bad drivers

Adjournment:
Commissioner Maxwell moved to adjourn the meeting. Commissioner Pittman seconded the motion and the motion was unanimously approved and the meeting was adjourned.

Time Meeting Adjourned 7:09 p.m.
Minutes taken by City Clerk Sarah Bodensteiner, CMC

POLICY REPORT
SECOND CONSIDERATION ORDINANCE 8284
AMENDING VARIOUS SECTIONS OF APPENDIX A OF THE CODE OF ORDINANCES, DEVELOPMENT REGULATIONS.

JULY 14, 2026

Sarah Bodensteiner, CMC
City Clerk

Scott Peterson
City Manager

BACKGROUND:
At the June 23, 2026 City Commission regular meeting the City Commission reviewed and placed on first consideration:

> **AN ORDINANCE AMENDING VARIOUS SECTIONS OF APPENDIX A OF THE CODE OF ORDINANCES, DEVELOPMENT REGULATIONS, OF THE CITY OF LEAVENWORTH, KANSAS BY AMENDING AND PROVIDING ADDITIONAL AND SUBSTITUTE PROVISIONS.**

There have been no changes to the ordinance since first introduced. Ordinance No. 8284 is now presented for second consideration and requires a roll call vote.

ATTACHMENTS:
- Ordinance No. 8284

(Summary Publish in the Leavenworth Times on July 18, 2026)

ORDINANCE NO. 8284

AN ORDINANCE AMENDING VARIOUS SECTIONS OF APPENDIX A OF THE CODE OF ORDINANCES, DEVELOPMENT REGULATIONS, OF THE CITY OF LEAVENWORTH, KANSAS BY AMENDING AND PROVIDING ADDITIONAL AND SUBSTITUTE PROVISIONS.

WHEREAS, an ordinance of the City of Leavenworth, Kansas, Amending various sections of Appendix A; Development Regulations of the Code of Ordinances; repealing any and all other ordinances and parts of ordinances in conflict therewith.

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

Section 1. That the following amendments to sections 1.01, 2.05, 4.03, 6.05, 8.10, 8.11, 8.13, and Article 12 of the Development Regulations; Appendix A of the City Code of Ordinances, City of Leavenworth, Kansas be and are hereby repealed and amended to read as follows:

ARTICLE 1. GENERAL PROVISIONS

1.01 Overview

A. ***Title.*** These regulations, shall be known, as the "Development Regulations of the City of Leavenworth, Kansas." These regulations are adopted pursuant to Kansas Statutes 12-747 *et. seq.* and 12-757 *et. seq.*

B. ***Purpose***. These regulations serve the following purposes:

1. To promote the health, safety, comfort and economic development of the city;
2. To preserve and protect property values throughout the city;
3. To regulate the height, number of stories and size of buildings; the percentage of lot coverage; the size of yards, courts, and other open spaces; and density of population;
4. To divide the jurisdictional area into zones and districts;
5. To regulate the location and use of buildings and land within each district or zone.

C. ***Jurisdiction.*** These regulations apply to all land and structures within the incorporated area of the City of Leavenworth, Kansas. Fort Leavenworth, the U.S. Penitentiary, and the Veterans Administration Reservations are excluded from the jurisdiction of these regulations.

D. ***Exemptions.*** The following structures and uses shall be exempt from the provisions of these regulations:

1. *Utilities.* Poles, wires, cables, conduits, vaults, laterals, pipes, street lighting, mains, valves, or other similar equipment or improvements for the distribution to consumers of telephone or other communications, electricity, gas, or water,

or the collection of sewage or surface water operated or maintained by a public utility.

2. *Railroads.* Railroad track, signals, bridges, and similar facilities and equipment located on a railroad right-of-way, and maintenance and repair work on such facilities and equipment.

E. ***Annexation.***

1. All territory annexed into the City of Leavenworth, voluntarily or involuntarily, shall be zoned after annexation in accordance with the zoning district most closely matching the Comprehensive Land Use Plan for that area, determined by Table 1-01 below.

2. The landowner may propose a different zoning classification through an application for rezoning, as provided elsewhere in this code. The rezoning must be completed at or before the time the annexation petition is presented to the City Commission for consideration.

Table 1-01: Zoning District & Direct Future Land Use Map Associations

Zoning District	Future Land Use Map Designation
R1-25 Low Density Single-Family Residential District	Low Density Residential
R1-9 Medium Density Single-Family Residential District	Low or Medium Density Residential
R1-7.5 Medium Single-Family Residential District	High Density Residential
R1-6 High Density Single-Family Residential District	High Density Residential
R4-16 Medium Density Multiple Family Residential District	High Density Residential
R-MF Multiple-Family Residential District	Multi Family
RMX-Residential Mixed Use	Urban Residential
MP Mobile/Manufactured Home Park District	Multi Family
NBD Neighborhood Business District	Commercial
OBD Office Business District	Commercial
CBD Central Business District	Commercial
GBD General Business District	Commercial
I-1 Light Industrial District	Industrial
I-2 Heavy Industrial District	Industrial
PUD Planned Unit Development District	Not Applicable
FP Flood Plain District	Not Applicable

F. ***Severability.*** It is intended that each and every provision of these regulations, to the extent they may reasonably be interpreted and applied independently from any other provision, shall stand alone as an independent and separate regulation of the city. If any section, subsection, clause, phrase, or portion of these regulations is held to be invalid or unconstitutional by a court of competent jurisdiction, then that decision shall not affect the validity of the remaining or any other portions of these regulations.

2.05 Site Plan

A. ***Applicability:*** All applications for multi-family, commercial, industrial, SUPs, PUDs and rezoning shall be accompanied by a site plan and all submissions for a building permit for any permitted use therein must be accompanied by a Site Development Plan. Single family dwellings are exempt from this requirement.

B. ***Site Plan Procedures:*** Applications for a site plan shall be proposed on forms established by the Director of the Planning Department and filed with the Planning Department. Except for site plans that accompany other required approval processes, applications shall be processed according to the following specific procedures:

1. The City Planner shall determine if submitted site plans are in accordance with these regulations and then forward all site plan submissions to the Development Review Committee along with a written opinion on the plan's merits.

2. The Development Review Committee is responsible for final review and approval of site plans for multi-family residential, mixed-use, mobile home parks, planned unit developments, commercial or industrial developments which are in accordance with these regulations.

3. In its review, the Development Review Committee will consult and consider the recommendation of the various departments and agencies affected by the proposed site plan.

4. If the Development Review Committee rejects or withholds approval of the site plan the applicant may appeal the decision to the Planning Commission at its next regular meeting. The Planning Commission may recommend approval, disapproval or approval with conditions to the City Commission.

C. ***Criteria:*** Site design shall ensure that all provisions of these Development Regulations and all other ordinances, Comprehensive Land Use Plan, and general plans and standards of the City of Leavenworth shall be complied with, where applicable. In determining the applicability of a site plan to the standards, and in interpreting the standards, the following criteria shall be used:

1. The proposed development shall not have any detrimental effect upon the general health, welfare, safety, and convenience of persons residing or working in the neighborhood; and shall not be detrimental or injurious to the neighborhood.

2. The proposed development shall promote a desirable relationship of structures: to one another; to open spaces; and to the topography on the site and in the surrounding area.

3. The height, area, setbacks, and overall mass, as well as parts of any structure (buildings, walls, signs, lighting, etc.) and landscaping shall be adequate and appropriate to the development, the neighborhood, and the community.

4. Ingress, egress, internal traffic circulation, off-street parking facilities, loading and service areas, and pedestrian walkways shall be so designed as to promote safety and convenience.

5. The architectural character of the proposed structure shall meet the requirements of Article 7, Design Standards.

D. ***Amendment to Site Plan:*** No approved Site Plan may be modified, or expanded in ground or structural area more than 10% of the gross floor area unless the Site Plan is amended and approved in accordance with the procedures applicable to initial approval, or as otherwise approved through Minor Modifications in Section 2.06. Such changes will require the applicant to resubmit the Site Plan as outlined in the preceding sections.

E. ***Effect of Decision.*** All elements of the approved site plan must be executed in association with a building permit or certificate of occupancy, except that installation of landscape may be delayed for up

4.03. Property Development Standards

A. ***Dimension Table.*** Lot and building dimension standards for zoning districts shall be according to Table 4-01.

Table 4-01: Zoning District Dimension Standards

	Lot Standards			Minimum Setbacks				Building Height
	Min. Size	Min. Width [9]	Max. Coverage	Front	Interior Side	Corner Side	Rear	
R1-25	25,000 s.f.[1]	160'	50%	25'	10'	25'	25'	35'
R1-9	9,000 s.f.	75'	50%	25'	6'	25'	25'	35'
R1-7.5	7,500 s.f.	75'	50%	25'	6'	15'	10'	35'
R1-6	6,000 s.f.	48'	50%	25'	6'	25'	25'	35'
R-MF	6,000 s.f. [2]	48' (1 to 2 units) 72' (3 units) 96' (4+ units)	50%	25'	6' (1-story) 10' (2-story) 15' (3-story)	25'	25'	40'
R4-16	6,000 s.f. [3]	48' (1 to 2 units) 96' (3 -4+ units)	50%	25'	6' (1-story) 10' (2-story) 15' (3-story)	25'	25'	40'
RMX	See table 4-2							
MP	10 acres	300'	50%	25'	6'	25'	25'	35'
NBD	6,000 s.f.	48'	50%	25'	6' (1-story) 10' (2-story) 15' (3-story)	25'	25'	45'
OBD	6,000 s.f.	48'	80% [8]	25'	6' (1-story) 10' (2-story) 15' (3-story)	25'	25'	45'
CBD	2,000 s.f.	48'	100%	0' [4]	0' [4]	0' [4]	0' [4]	none
GBD	6,000 s.f.	48'	80% [8]	25'	0' [5]	25'	25'	45'
ROD	See Section 4.05							
I-1	15,000 s.f.	160'	80% [8]	30'	10' [6]	20' [6]	25'	50' or 4 stories
I-2	15,000 s.f.	160'	80% [8]	30'	10' [7]	20 [7]	25'	none

[1] only with public water and sewer. See KDHE 4-2 and Leavenworth County Sanitary Code: minimum lot size is 2 acre without public water or sewer.

[2] lots in the R-MF district shall have 3,000 square feet per dwelling unit.

[3] lots in the R-4-16 district shall have 4,000 square feet per dwelling unit.

[4] There are no yard requirements in the CBD except that a 25' setback shall be provided on any side of a lot which abuts a residential district

[5] There are no interior side yard requirements in the GBD except that a 25' setback shall be provided on any side of a lot which abuts a residential district

[6] In the I-1 district a 25' setback shall be provided abutting any dedicated street or residential district.

[7] In the I-2 district a 100'setback shall be provided abutting residential district, unless the use was located and platted prior to adoption of these regulations in which case a 25' setback shall be provided. Setbacks abutting any dedicated street shall be 25'.

[8] Maximum lot coverage requirements shall be subject to stormwater quality and quantity requirements as determined by the Public Works Department for individual projects.

[9] Any adjacent right-of-way width may not be counted towards the minimum lot width requirement.

B. ***Dimension Standards for RMX.*** The dimension standards for the RMX district shall be:

Table 4-02: Dimensions for the Residential Mixed-Use District								
	Lot Standards			Minimum Setbacks				
Dwelling/ Building Type	Min. Size	Min. Lot Width	Max. Lot Cov.	Front	Interior Side	Corner Side	Rear	Building Height
SF detached and duplex	2,400 sf	40'	80%	10'	0' [1]	10 [1]	10' [2]	35'
Townhouse/ multi-family, mixed-use	[3]	48'	80%	10'	0' [1]	10 [1]	10' [2]	38'
Commercial, mixed-use	[3]	n/a	80%	0'	0' [1]	10 [1]	5' [2]	38'

[1] An RMX use abutting a residential district shall match the side yard setback standards of that district.

[2] When abutting a public street, alley, or public right-of-way. The rear setback for RMX abutting a residential district shall be 20 feet, regardless of the location of any street, alley, or ROW.

[3] Must meet setback requirements.

C. ***Yard Regulations.***

1. *Front Yards.* In areas where parcels were created previous to the adoption of Subdivision Regulations in July 1966, where structures have been built observing a setback other than the setback required by the applicable Zoning District, new structures shall observe the following setback:
   a. Front setbacks may be the average setback of all lots within 150 feet of either side of the lot, but along the same block.
   b. If only two buildings exist within 100 feet of either side of the lot, the front setback may be the average of those buildings.

2. *Structural Projections.* Every part of a required yard shall be open to the sky unobstructed, except:

a. The ordinary projection of skylights, sills, belt courses, cornices, and ornamental features projecting not to exceed 12 inches

b. Open or lattice-enclosed fire escapes, fireproof outside stairways, and balconies opening upon fire towers projecting into a rear yard not more than five feet

c. The ordinary projection of chimneys and flues

d. The projection of roof overhangs up to four feet into any front or rear yard and two feet into any side yard. In no case may an overhang project into an easement.

e. An open unenclosed deck or paved terrace may project into a required rear yard for a distance not exceeding 10 feet, but no closer to the property line than 15 feet in any case. A deck or paved terrace under this exception may not be more than 36 inches above grade surrounding the structure and shall be opened to the sky with no roof or wall structure (except reasonable railing).

f. An open and unenclosed porch or stoop may project into a required front setback a distance not exceeding 10 feet, but no closer to the property line than 15 feet in any case. A porch or stoop under this exception shall be no higher than the firstfloor elevation of the front entry feature, may include a single-story roof structure integrated with the materials and style of the building, but shall only include support posts or pillars and railings or two walls up to three feet, but no windows, screens or other enclosures in the front-setback encroachment.

3. *Yard Requirements for Open Land.* If a lot is, or will be, occupied by a permitted use without structures, then the minimum setback and minimum side and rear yards that would otherwise be required for the lots shall be provided and maintained unless some other provision of these regulations requires or permits a different minimum front or side or rear yard setback. The front, side, and rear yards shall not be required on lots used for garden purposes without structures, or lots used for open public recreation areas. If the permitted use is the display of new or used automobiles or other vehicles for sale that display may be allowed in the front yard setback, except the first five feet thereof.

D. ***Height Regulations.***

1. In all districts, one additional foot of height above the specified height limitations shall be permitted for commercial or industrial buildings for each one foot of additional setback on all sides provided over the minimum requirements, if no such building exceeds one 100 feet in height.

2. Single family, two family, and multiple family dwellings in the residential districts may be increased in height by one foot for each one foot of additional setback on all sides, provided that no residential building may exceed 50 feet in height.

3. Chimneys, cooling towers, elevator hothouses, fire towers, grain elevators, monuments, stacks, stage towers, or scenery lofts, tanks, water towers, ornamental towers, and

spires, church steeples, radio and television towers or necessary mechanical appurtenances, usually required to be placed above the roof level and not intended for human occupancy, may be erected to a height not to exceed 25% above the maximum height for the district in which it is located.

E. ***Accessory Structures.***

1. No accessory buildings shall be erected in any required front or side yard, or at any other place forward of the main building line.
2. No accessory structure except for permitted signs, fences, and permitted off-street parking shall be permitted in any required front or side yard.
3. All accessory buildings in the rear yard shall maintain a three-foot setback from the side and rear property lines as measured from the nearest part of the structure, including any overhangs.
4. If the accessory structure has a vehicular alley entrance the sum of the right-of-way width and the setback of the structure shall not be less than 20 feet.
5. Accessory structures located elsewhere on the lot shall maintain setbacks applicable to the principal structure.
6. All accessory buildings in residential districts shall be five feet from any primary building on the site. In all other zoning districts accessory structures and uses shall not occupy required setbacks and are not subject to size restrictions except that all other requirements of the Development Regulations must be met.
7. All accessory structures shall be constructed from material customary to detached structures.
8. In no case shall an accessory structure be constructed from materials or equipment originally designed for another use such as but not limited to packing crates or a part of a motor vehicle truck or trailer regardless if wheels, axles, etc., have been removed and the structures are placed on more permanent foundations.
9. No shipping containers may be used as accessory buildings except within I-1 and I-2 Industrial zoning districts, where they may be permitted for storage purposes only subject to the following standards:

    a. Containers shall be used solely for storage associated with a permitted principal use.
    b. Containers shall be maintained in good condition, free from rust, peeling paint, or other visible deterioration.
    c. Containers shall not be used for habitation, office space, or retail activity.
    d. Containers shall comply with applicable setback, height, screening and lot coverage requirements.
    e. Containers must be placed on a hard surface.

10. Accessory structures which are equal to or more than 15% of the footprint of the main structure shall be architecturally compatible or complementary to the architectural style of the principal building, with similar materials, color, arrangement of massing, roof forms and other details and ornamentation.

6.05 Buffers

The following regulations apply to properties where a multi-family, mixed-use, or non-residential district or use abuts a single-family residential district or use without an intervening public right-of-way and/or where these uses are not separated by a perimeter landscaping requirement.

A. ***Buffer Required.*** Minimum buffer spaces as described in Table 6-03 shall be provided between adjacent or abutting dissimilar structures.

Table 6-03: Minimum Buffer Requirements (in feet)				
Dwelling Unit Height	Dwelling Unit Height			
	1 story	2 stories	3 stories	+3 stories
1 story	–	10	15	20
2 stories	10	–	15	20
3 stories	15	10	--	10
+3 stories	20	15	10	–

B. ***Buffer Design***. The buffer shall be landscaped in accordance with Table 6-04;

Table 6-04: Buffer Planting Requirements				
Requirement (per lineal foot of property line)	Buffer Width (feet)			
	0	5	10	20
Total Landscaping Units	.5	.75	1.0	1.5
Minimum Tree Units	0	.25	.50	.75
Minimum Shrub Units	.05	.10	.15	.25

1. New trees and shrubs shall be evenly spaced at planting.
2. Where a natural buffer exists, as determined by the Director, it shall remain undisturbed.
3. If used in addition to a landscape screen, fences shall have additional evergreen shrubs planted on the residential side of the fence.
4. Mechanical equipment, permanent detention and temporary erosion and sedimentation control basins, trash containers, loading docks, service uses, and employee break areas are prohibited in the buffer area.
5. Utility easements may cross but not be placed in the long dimension of a buffer yard.
6. Wherever practical, pedestrian access shall be placed through the buffer yard.

8.10. Signs Permitted in the Neighborhood Business Districts (NBD) and Residential Mixed Use District (RMX)

Table 8-02: NBD Signage Standards			
	Maximum Number	**Maximum Size**	**Maximum Height**
Attached Signs	1 per side	96 s.f. or 10% of wall surface [1]	N/A
Freestanding Signs	1	32 s.f.	15
Sandwich Board (A-frame) Signs	1	6 s.f.	N/A
Window Signs	N/A	32 s.f. or 33% of window area	N/A

[1] Projecting signs are allowed as regulated by Section 8.10.B.2

The following signs shall be permitted in the Neighborhood Business District and Residential Mixed Use District:

A. All signs as regulated and permitted in Section 8.07 - Signs Permitted in All Districts.

B. Signs attached to a building shall be allowed as follows:

1. One wall sign shall be allowed for each side of the structure. A structure with multiple businesses may have one sign for each separate business. Each separate business shall have clearly defined exterior wall space and the size of that wall space shall be the determining factor on sign size allowance. The sign Surface shall not exceed 96 square feet or 10% of the wall surface, whichever is less. This wall sign may be an electronic changeable message sign, provided it complies with the applicable standards for same.

2. A projecting sign that does not project from a building greater than a distance of six feet, does not encroach in the public right-of-way, and maintains eight feet of clearance from grade is permitted. In computing the square foot allowance for a projecting sign, the total area of the sign surface shall be included in the total area allowed for all wall signs, but shall not be larger than 24 square feet. Projecting signs do not reduce the number of wall signs as regulated by the zoning district, however, only one projecting sign shall be allowed per business.

C. One freestanding sign shall be allowed per parcel, regulated as follows:

1. Freestanding signs shall not exceed 15 feet in height.

2. No part of a freestanding sign face, frame, or base shall be closer than five feet to the public right-of-way or side or rear property line and shall not obstruct traffic vision.

3. Freestanding signs may have two faces and shall not exceed 32 square feet per face, or one square foot of sign per lineal foot of lot frontage, whichever is less.

4. No freestanding sign face, frame or base shall be closer than 50 feet to another freestanding sign.

5. Separate and distinct street frontages shall be computed individually for allowable signage; however, signs shall be located on the street frontage that is used for computation. (No accumulation is allowed for unused street frontages.)

6. The allowed freestanding signs may be electronic changeable message signs, provided they comply with all other standards in this article addressing lighting, safety, and electronic changeable messages.

D. One sandwich board (A-frame) sign that meets the following requirements per street frontage is allowed as follows:

1. A permit shall be required for sandwich board signs. Permits are good for the life of the sign.
2. Sandwich boards signs shall be on-premises signs.
3. The sign may be located on the public sidewalk or the planting strip adjacent to the edge of the street on which it fronts. Signs shall not be placed in any raised streetscape or publicly owned planters.
4. The sign may not exceed six square feet in area per side and may have no more than two sides for the display of messages.
5. The spread of the "A" at the open end shall be sufficient to insure stability and no wider.
6. Signs shall be adequately weighted to resist wind gusts.
7. Chalkboard, whiteboard, changeable letters, and any other non-electronic changeable or erasable surfaces are permitted.
8. All signs shall be in good repair and neatly painted. No attachments to signs are permitted, other than brochure pockets.
9. Creative shapes that reflect the theme of the business are encouraged (e.g., ice cream shops may display a sign in the shape of an ice cream cone).
10. The sign must be constructed of materials that present a finished appearance. Rough-cut plywood is not acceptable. The sign lettering should be professionally painted or applied; a "yard sales" or "graffiti" look with hand-painted or paint-stenciled letters is not acceptable.
11. The sign shall not be an electronic changeable message sign or be an illuminated sign.
12. The sign shall be displayed only during business hours and stored inside after hours.
13. The placement of the sandwich board sign shall not impede pedestrian or wheelchair travel in the vicinity of the sign or otherwise create a traffic or other safety hazard by obstructing vision or otherwise, as determined by the person designated by the Director to enforce the provisions of this sign code.
14. The owner must assume liability for damage or injury resulting from the use of a sandwich board sign and provide the city with an appropriate legal document satisfactory to the City Clerk holding the city harmless and indemnifying it for any resulting loss or injury.
15. Except as otherwise provided in this sign code, a sandwich board sign may be posted for so long as it remains in good condition. Once a sandwich board sign is tattered or otherwise is no longer in good condition, it shall be removed or replaced.
16. If the Director determines that a sandwich board sign is not in good condition, the property owner shall be notified of that determination and shall remove, repair or replace the sign within three days of that notification. Signs that are not removed, repaired, or replaced within three days of the notification shall be deemed a nuisance and shall be subject to abatement or removal by City staff. The Director's

determination that a sandwich board sign is not in good condition may be appealed to the City Commission under the procedures set forth in this article.

17. One temporary sign, as otherwise restricted and permitted herein this sign code, is allowed on any lot.

E. Window signs shall be allowed as follows:

1. The window sign shall not obstruct more than 33% of the window area for each front, side or rear wall; provided that, the total sign surface shall not exceed 32 square feet, per side of the building. For the purposes of this subsection, the term "window area" includes the non-opaque parts of any doors or other fenestrations.
2. The allowable window sign area as defined herein may be illuminated.
3. Window signs constructed of neon, stained glass, gold leaf, cut vinyl, and etched glass are allowed.
4. Painted signs shall display the highest level of quality and permanence, as determined by the Director.
5. The listing of an establishment's hours of operation shall be exempt from these regulations, provided that the area of the sign containing hours of operation shall be no greater than two square feet.
6. The listing of directional information (i.e., "parking in rear" or "use other door") shall be exempt from these regulations; provided that the area of the sign containing directional information is no greater than three square feet.
7. The use of window framing (i.e., a continuous light source illuminating the perimeter of an individual windowpane or a group of windowpanes) is prohibited.
8. Accessible doors to a business establishment shall be limited to the following types of window signage:
   a) Business name;
   b) Hours of operation;
   c) Phone number;
   d) Building or tenant address;
   e) Website; and
   f) The use of dark, opaque background panels for internally illuminated signs or letter faces is required to reduce the glare or glow of such signs.

8.11. Signs Permitted in Commercial and Industrial Districts (OBD, CBD, GBD, I-1 & I-2)

Table 8-03: OBD, CBD, GBD, I-1 & I-2 Signage Standards

	Maximum Number			Maximum Size			Maximum Height		
	CBD	OBD	GBD, I-1 & I-2	CBD	OBD	GBD, I-1 & I-2	CBD	OBD	GBD, I-1 & I-2

Attached Signs [1] [2]	1 per side	1 per side	1 per side	150 s.f.	96 s.f.	500 s.f.	N/A	N/A	N/A
Freestanding Signs [3] [4]	1	1	1	50 s.f.	50 s.f.	100 s.f.	15	15	15
Window Signs	N/A	N/A	N/A	150 s.f. or 33% of window area	150 s.f. or 33% of window area	150 s.f. or 33% of window area	N/A	N/A	N/A

[1] Maximum 10% of wall surface to which signs are attached

[2] Projecting signs are allowed as regulated by section 8.11.C.5

[3] When located across street from commercial or industrial use, height may be increased per section 8.11.D.1

[4] Size may not exceed 1 s.f. per lineal foot of frontage in OBD or CBD, and 2 s.f. per lineal foot of frontage in GBD, I-1 & I-2

A. All signs as regulated and permitted in Section 8.07 - Signs Permitted in All Districts.

B. Signs as regulated and permitted in the NBD.

C. Signs attached to a building shall be allowed as follows:

1. One sign shall be allowed for each side of a structure or part of a structure clearly defined as an individual storefront. An individual storefront shall have an exterior wall clearly related to the interior space of that storefront and may or may not have windows or an entrance door to the inside of the building.

2. The sign surface area shall not exceed ninety-six (96) square feet in Office Business District (OBD), 150 square feet in Central Business District (CBD) and 500 square feet in General Business District (GBD) and Light and Heavy Industrial Districts (I-1 & I-2) or 10% of the wall surface to which the sign(s) are attached, whichever is less.

3. The permitted signs may be wall signs, projecting signs, mansard signs, roof signs, or marquee signs. A roof sign shall not exceed the highest point of the roof of the structure. A marquee sign may be an electronic changeable message sign.

4. The signage permitted herein may be an electronic changeable message sign, provided it complies with all applicable standards.

5. Projecting signs shall not project from the wall greater than a distance of six feet or encroach in a public right-of-way in OBD, GBD, I-1 or I-2 and shall maintain eight feet of clearance from grade. Projecting signs in the CBD may encroach in the right-of-way, but shall be constructed of approved nonflammable, safety material, shall maintain eight feet of clearance to grade, and shall not be closer than five feet to a curb line.

6. Projecting signs shall not exceed 24 square feet, unless a variance is approved by the Board of Zoning Appeals, provided that no projecting sign shall exceed 48 square feet under any conditions. Projecting signs shall not reduce the number of signs allowed per wall as otherwise allowed by this code.

7. Awning signs shall not count toward the total permitted wall signs. One sign shall be permitted per awning. The area of the awning sign shall not exceed 15% of the total awning area.

8. For any business or tenant that does not adjoin an exterior wall of the building in which they are located, or does not adjoin an exterior wall that directly fronts a public street, one wall sign shall be allowed on another exterior wall of the same building.

D. One freestanding sign shall be permitted per parcel and regulated as follows:

1. Freestanding signs shall not exceed 15 feet in height. Where a sign is located across the street from a property zoned for commercial or industrial uses, the height of the sign may be increased to a height of 25 feet, provided that the nearest edge of the sign is setback from the property line 2 feet for each additional 1 foot in height.

2. No part of a freestanding sign face or sign structure shall be closer than five feet to any property line and shall not obstruct traffic vision.

3. Freestanding signs may have two faces and shall not exceed 50 square feet per face or one square foot of sign per lineal foot of lot frontage, whichever is less, in OBD or CBD, and 100 square feet per face or two square feet of sign per lineal foot of lot frontage, whichever is less, in GBD, I-1 or I-2.

4. No freestanding sign face, frame or base shall be closer than 50 feet to another freestanding sign.

5. Separate and distinct street frontages shall be computed individually for allowable signage; however, signs shall be located on that street frontage which is used for computation (No accumulation is allowed for unused street frontage.)

6. The freestanding signs may be electronic changeable message signs, provided they comply with all applicable standards.

E. Window signs, as otherwise restricted and permitted herein shall be allowed provided that:

1. The total window sign area in a tenant space shall not exceed 33% of the window area, for each front, side or rear wall, provided that, the total sign surface shall not exceed 150 square feet per side of the building. For the purposes of this subsection, the term "window area" includes the non-opaque parts of any doors or other fenestrations.

2. The allowable window sign area as defined herein may be illuminated and may be an electronic changeable message sign.

8.13. Electronic Message Center Signs (EMCs)

When allowed by any other section of this sign code, an electronic changeable message sign shall comply with the following performance standards provided that, no individual parcel of land shall be allowed more than one animated electronic changeable message sign.

A. ***Illumination/Lumination:*** An EMC shall utilize automatic dimming technology to adjust the brightness of the sign relative to ambient light so that at no time shall an EMC exceed a brightness level of 0.3 foot-candle above ambient light, as measured using a foot-candle (lux) meter calibrated within the past 36 months.

B. ***Movement:*** The following display features are prohibited- flashing, strobing, blinking, fluttering, spinning, rotating, bouncing, scrolling and chasing.

C. ***Right-of-Way:*** No EMC shall overhang into a public right-of-way and shall not be included in a portable or temporary sign.

D. ***Audio Messages:*** An EMC shall not include any audio message, tones or music.

E. ***Transitions:*** All EMCs shall transition instantaneous between message without the use of frame effects.

F. ***Size and Placement:*** The maximum size of any EMC shall be 25% of allowed square footage of any monument or wall sign or 32 square feet, whichever is less. No EMCs shall be located adjacent to residential property.

G. ***Compliance Assurance:*** No permit shall be granted unless the applicant provides sufficient proof from the manufacturer that the sign has the technical capacity to comply with all applicable regulations governing EMCs in this code and that the sign owner and/or operator has reviewed and understands the applicable regulations pertaining to the EMC and agrees not to violate the regulations.

H. ***Proximity to Residential Uses:*** No EMC shall be located closer than 100 feet to any existing residence unless separated by an intervening building. Distance shall be measured from the EMC to the nearest portion of the residential structure.

Health Resort/Spa: A business establishment which people visit for professionally administered personal care treatments such as dietary counseling, various therapies, massages, and facials in a hotel setting where people reside for a day or more.

Heavy Industrial: The production of products, which are either heavy in weight or heavy in the scale of the processes leading to their production. Products are often produced with by the use of smelters, furnaces, and high energy or raw material inputs. Often heavy industrial processes involve the use of large machines, smokestacks, hazardous products, and waste chemicals. Typical Heavy Industrial processes have some negative effects on the surrounding property through the emission of noise, large vehicle traffic, particulate matter emissions, mechanical vibration, unpleasant smells, and or deleterious environmental impacts. Heavy industrial projects can be generalized as more capital intensive or as requiring greater or more advanced resources, facilities or management. These industries are often the most heavily regulated by the federal or state governments.

Heavy Vehicle/Equipment Sales, Rentals, and Service: The sale, rental, leasing, maintenance, and repair of vehicles and equipment designed for commercial or industrial use that exceed a gross vehicle weight rating (GVWR) over 10,000 pounds, such as large trucks and buses or construction, industrial, or agricultural machinery. There may be incidental outdoor storage, display, and part sales.

Heliport: Any location where one or more heaver than air rotor-wing craft capable of containing a human, takeoff or land, and for which ground facilities necessary to these operations are constructed.

Highest Adjacent Grade: The highest natural elevation of the ground surface prior to construction next to the proposed walls of a structure.

Historic and Monument Sites: Any site so designated by the local, state, or federal Government.

Historic District: An area designated as an historic district and which may contain within definable geographic boundaries one or more significant sites, structures or objects and which may have such other structures which contribute to the overall visual characteristics of the significant structures or objects located within the designated area, and are free from non-contributing structures which detract from the historic properties.

Historic Preservation: The study, identification, protection, restoration and rehabilitation of buildings, sites, structures, objects, districts, and areas significant to the history, architecture, archaeology or culture of the city, state or nation. Preservation may include work to halt the process of decay, normal maintenance, and other measures to retain and sustain the nature, form, material, and integrity of historically or architecturally important properties, structures or districts.

Historic reconstruction: The reproduction of the exact form and detail of a vanished building, site, structure or object or a part thereof, as it appeared at a pertinent time using materials based on precise historical documentation and specification, including construction method.

Historic replication: the reconstruction of structural elements, which match the shape and size but may be made of different materials or methods than those used in the original construction.

Section 2. That all other ordinances or parts of ordinances in conflict herewith are hereby repealed.

Section 3. That if any section, subsection, sentence, clause or phrase of this ordinance is, for any reason, held to be unconstitutional, such decision shall not affect the validity of the remaining portions of this ordinance. The Governing Body hereby declares that it would have passed this ordinance, and each section, subsection, clause or phrase thereof, irrespective of the fact that any one or more sections, subsections, sentences, clauses and phrases be declared unconstitutional.

Section 4. That nothing in this ordinance hereby adopted shall be construed to affect any suit or proceeding impending in any court, or any rights acquired, or liability incurred, or any cause or causes of action acquired or existing, under any act or ordinance hereby repealed as cited in Section 2 of this ordinance; nor shall any just or legal right or remedy of any character be lost, impaired or affected by this ordinance.

Section 5. That this ordinance and the rules, regulations, provisions, requirements, orders and matters established and adopted hereby shall take effect and be in full force and effect from and after the date of its final passage and publication as provided by law.

Passed by the Leavenworth City Commission on this 14th day of July 2026.

____
Nancy D. Bauder, Mayor

{SEAL}

ATTEST:

____
Sarah Bodensteiner, CMC, City Clerk

POLICY REPORT
SECOND CONSIDERATION ORDINANCE 8285
SPECIAL USE PERMIT TO ALLOW TWO-FAMILY DWELLING
IN THE R1-6 ZONGING DISTRICT AT 1119 AND 1121 SHERMAN AVENUE

JULY 14, 2026

Sarah Bodensteiner, CMC
City Clerk

Scott Peterson
City Manager

BACKGROUND:
At the June 23, 2026 City Commission regular meeting the City Commission reviewed and placed on first consideration:

> **AN ORDINANCE ALLOWING A SPECIAL USE FOR A TWO-FAMILY DWELLING IN A HIGH DENSITY SINGLE FAMILY RESIDENTIAL DISTRICT ZONING DISTRICT LOCATED AT 1119 AND 1121 SHERMAN AVENUE IN THE CITY OF LEAVENWORTH, KANSAS.**

There have been no changes to the ordinance since first introduced. Ordinance No. 8285 is now presented for second consideration and requires a roll call vote.

ATTACHMENTS:

- Ordinance No. 8285

(Summary Published in the Leavenworth Times on July 18, 2026)

ORDINANCE NO. 8285

AN ORDINANCE ALLOWING A SPECIAL USE FOR A TWO-FAMILY DWELLING IN A HIGH DENSITY SINGLE FAMILY RESIDENTIAL DISTRICT ZONING DISTRICT LOCATED AT 1119 AND 1121 SHERMAN AVENUE IN THE CITY OF LEAVENWORTH, KANSAS.

WHEREAS, under the Appendix A of the City Code of Ordinances, Development Regulations, of the City of Leavenworth, Kansas, the Governing Body of the City of Leavenworth is given the power to locate special uses in each zoning district by ordinance within said City; and

WHEREAS, the City Planning Commission, after fully complying with the requirements of the Ordinances of the City of Leavenworth, Kansas, held a public hearing on the 1st day of June 2026 in the Commission Room, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas, the official date and time set as was published in the Leavenworth Times newspaper and mailed to all property owners within 200 feet of the said property on the 6th day of May 2026; and

WHEREAS, the City Planning Commission did hear on the 1st day of June 2026 in the Commission Room, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas and upon a motion made, duly seconded, and passed, the City Planning Commission adopted findings of fact and recommended approval of the request for a two-family dwelling in a High Density Single Family Residential District zoning district located at 1119 and 1121 Sherman Avenue, Leavenworth, Kansas; and

WHEREAS, upon a roll call vote duly passed, the Governing Body adopted the findings of fact and conclusions to allow special use for a two-family dwelling for the property described herein in Section 1.

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

Section 1. That a special use permit be issued for a two-family dwelling on the following described property:

> The West 90 Feet of the East 315 Feet of the North ½ of Block Thirty-two (32), Central Subdivision, City of Leavenworth, Leavenworth County, Kansas; And more commonly referred to as 1119 and 1121 Sherman Avenue, Leavenworth, Kansas.

Section 2. That this special use permit is subject to the following:

a) The property owner must register the property with the City of Leavenworth as a two-family rental property.

Failure to maintain compliance with the condition of approval may result in revocation of the special use permit.

Section 3: That this Ordinance shall take effect and be in force from and after its passage by the Governing Body, and its publication once in the official City newspaper.

PASSED AND APPROVED by the Leavenworth City Commission of the City of Leavenworth, Kansas on this 14th day of July, 2026.

____
Nancy D. Bauder, Mayor

{Seal}

ATTEST:

____
Sarah Bodensteiner, CMC, City Clerk

POLICY REPORT
SECOND CONSIDERATION ORDINANCE 8286
SPECIAL USE PERMIT TO ALLOW TWO-FAMILY DWELLING
IN THE R1-6 ZONGING DISTRICT AT 1125 AND 1127 SHERMAN AVENUE

JULY 14, 2026

Sarah Bodensteiner, CMC
City Clerk

Scott Peterson
City Manager

BACKGROUND:
At the June 23, 2026 City Commission regular meeting the City Commission reviewed and placed on first consideration:

> **AN ORDINANCE ALLOWING A SPECIAL USE FOR A TWO-FAMILY DWELLING IN A HIGH DENSITY SINGLE FAMILY RESIDENTIAL DISTRICT ZONING DISTRICT LOCATED AT 1125 AND 1127 SHERMAN AVENUE IN THE CITY OF LEAVENWORTH, KANSAS.**

There have been no changes to the ordinance since first introduced. Ordinance No. 8286 is now presented for second consideration and requires a roll call vote.

ATTACHMENTS:
- Ordinance No. 8286

(Summary Published in the Leavenworth Times on July 18, 2026)

ORDINANCE NO. 8286

AN ORDINANCE ALLOWING A SPECIAL USE FOR A TWO-FAMILY DWELLING IN A HIGH DENSITY SINGLE FAMILY RESIDENTIAL DISTRICT ZONING DISTRICT LOCATED AT 1125 AND 1127 SHERMAN AVENUE IN THE CITY OF LEAVENWORTH, KANSAS.

WHEREAS, under the Appendix A of the City Code of Ordinances, Development Regulations, of the City of Leavenworth, Kansas, the Governing Body of the City of Leavenworth is given the power to locate special uses in each zoning district by ordinance within said City; and

WHEREAS, the City Planning Commission, after fully complying with the requirements of the Ordinances of the City of Leavenworth, Kansas, held a public hearing on the 1st day of June 2026 in the Commission Room, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas, the official date and time set as was published in the Leavenworth Times newspaper and mailed to all property owners within 200 feet of the said property on the 6th day of May 2026; and

WHEREAS, the City Planning Commission did hear on the 1st day of June 2026 in the Commission Room, 1st Floor of City Hall, 100 N. 5th Street, Leavenworth, Kansas and upon a motion made, duly seconded, and passed, the City Planning Commission adopted findings of fact and recommended approval of the request for a two-family dwelling in a High Density Single Family Residential District zoning district located at 1125 and 1127 Sherman Avenue, Leavenworth, Kansas; and

WHEREAS, upon a roll call vote duly passed, the Governing Body adopted the findings of fact and conclusions to allow special use for a two-family dwelling for the property described herein in Section 1.

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

Section 1. That a special use permit be issued for a two-family dwelling on the following described property:

> The West 85 Feet of the East 400 Feet of the North Half of Block 32, Central Subdivision, City of Leavenworth, Leavenworth County, Kansas; And more commonly referred to as 1125 and 1127 Sherman Avenue, Leavenworth, Kansas.

Section 2. That this special use permit is subject to the following:

a) The property owner must register the property with the City of Leavenworth as a two-family rental property.

Failure to maintain compliance with the condition of approval may result in revocation of the special use permit.

Section 3. That this Ordinance shall take effect and be in force from and after its passage by the Governing Body, and its publication once in the official City newspaper.

PASSED AND APPROVED by the Leavenworth City Commission of the City of Leavenworth, Kansas on this 14th day of July, 2026.

____
Nancy D. Bauder, Mayor

{Seal}

ATTEST:

____
Sarah Bodensteiner, CMC, City Clerk

MAYOR'S APPOINTMENTS

JULY 14, 2026

Mayor Bauder

"Move to

Appoint to the ***Youth Advisory Commission*** *Noah Baker, Gerald Baros, Andrew Bateman, Clara Drew, Ashley Kostelecky, Grace Mendenhall, Sloane Pittman, Amelia Sanderson, Reagan Stark, and Ethan Waller to terms ending May 31, 2027;*

Appoint to the ***Sister City Advisory Board*** *Marc Petrequin to a term ending December 31, 2028.*

Requires a second and vote by the Governing Body.

CITY COMMISSION POLICY REPORT
RESOLUTION B-2425 FORMALLY ADOPTING THE
CITY OF LEAVENWORTH HOUSING NEEDS ANALYSIS

JULY 14, 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 resolution B-2425 adopting the Housing Needs Analysis.

RESOLUTION NO. B-2425

A RESOLUTION OF THE CITY OF LEAVENWORTH, KANSAS, FORMALLY ADOPTING THE HOUSING NEEDS ANALYSIS AND ENDORSING ITS GOALS

WHEREAS, the City of Leavenworth, Kansas recognizes the importance of providing safe, quality, and attainable housing to meet the needs of current and future residents; and

WHEREAS, the City of Leavenworth, Kansas participated in the development of the Housing Needs Analysis to evaluate existing housing conditions, market trends, and future housing needs; and

WHEREAS, the Housing Needs Analysis identifies current and projected housing needs and provides recommendations to support housing development, rehabilitation and preservation within the community; and

WHEREAS, the Housing Needs Analysis will serve as a planning tool to guide future housing, land use, and community development decisions in the City of Leavenworth, Kansas.

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

SECTION 1. That the City of Leavenworth, Kansas, hereby formally adopts the City of Leavenworth, Kansas Housing Needs Analysis and supports its goals and implementation efforts.

PASSED AND APPROVED this 14th day of July 2026.

CITY OF LEAVENWORTH, KANSAS

____
Nancy D. Bauder, Mayor

ATTEST:

____
Sarah Bodensteiner, CMC, City Clerk

(SEAL)

CITY OF LEAVENWORTH

Housing Needs Analysis

Technical Report

July 2026

bakertilly

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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.

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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.

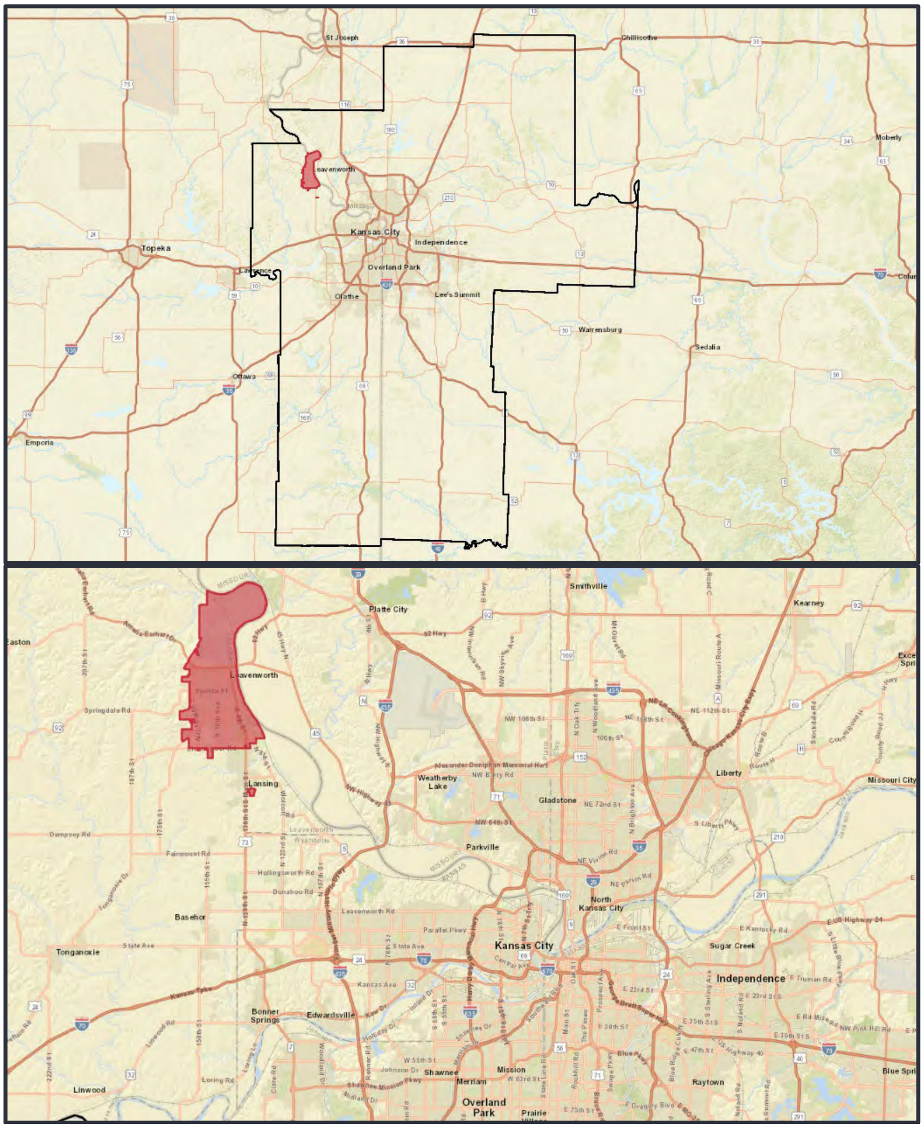
Workforce Context

- 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

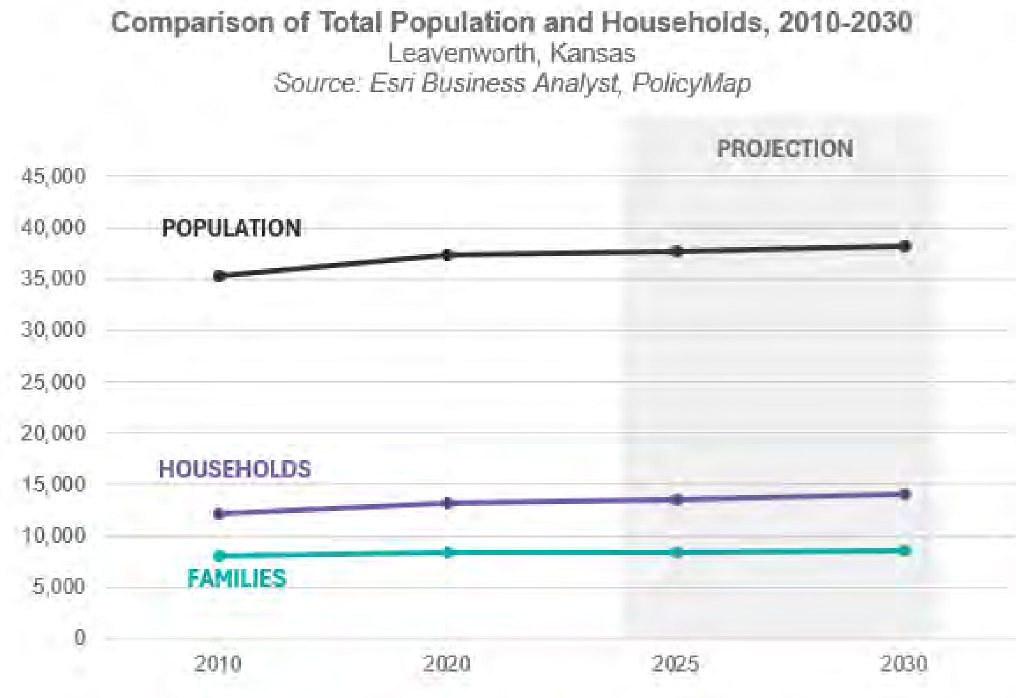
Population and Households

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

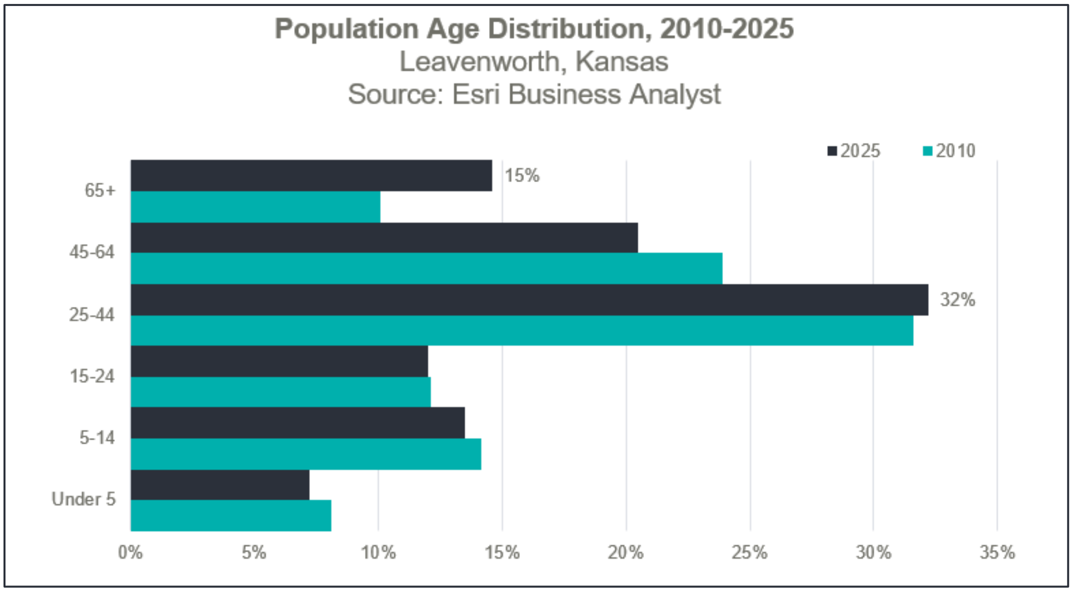


The median age of residents is 35.9, younger than Kansas City MSA at 38.6. Almost one-fourth (24.0%) of the population were children under the age of 18, with children under 5 comprising over one quarter of this group. Approximately two-thirds (61%) of the population is of working age, defined as those 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
High School Education (Upskilling Opportunity)	No Diploma	2,027	8.0%
	High School Diploma	5,195	20.5%
	GED	1,368	5.4%
Skilled Trades	Some College	5,017	19.8%
	Associates degree	2,965	11.7%
University Training	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

Region	Net Migration in (last 12 months)
Kansas City, Kansas	0.2K
Olathe, Kansas	0.1K
Fort Hood, Texas	0.1K
Lansing, Kansas	0.0K
Fort Lewis, Washington	0.0K

Top Migration Destinations

Region	Net Migration Out (last 12 months)
Kansas City, Missouri	-0.1K
Tonganoxie, Kansas	-0.1K
Clarksville, Tennessee	0.0K
Fort Knox, Kentucky	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
Single Unit	11,418	76.8%
2 to 4 Units	1,459	9.8%
5+ Units	1,834	12.3%
Mobile Homes or Other	153	1.0%
Total	***14,864***	***100.0%***

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

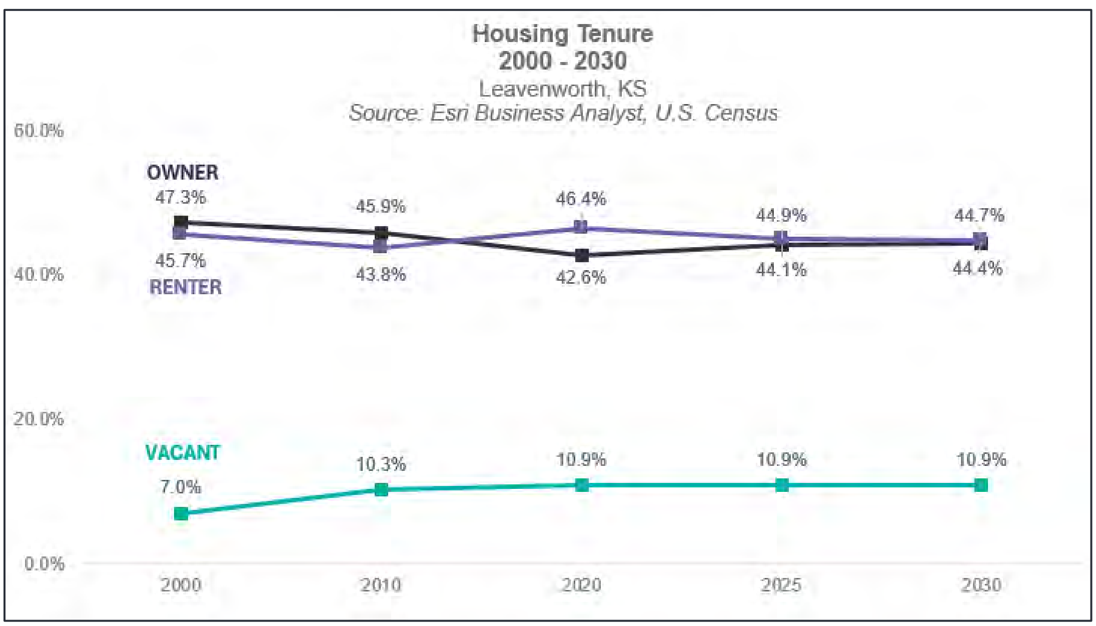
Table 10. Building Permits in the City of Leavenworth and Leavenworth County

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

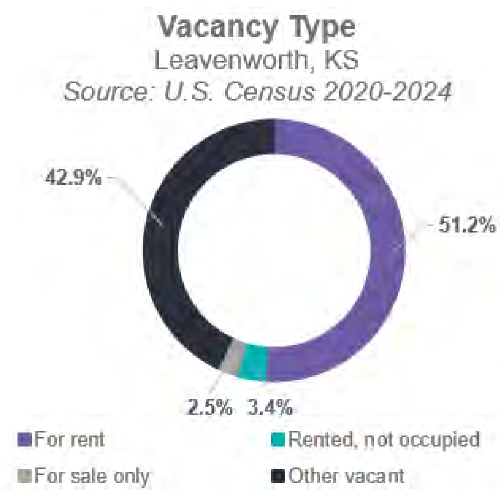
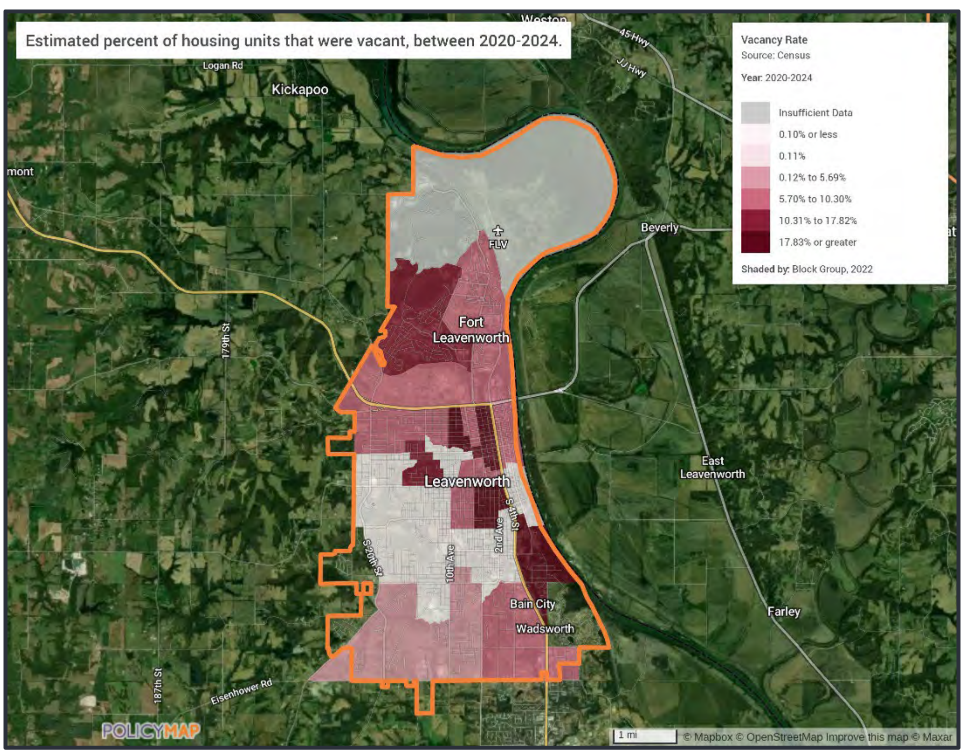


Figure 7. Spatial Distribution of Housing Vacancies, Census Block Groups



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

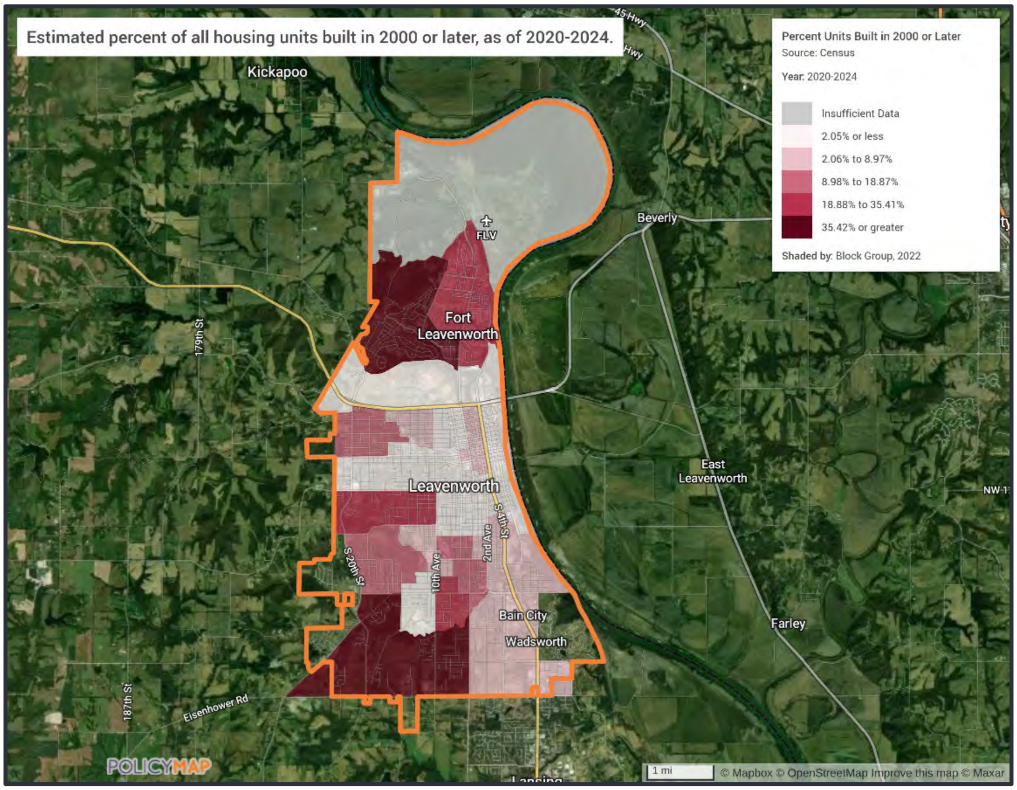
As Leavenworth is recognized as the First City of Kansas, the historic nature of the city's buildings is important to neighborhood and community character. The city has nine historic districts, and the preservation of historic and cultural resources is a goal in the City's Comprehensive Plan. However, 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

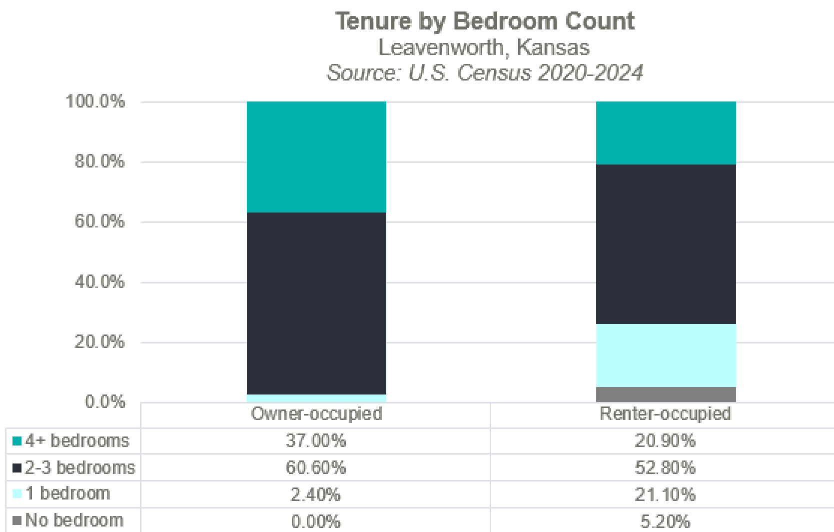
Beyond housing stock vintage, examining the household size and the occupied housing unit types by tenure can reveal whether current housing product is meeting the needs of residents. Currently, the average household size for owners in Leavenworth is 2.39, while the average household size for renters 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

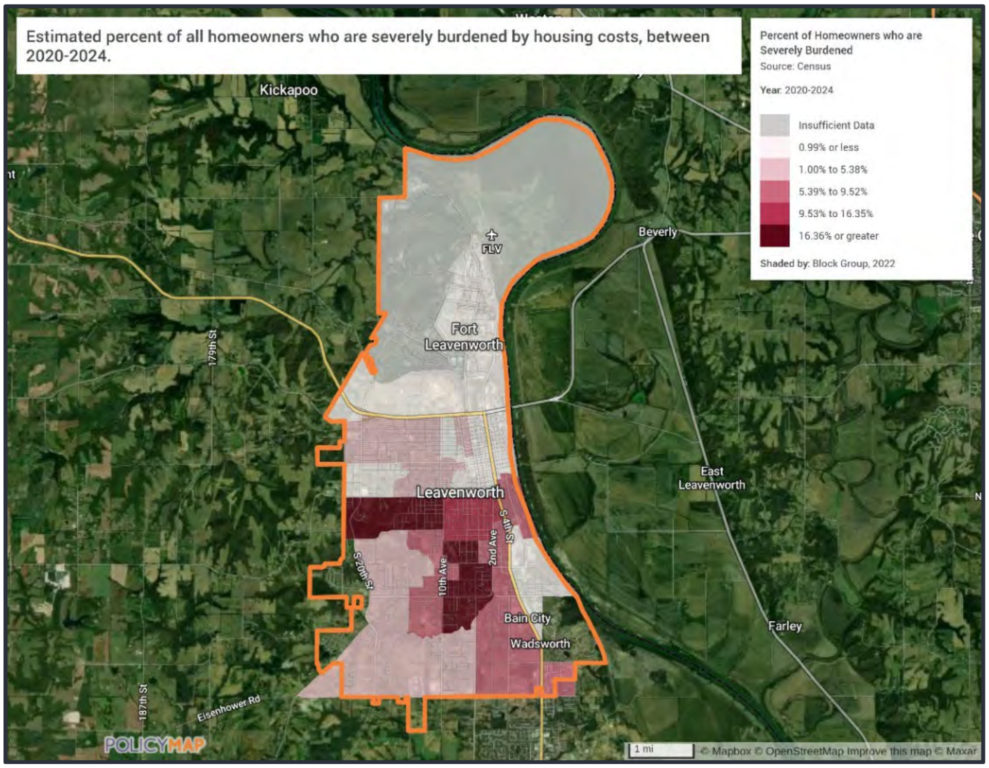
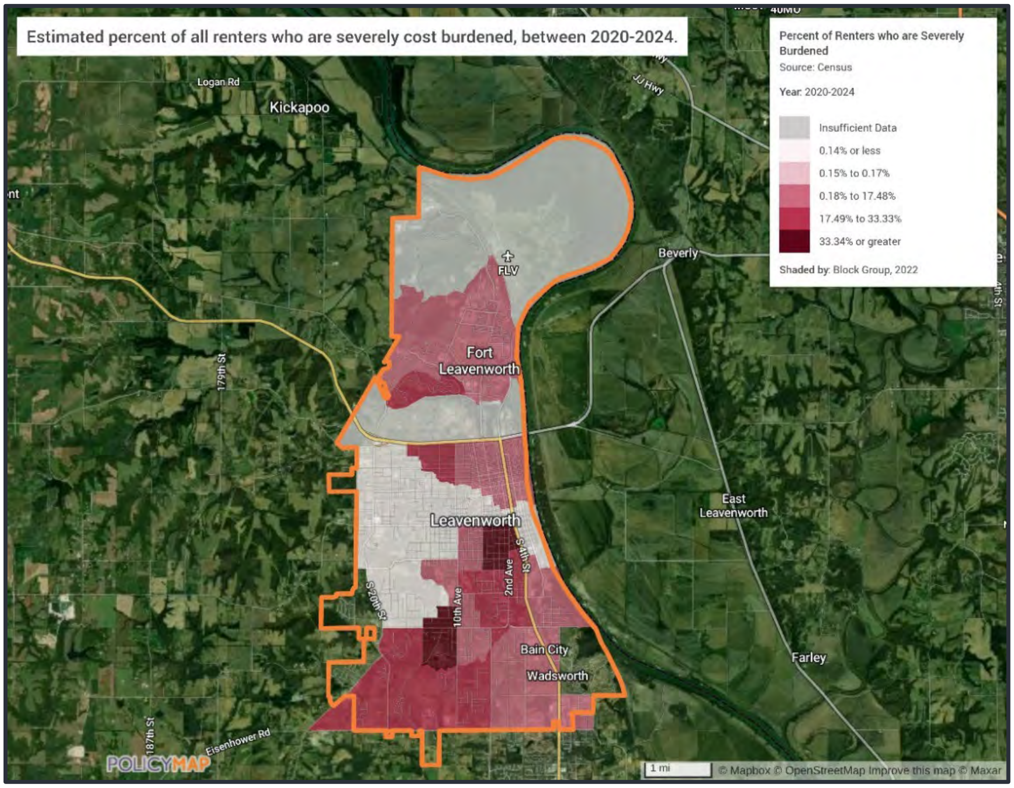


Figure 11. Spatial Distribution of Severely Cost-Burdened Renter Households in Leavenworth



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).

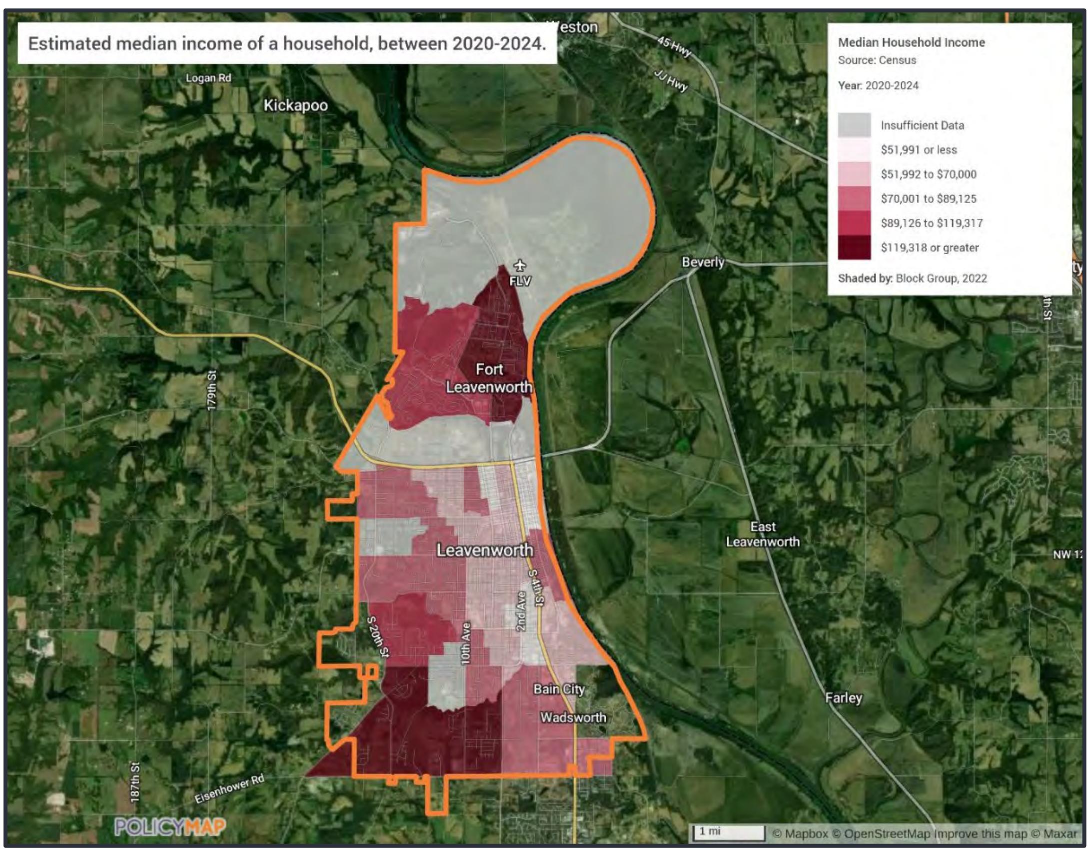
Renter households had significantly lower incomes than owners across Leavenworth, contributing to the elevated percentage of housing cost burden. Owners had the highest median incomes, with the highest share of households making over $100,000 annually (40.7%). Areas with the highest median incomes in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

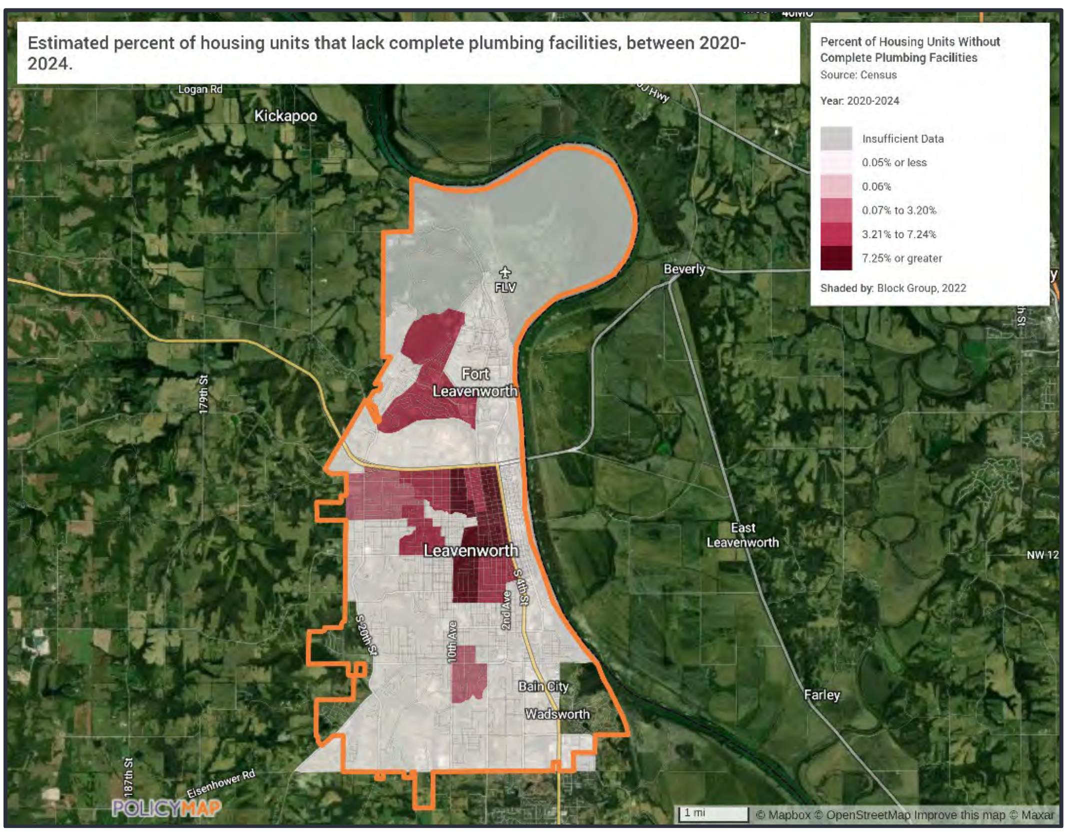
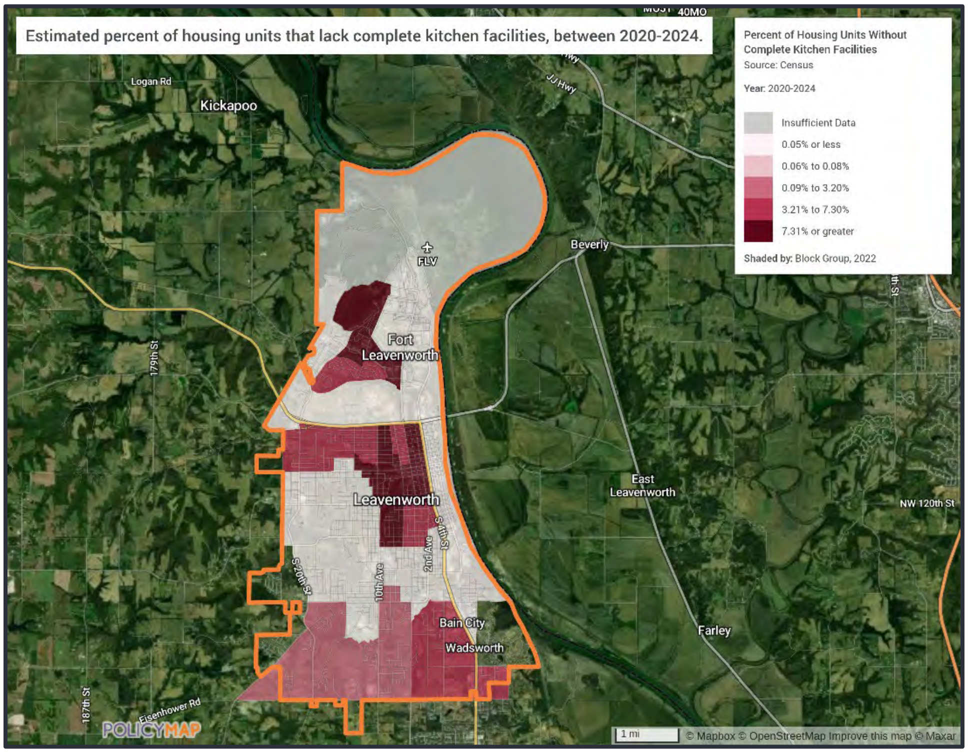


Figure 14. Spatial Distribution of Housing Units without Complete Kitchen Facilities



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

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.

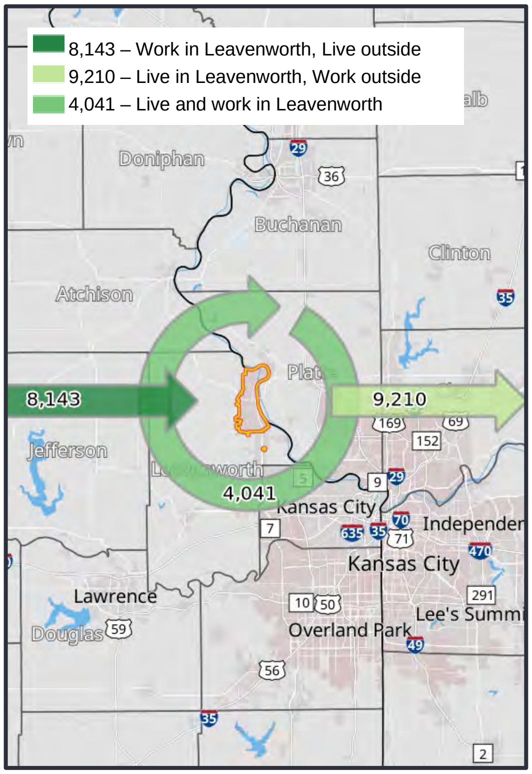
Table 19. Comparison of Civilian Jobs in Leavenworth and Resident Industries

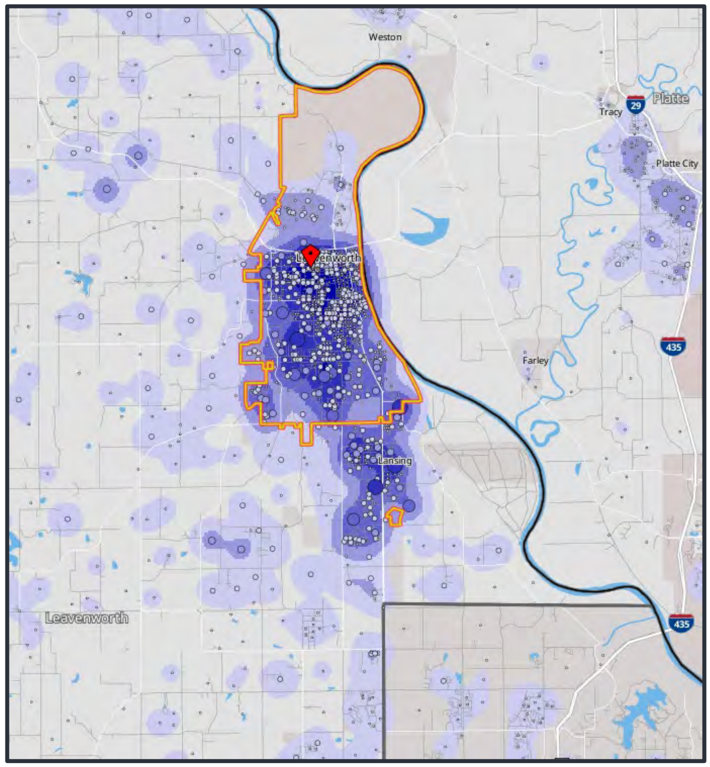
Industry	Total Jobs		Civilian Labor Force	
	#	%	#	%
Health Care and Social Assistance	2,502	20.5%	2,097	15.8%
Retail Trade	1,425	11.7%	1,648	12.4%
Educational Services	1,320	10.8%	1,169	8.8%
Professional, Scientific, and Technical Services	1,066	8.7%	775	5.8%
Public Administration	992	8.1%	790	6.0%
Accommodation 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.

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



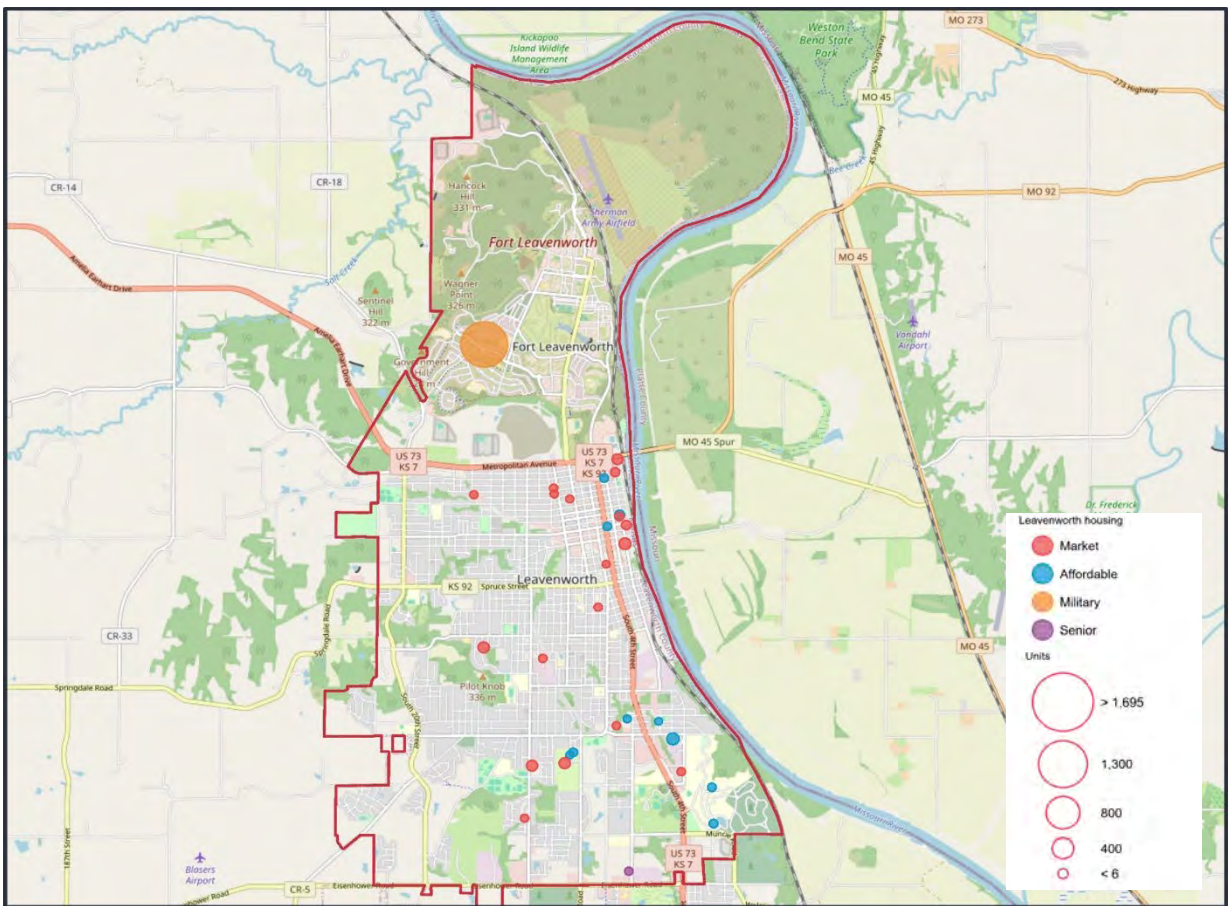


Housing Market Analysis

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*

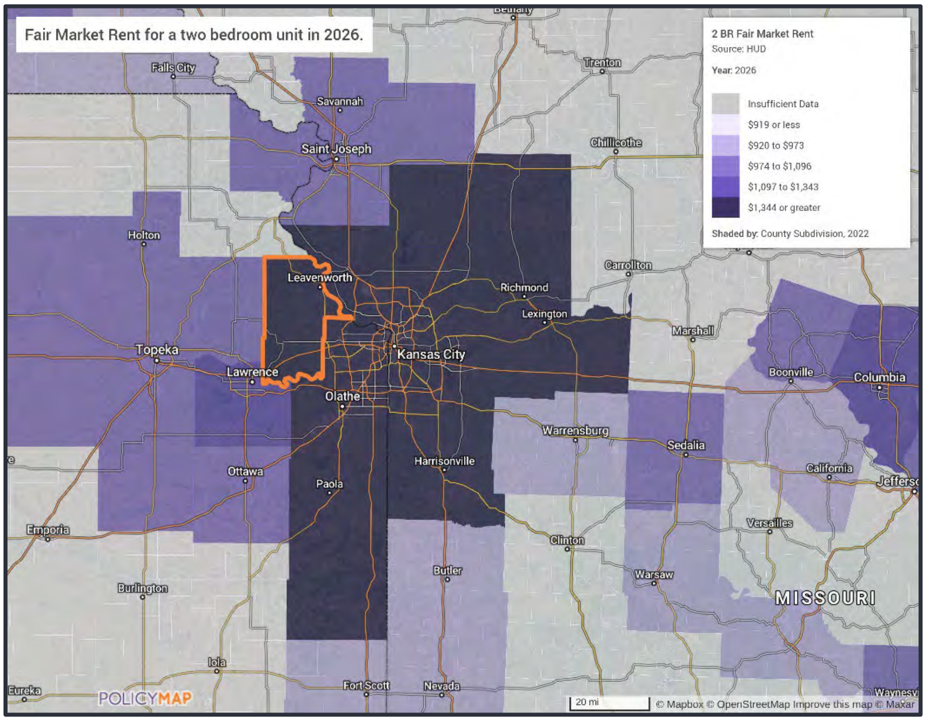
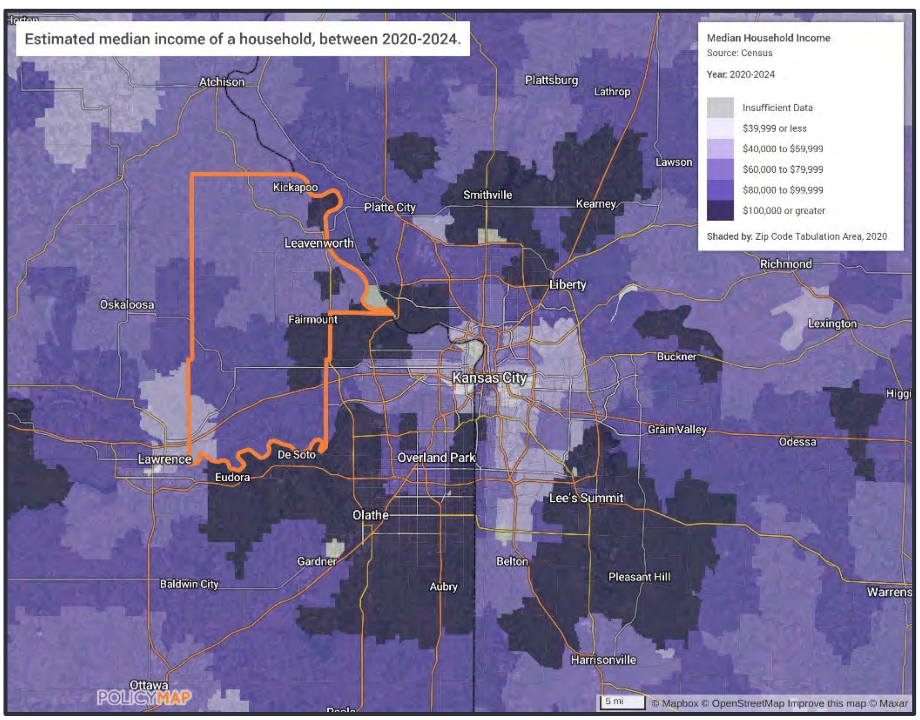


Figure 18. *Median Household Income (2020 – 2024), PolicyMap*



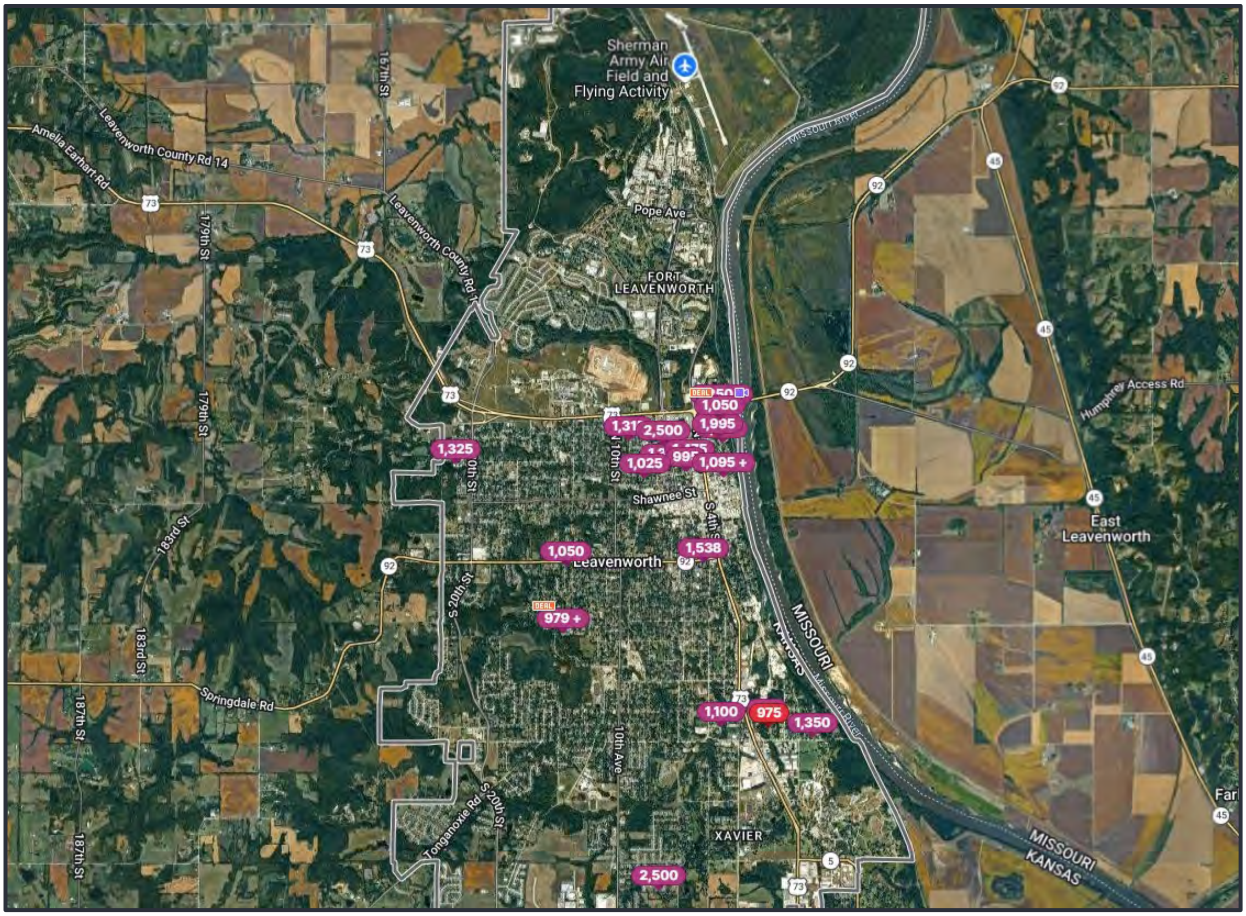
Shadow Rental Market Conditions

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

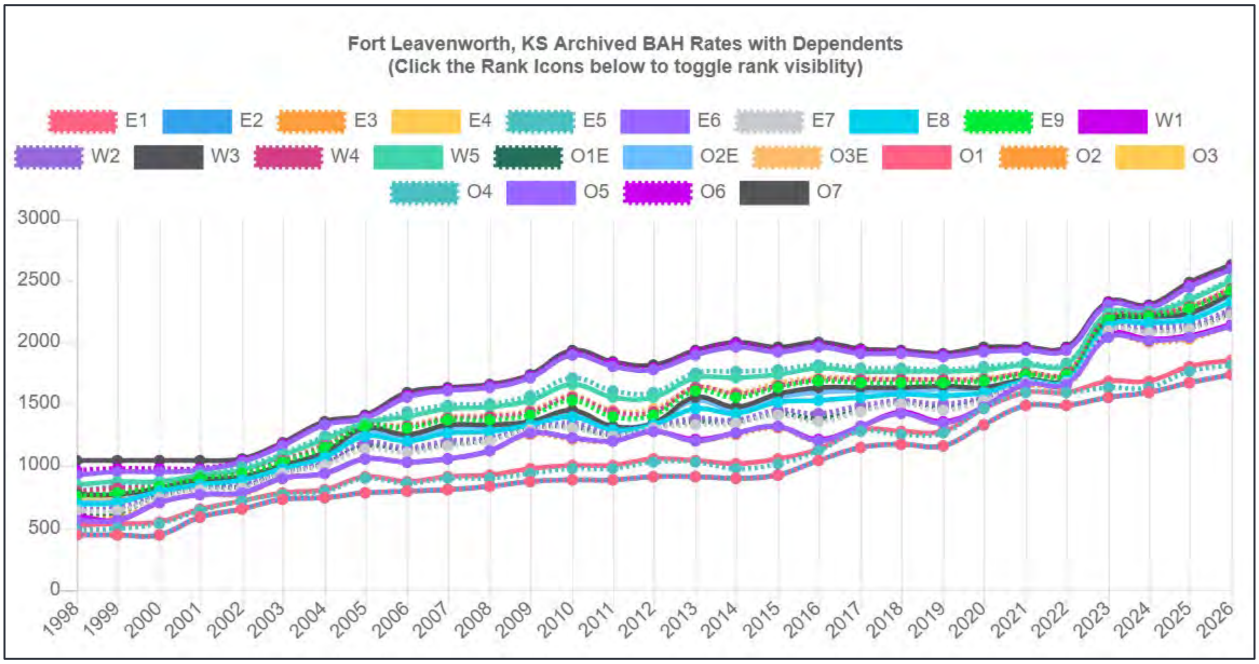
Figure 20. Shadow Market Rental Listings, Redfin



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).

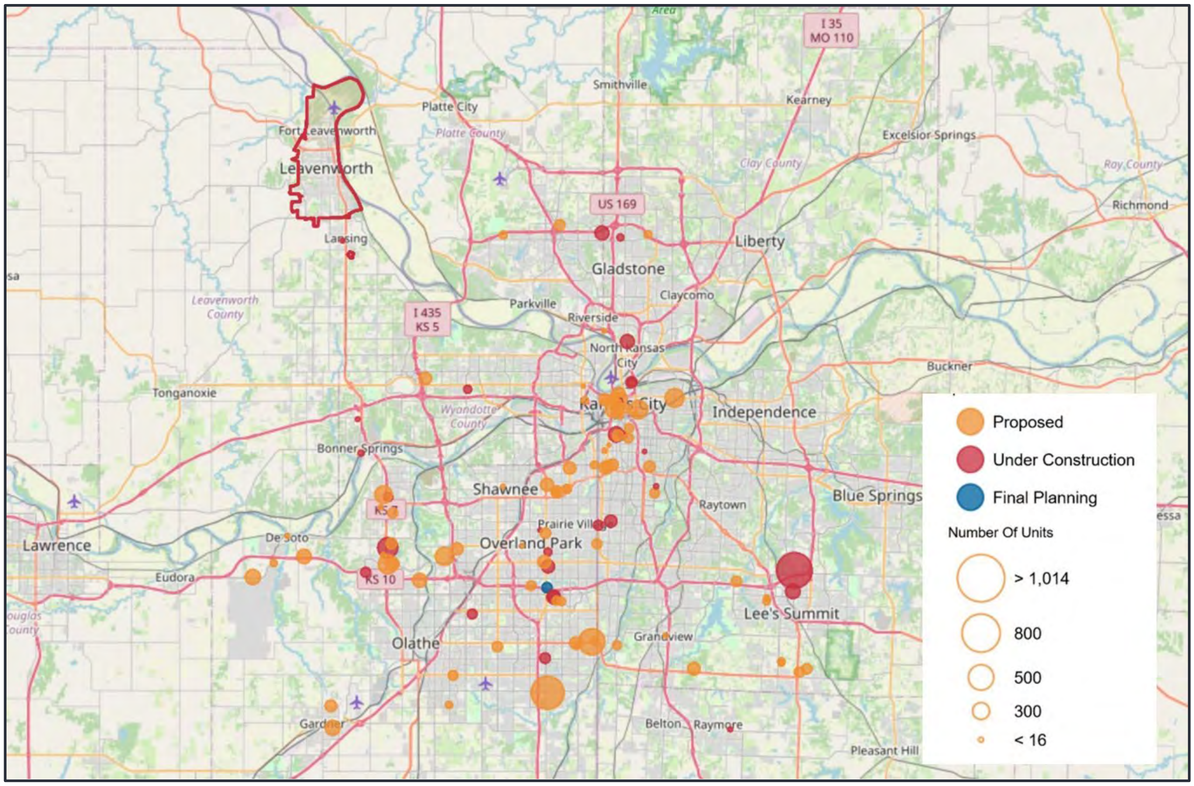
Figure 21. Historic Average BAH Rates Fort Leavenworth, Fort Leavenworth Housing



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

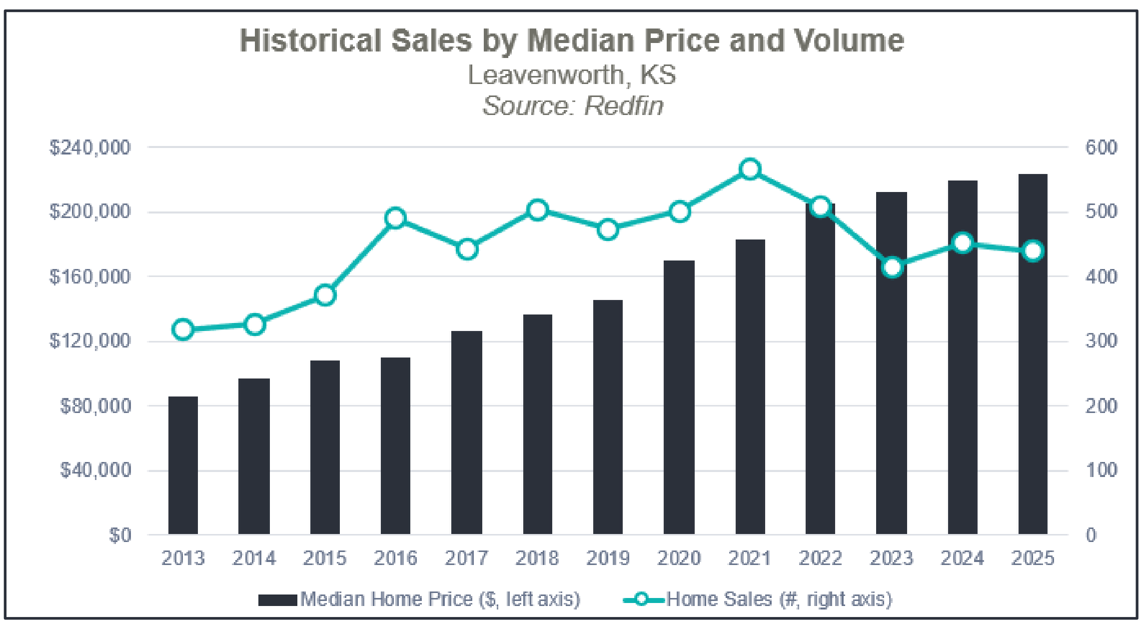


Figure 24. Historical Median Sale Price Comparison, City of Leavenworth vs. Leavenworth County

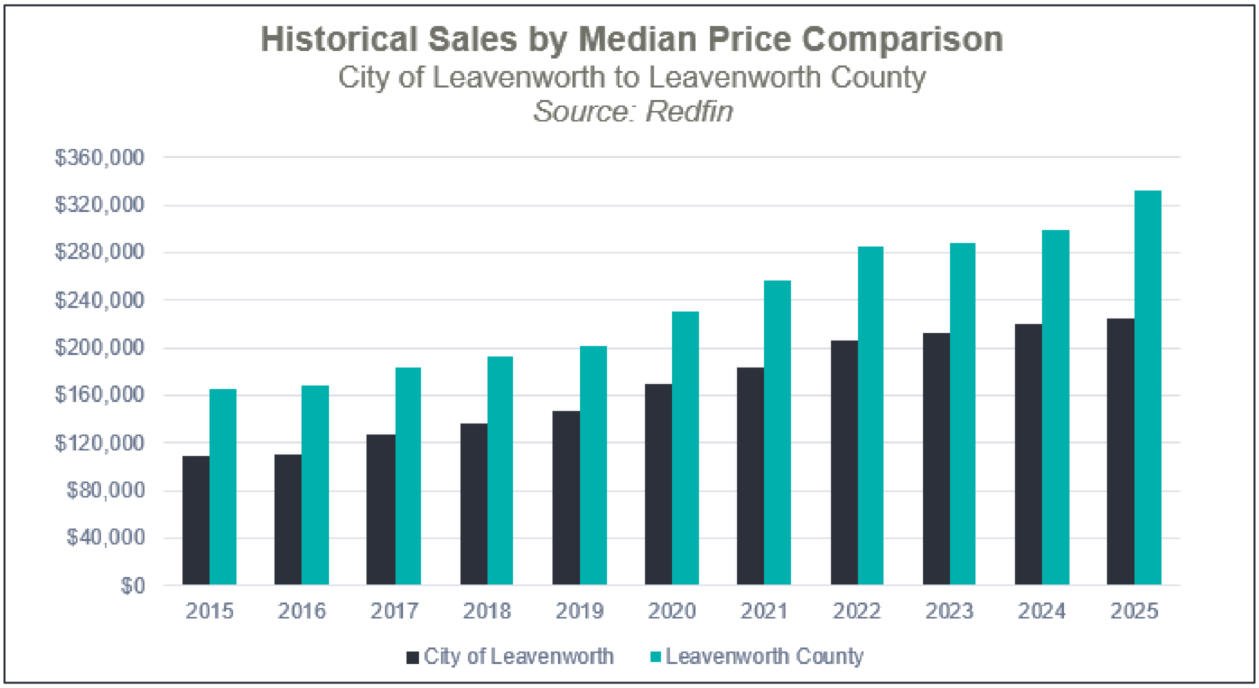
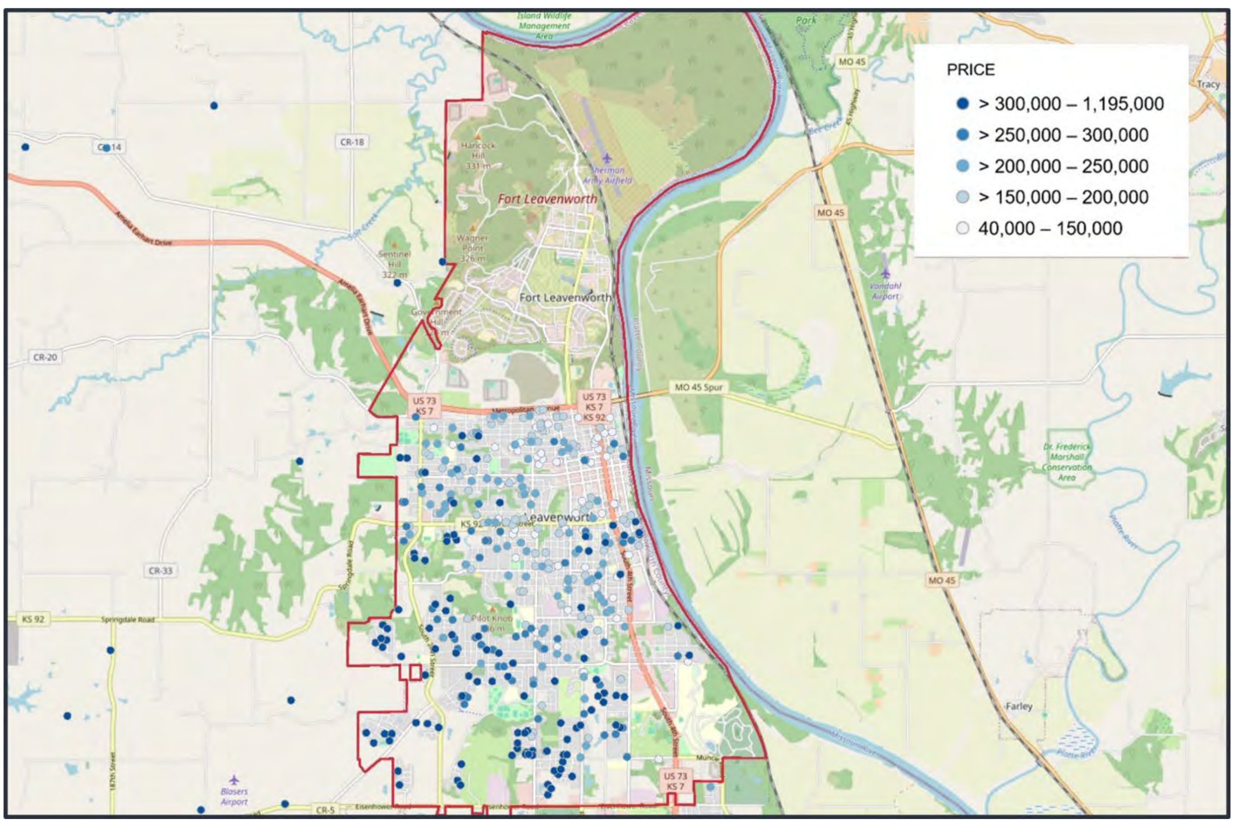


Figure 25. Last 12 Months of Sales Across Leavenworth by Price, Redfin



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

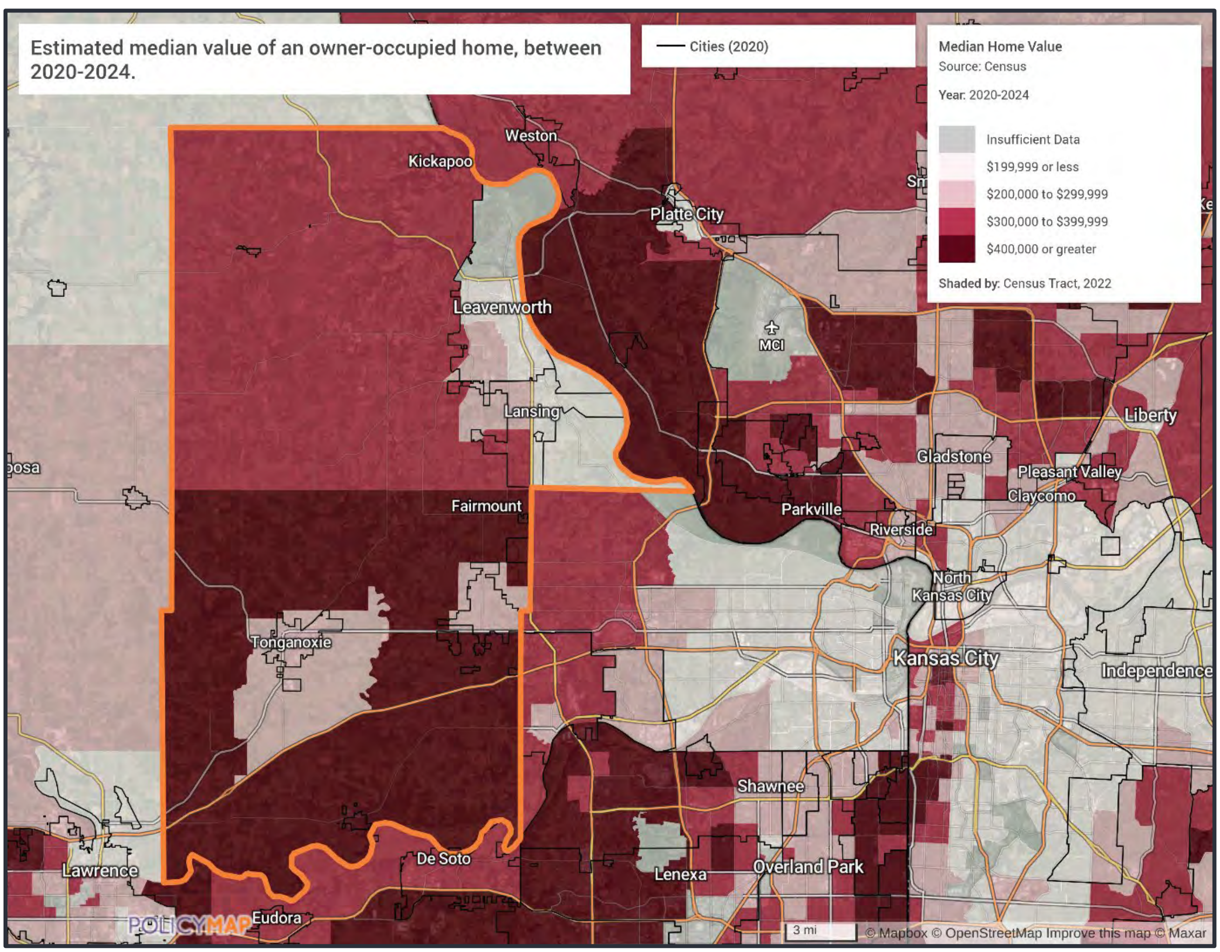
	2023	2024	2025
Avg. Price	$255,898	$276,011	$274,695
Avg. $/SF	$136	$148	$149
Avg. Vintage	1962	1961	1957
Avg. Beds	3.2	3.2	3.2

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.

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 Household Income Range Monthly Rent Range	≤ 50% ≤ $44,600 ≤ $1,045	50% - 80% $44,600-$71,300 $1,045-$1,672	80 - 100% $71,300-$89,200 $1,672+	100%+ $89,200+ $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***			

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

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

Percent Median Income Household Income Range Monthly Rent Range	≤ 50% ≤ $44,600 ≤ $1,045	50% - 80% $44,600-$71,300 $1,045-$1,672	80 - 100% $71,300-$89,200 $1,672+	100%+ $89,200+ $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 Household Income Range Monthly Rent Range	≤ 50% ≤ $44,600 ≤ $1,045	50% - 80% $44,600-$71,300 $1,045-$1,672	80 - 100% $71,300-$89,200 $1,672+	100%+ $89,200+ $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.

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

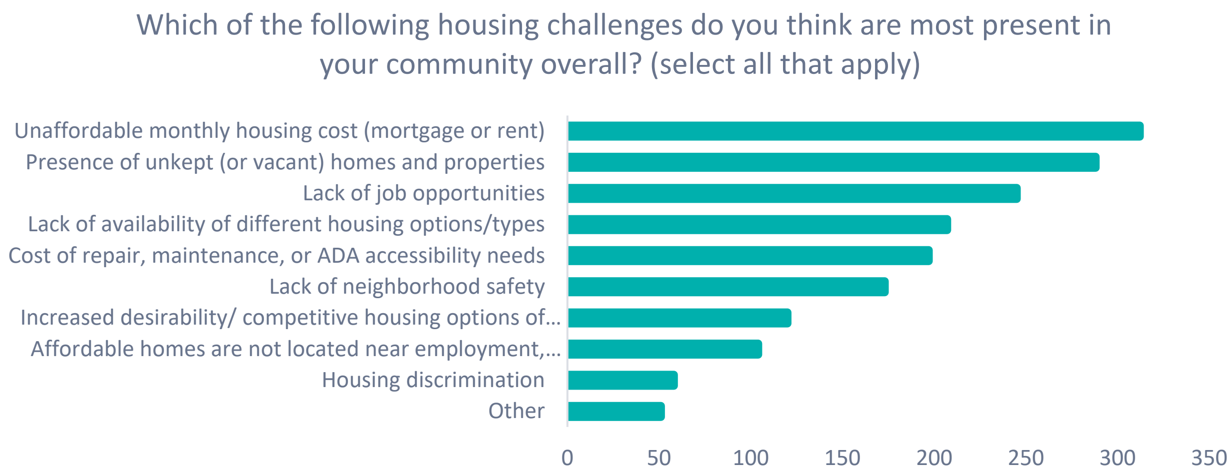
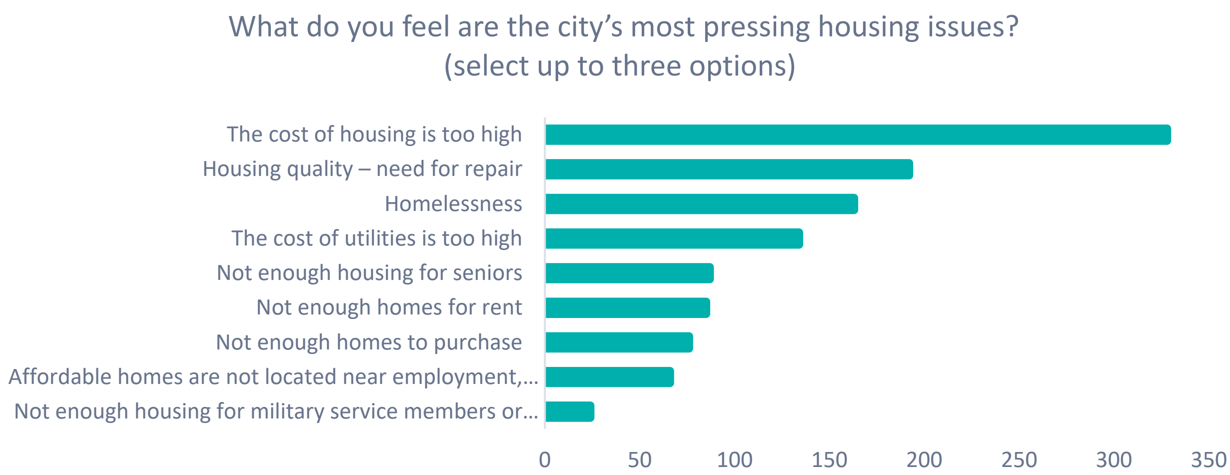


Figure 29. Most Pressing Housing Issues Identified by Respondents



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 sever 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 paring 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

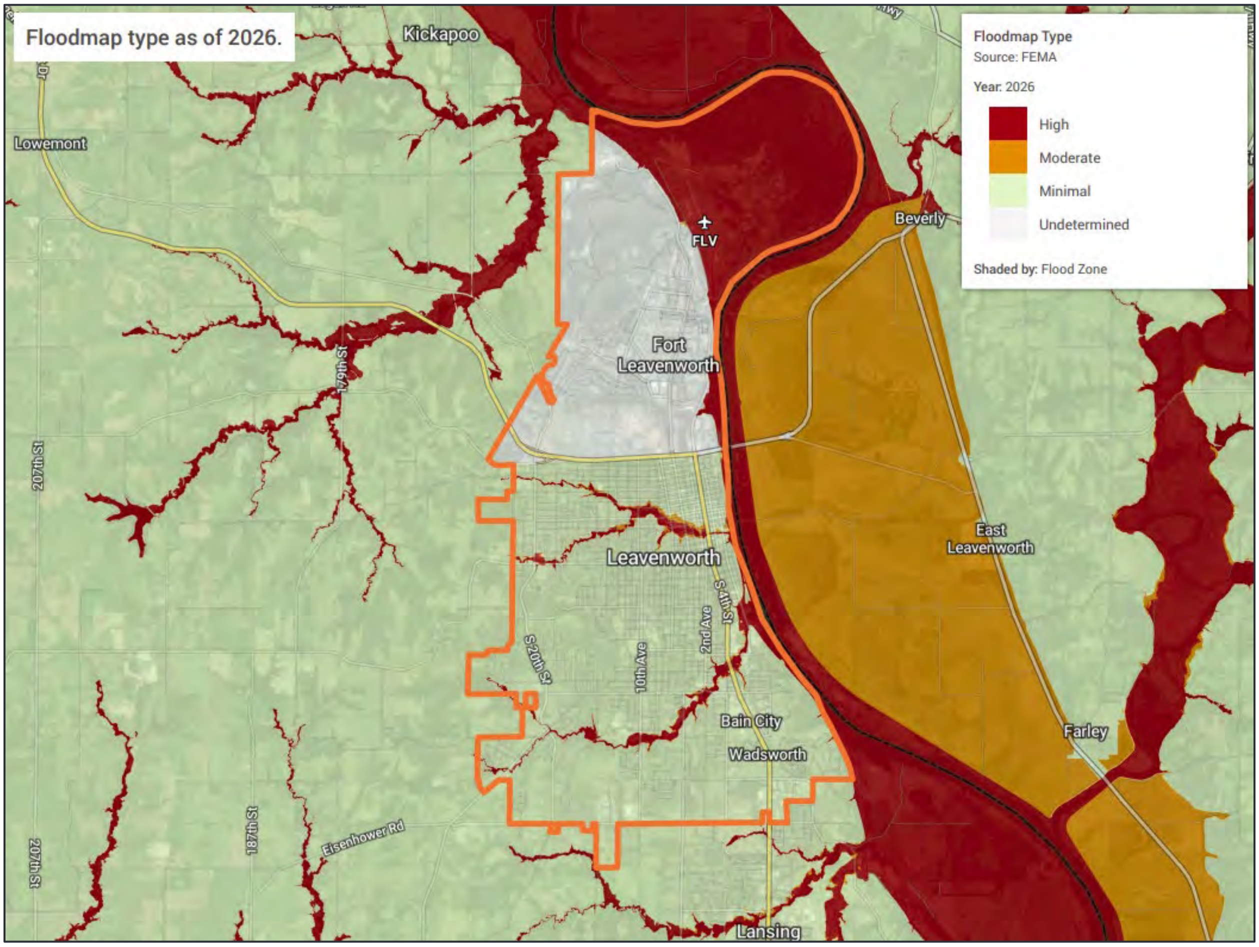
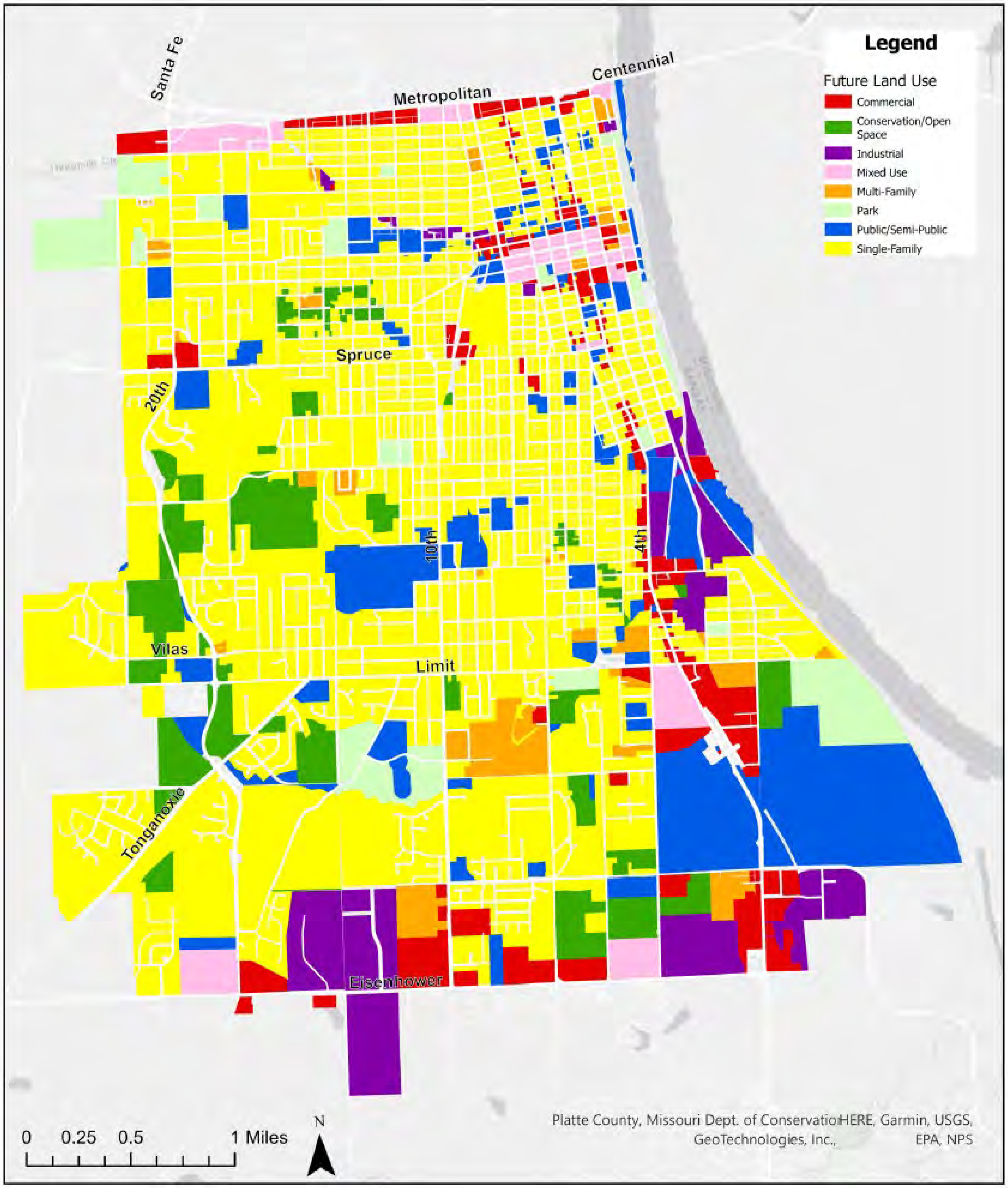
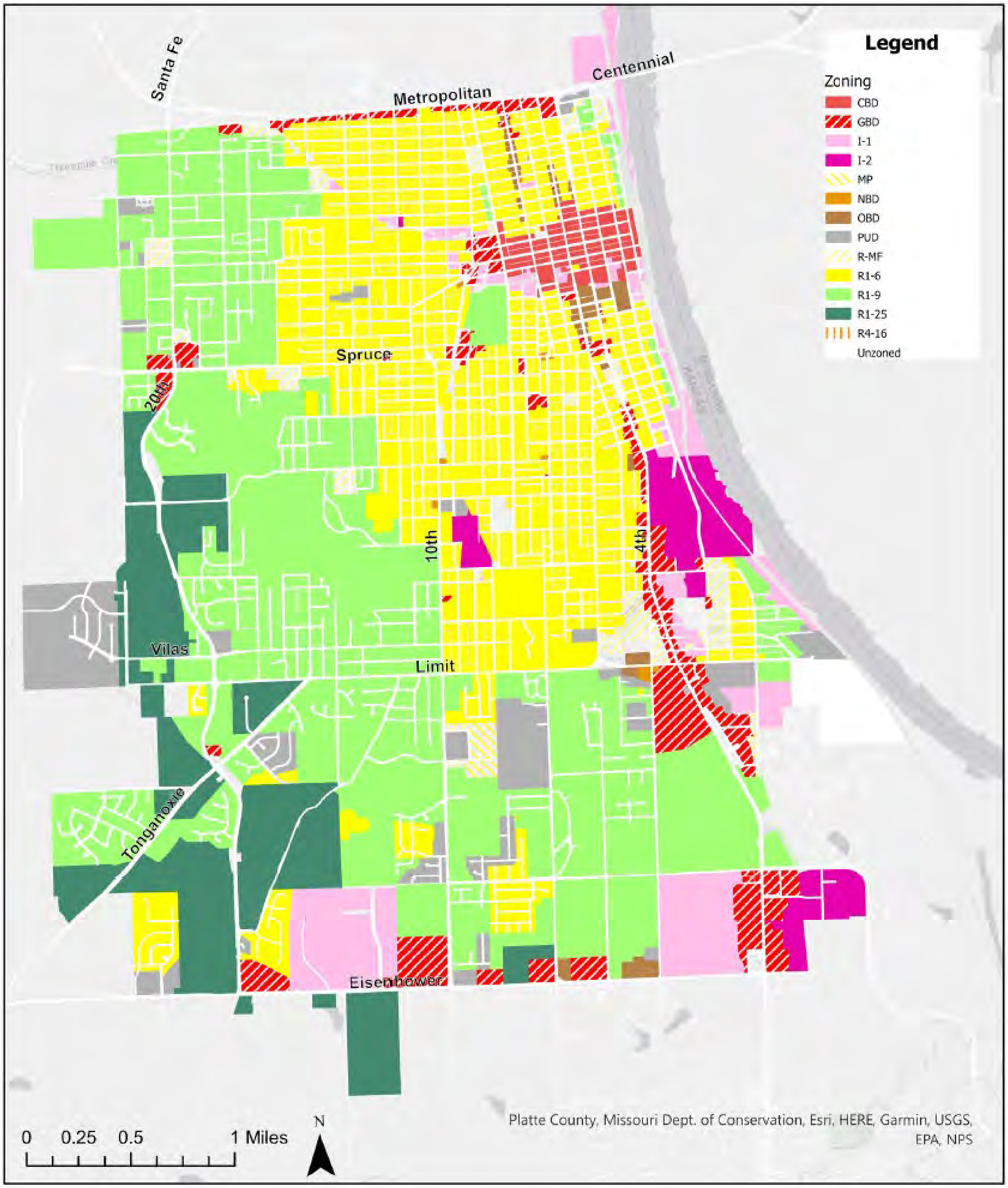


Figure 31. Future Land Use in Leavenworth



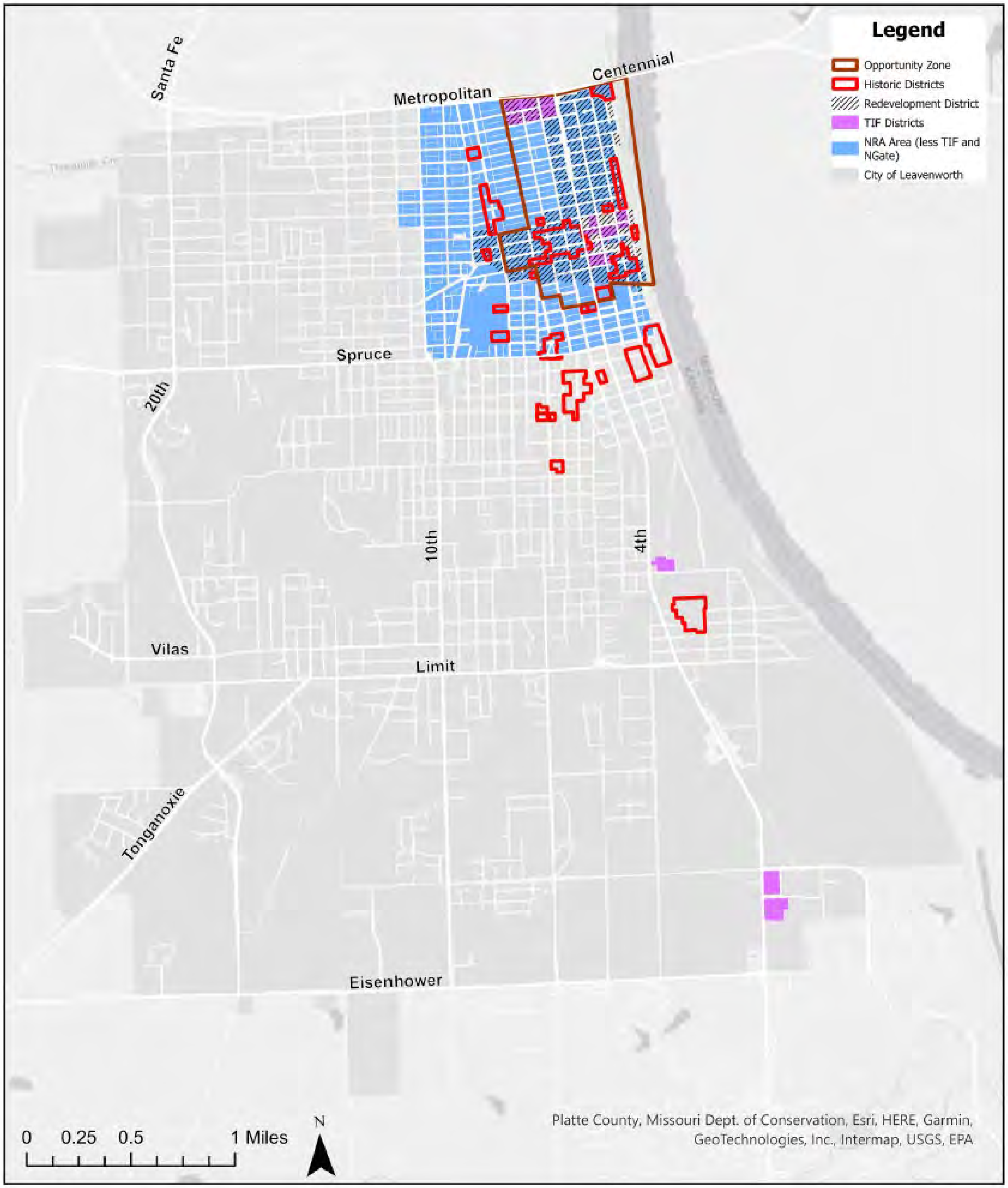
Source: City of Leavenworth, accessed 2/12/2026
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

Figure 32. *Zoning in Leavenworth*



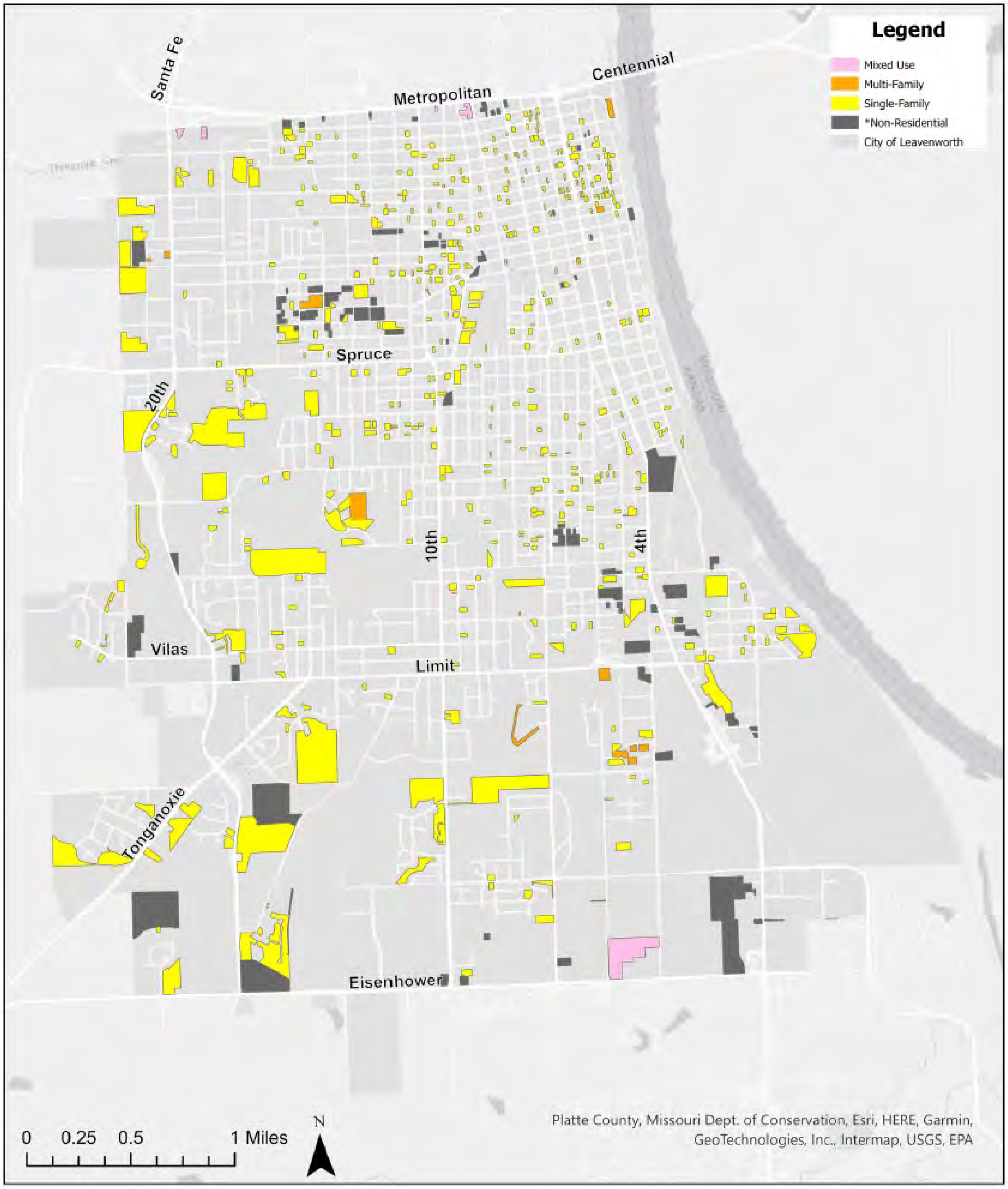
Source: City of Leavenworth, accessed 2/12/2026
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

Figure 33. Special Districts



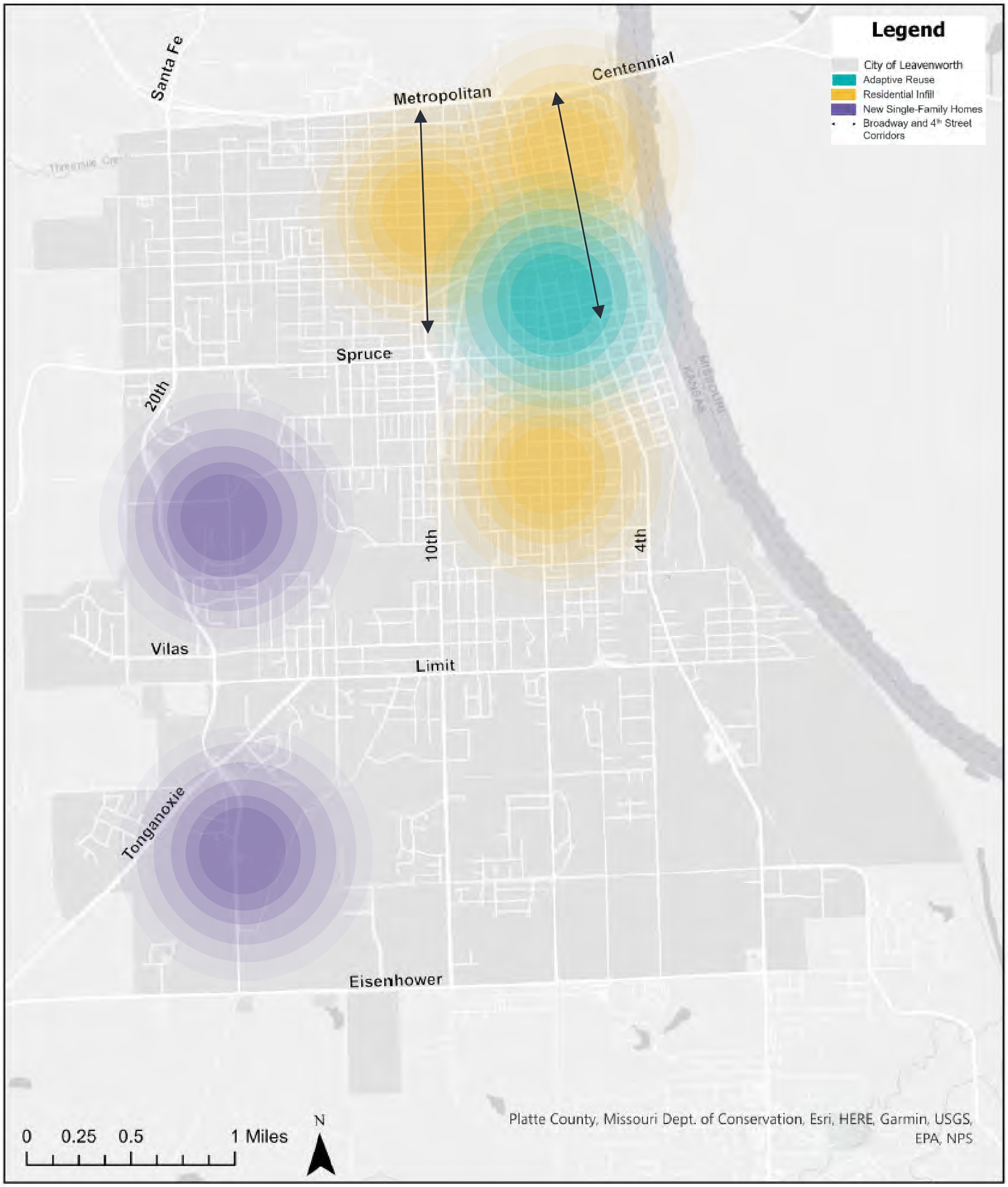
Source: City of Leavenworth, accessed 2/12/2026
https://www.leavenworthcounty.gov/departments/gis/gis_mapping_data.php

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



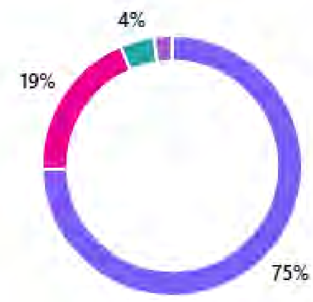
Source: Baker Tilly

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.

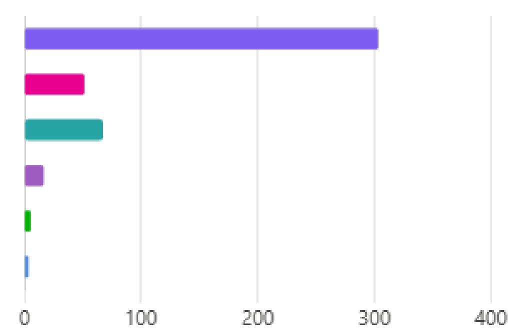
1. Do you currently live and work in Leavenworth?

I live and work in Leavenworth	332
I live in Leavenworth but work outside of the city	84
I do not live in Leavenworth, but I work in the city	19
I do not live or work in the Leavenworth	10

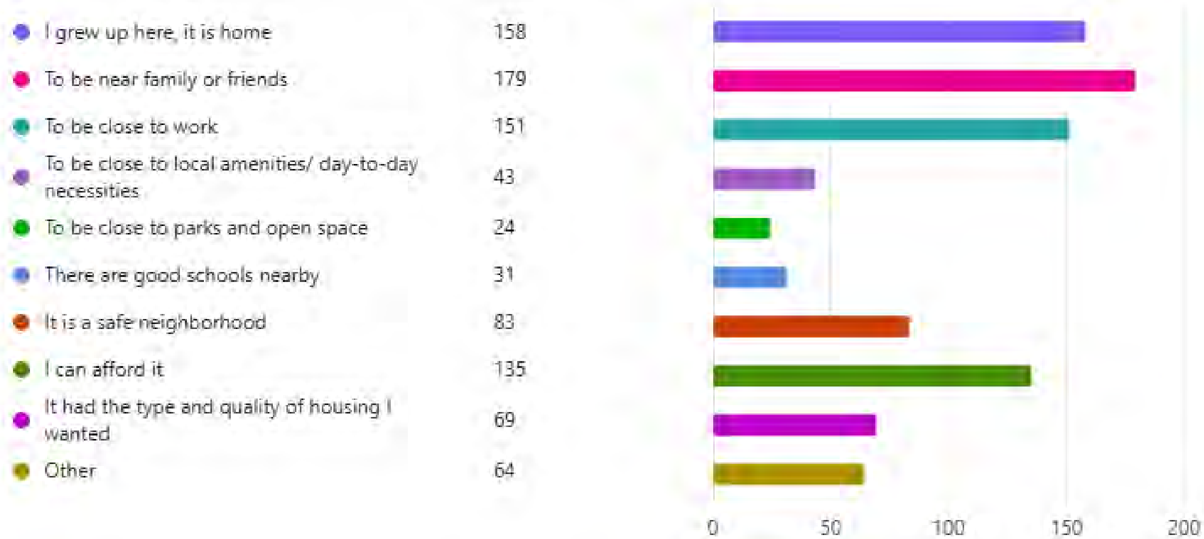


2. Currently, do you...

Own your home (single family house, townhouse, or condo)	303
Rent an apartment	51
Rent a single-family house or townhouse	67
Stay with a friend or family member	16
Do not have permanent housing at this time	5
Have other living arrangements	3

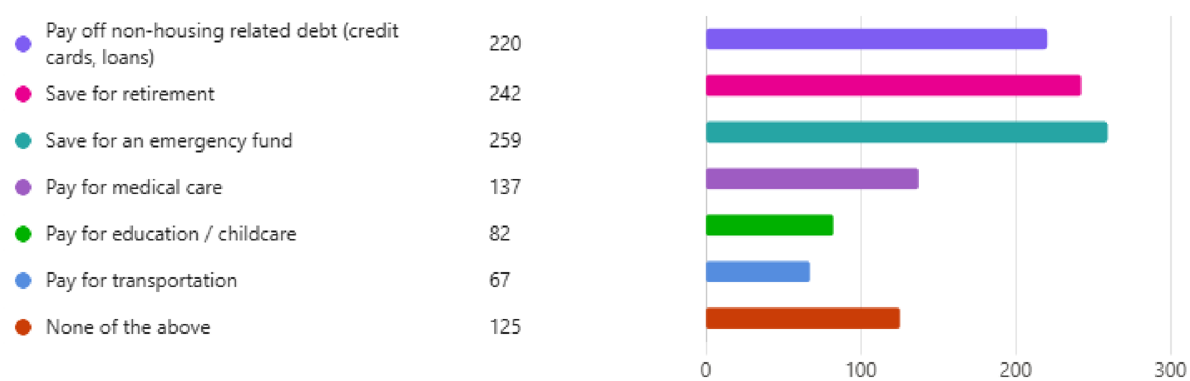


3. What are your primary reasons for living in your current community? [select all that apply]

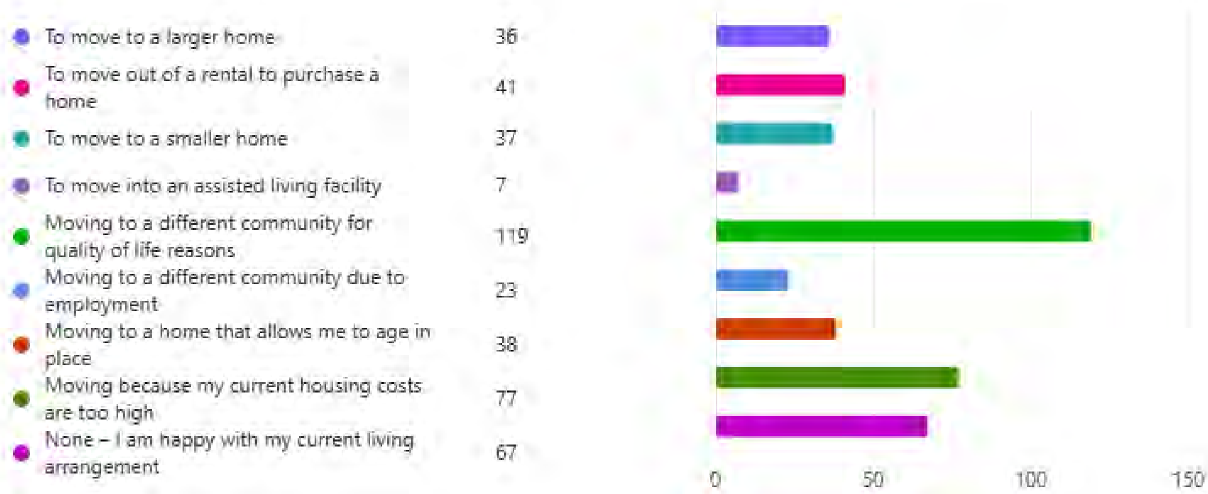


4. What percentage of your monthly gross (pre-tax) household income do you spend on monthly housing costs (including rent, mortgage/home payment, utilities, taxes, etc.)? Note: To estimate, add together monthly rent or mortgage/housing payment with average monthly cost of utilities/insurance/taxes, then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

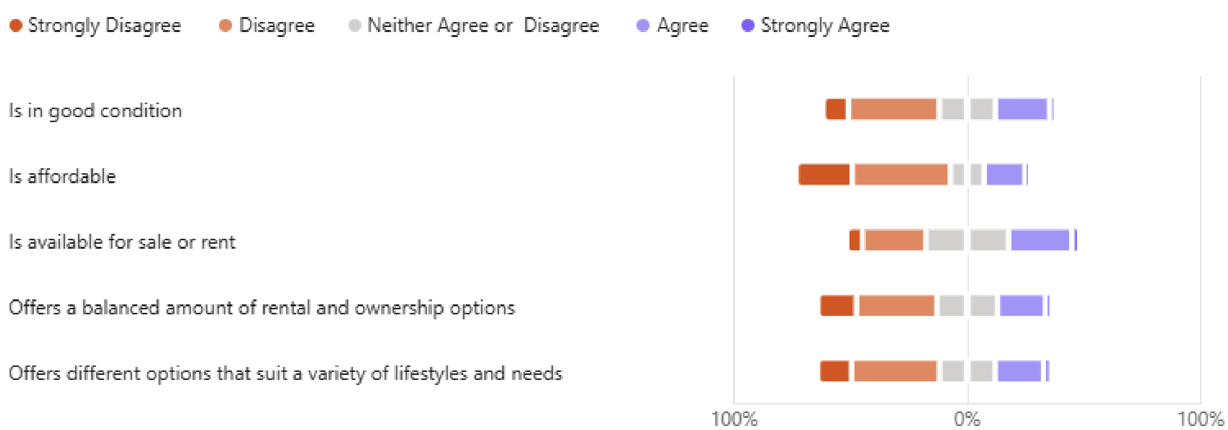
5. Have housing costs hindered your ability to do any of the following? [select all that apply]



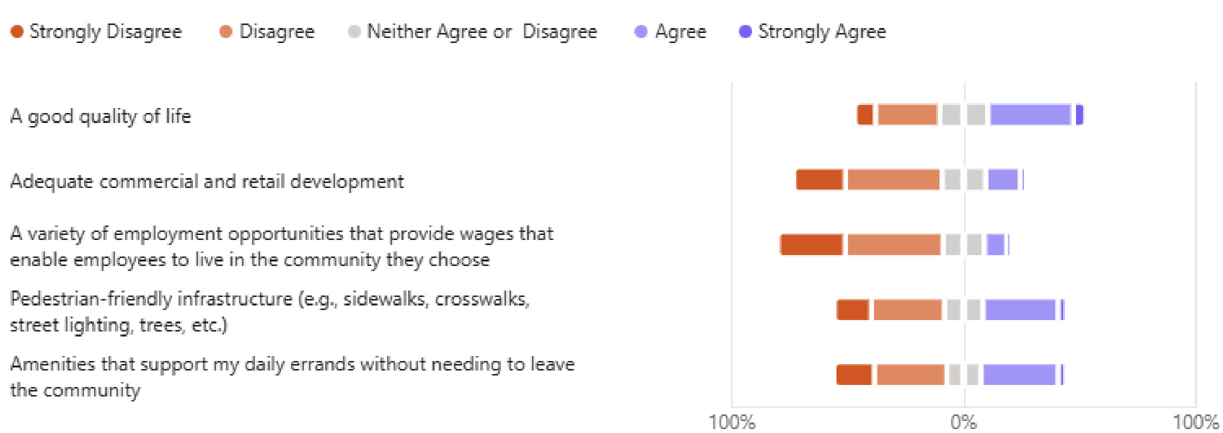
6. What would be your primary reason you would look for a new place to live in the next five years?



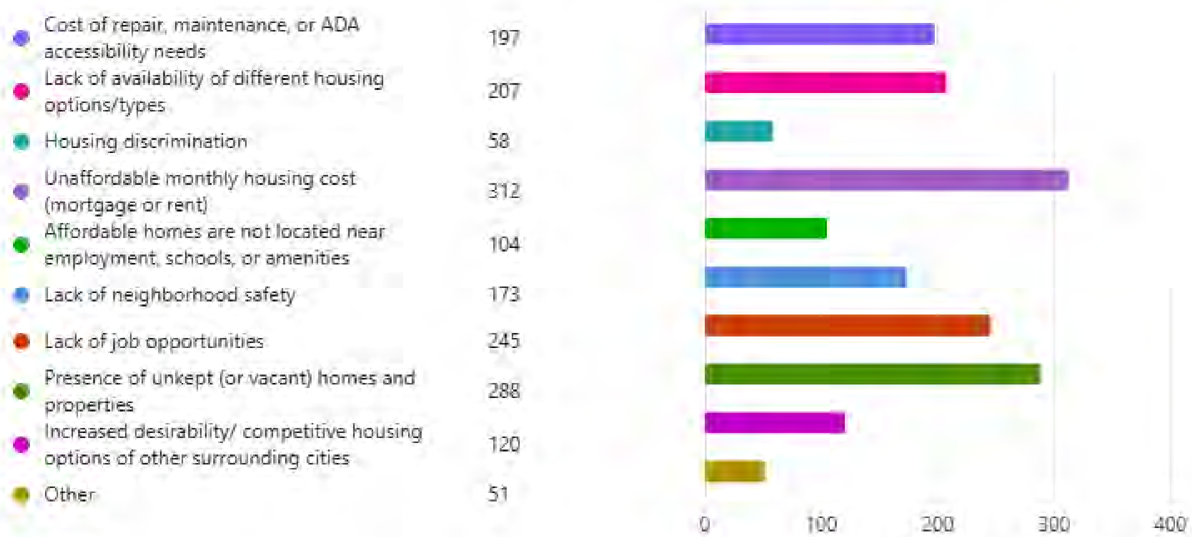
7. Overall, housing in my community...



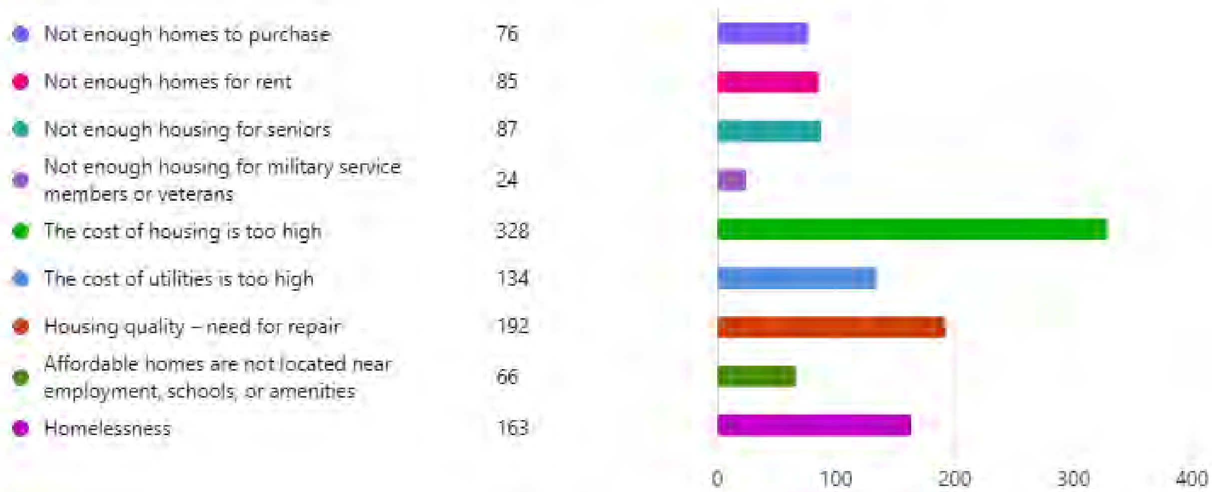
8. My community has...



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

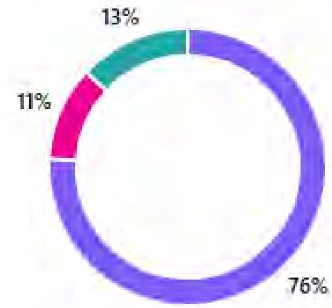


10. What do you feel are the city's most pressing housing issues? [select up to three options]



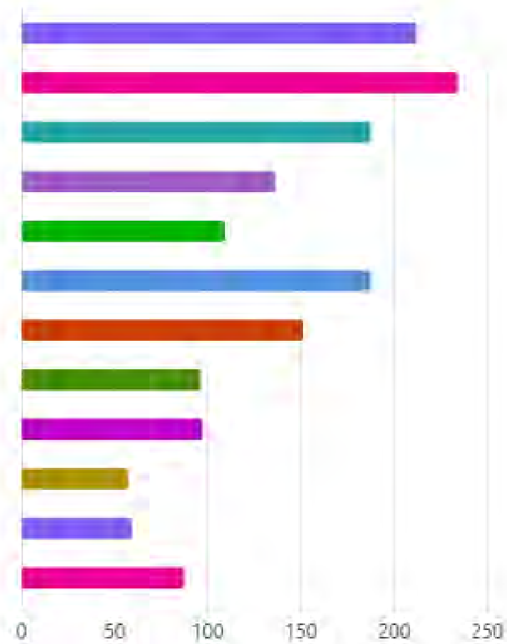
11. Do you think there is a need for more housing opportunities for residents in your community?

Yes	338
No	49
I am unsure	58

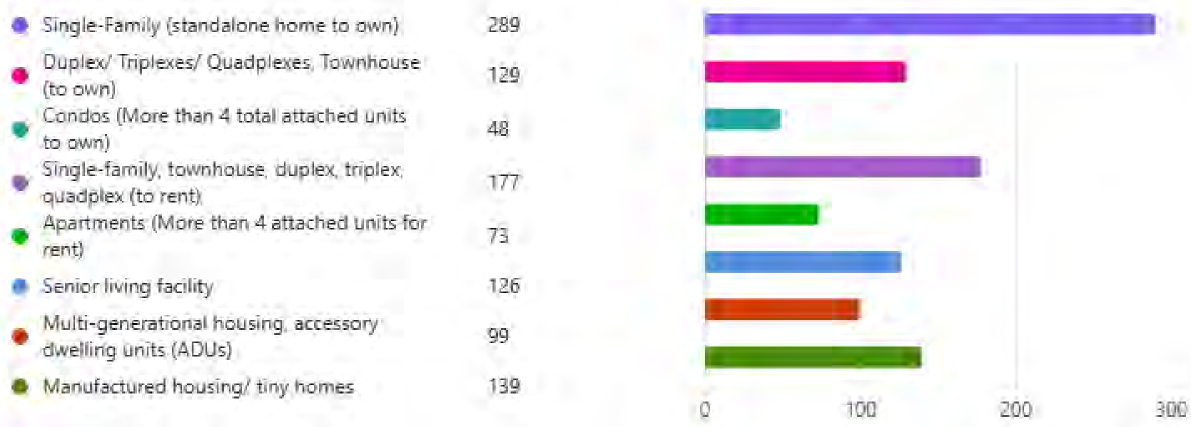


12. Which types of housing solutions would you support the City exploring to reduce the cost of housing in your community (select all that apply):

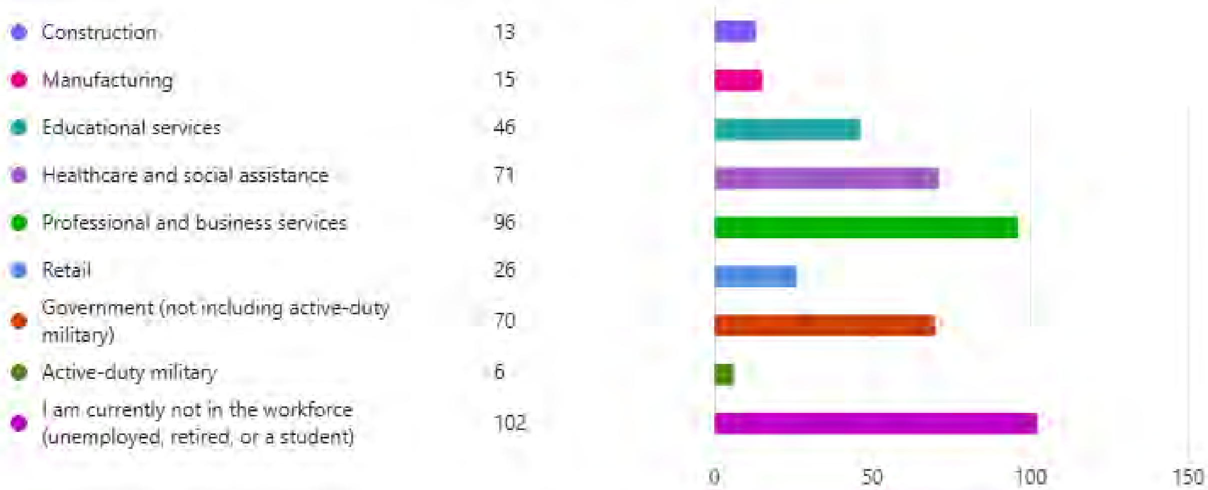
Downpayment assistance to owners	212
Housing rehabilitation loans	234
Mortgage assistance to homeowners	187
Grants or low-interest loans to housing developments	136
Construction of new housing	109
Public acquisition of dilapidated properties for infill development	187
Public development of infrastructure	151
Premanufactured or modular housing (not mobile homes)	96
Section 8/Housing Choice Voucher rental subsidies	97
Construction financing assistance to builders	57
Higher density or "cluster" development housing	59
Other	87



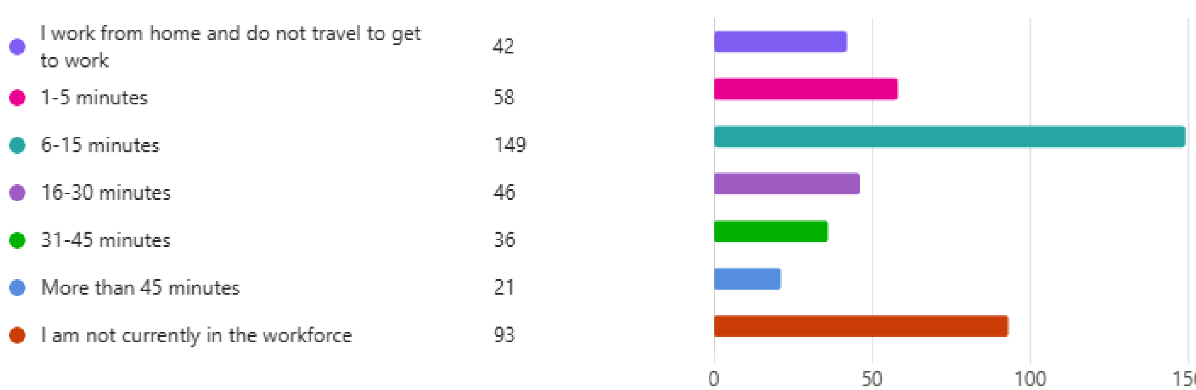
13. If the City was to invest in new housing options, which would you feel is most suitable/ should be prioritized? [select up to three options]



14. What sector are you currently employed in?

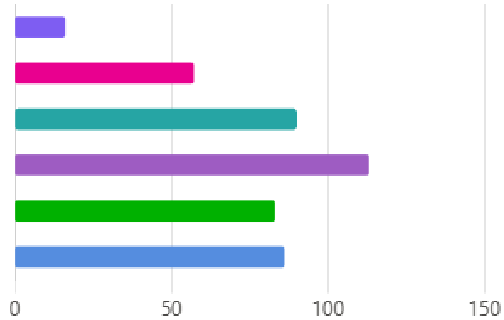


15. How far do you travel from home to get to work?



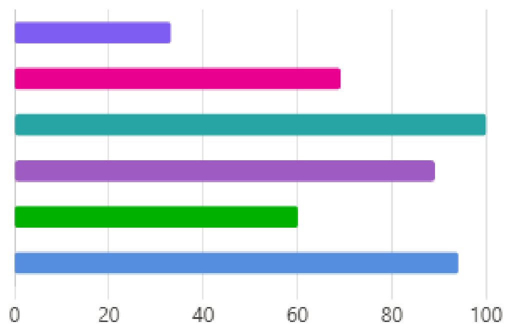
16. What is your age?

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



Policy Report

Finance No. 26-02

Resolution Providing for a Notice of Public Hearing
Exceeding Revenue Neutral Rate

July 14, 2026

Prepared by:

Andrew See
Finance Director

Approved by:

Scott Peterson
City Manager

Issue:

The City of Leavenworth intends to exceed the revenue neutral rate for the 2027 budget year. As required by state statute referenced in the attached resolution, the City must hold a public hearing related to this issue.

The attached resolution comprises all of the elements required by K.S.A. 79-2988 (b) in regards to public hearing requirements. The public hearing date is scheduled for August 25, 2026, for the consideration of exceeding the revenue neutral rate.

Attachments:

Resolution No. B-2426

RESOLUTION NO. B-2426

A RESOLUTION OF THE GOVERNING BODY OF THE CITY OF LEAVENWORTH, KANSAS, OF THE CITY'S INTENT TO EXCEED ITS "REVENUE NEUTRAL RATE", ESTABLISHING THE DATE AND TIME OF A PUBLIC HEARING ON SUCH MATTER, AND PROVIDING FOR THE GIVING OF NOTICE OF SUCH PUBLIC HEARING.

WHEREAS, pursuant to K.S.A. 79-2988 (the "Act"), the Clerk of Leavenworth County, Kansas, has calculated and notified the City of Leavenworth, Kansas (the "City") that, for the City's 2027 budget year, the City's "revenue neutral rate" (as such term is defined by the Act) is 26.982 mills (for informational purposes only, one mill is equal to 1/1000th of a Dollar of assessed value);

WHEREAS, the Act further provides that no tax rate in excess of the revenue neutral rate shall be levied by the Governing Body of the City except in accordance with procedures established under the Act; and

WHEREAS, it is the intent of the Governing Body to exceed the revenue neutral rate, and the City desires to call and conduct a public hearing under the provisions of the Act and to provide notice of the City's proposed tax rate.

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

Section 1. **Intent to Exceed Revenue Neutral Rate; Proposed Tax Rate.** Pursuant to K.S.A. 79-2988(b), the City, by and through its Governing Body, hereby declares its intent to exceed the revenue neutral rate. The City's proposed tax/mill levy rate for the 2027 budget year is 28.513.

Section 2. **Public Hearing.** Notice is hereby given that a public hearing will be held by the Governing Body to consider exceeding the revenue neutral rate on August 25, 2026, at Leavenworth City Hall, 100 N. 5th Street, Leavenworth, Kansas, 66048, the public hearing to commence at 6:00 p.m. or as soon thereafter as the Governing Body can hear the matter. At the public hearing, the Governing Body shall provide interested taxpayers desiring to be heard an opportunity to present oral testimony within reasonable time limits and without unreasonable restriction on the number of individuals allowed to make public comment.

Section 3. **Notice of Public Hearing—County.** The City Clerk is hereby authorized and directed to notify the Leavenworth County Clerk, on or before July 20, 2026, of the City's proposed intent to exceed the revenue neutral rate and to provide the date, time, and location of the public hearing. The Leavenworth County Clerk shall transmit such notice in accordance with the procedures set forth in the Act.

Section 4. **Notice of Public Hearing—City.** The City Clerk is further hereby authorized and directed to publish notice of the City's proposed intent to exceed the revenue neutral rate by publishing notice at least ten (10) days in advance of the public hearing:

(A) on the website of the City; and
(B) in a weekly or daily newspaper of Leavenworth County, Kansas, having a general circulation therein.

Such notice published by the City Clerk shall include, but not be limited to, the City's proposed tax rate (as set forth in this Resolution), its revenue neutral rate, and the date, time, and location of the public hearing.

Section 5. **<u>Further Action</u>.** The Mayor, City Manager, Finance Director, City Clerk and other officials and employees of the City, are hereby further authorized and directed to take such other actions as may be appropriate or desirable to accomplish the purposes of this Resolution.

Section 6. **<u>Effective Date</u>.** This resolution shall be effective upon its adoption by the Governing Body of the City of Leavenworth, Kansas.

ADOPTED this 14th day of July, 2026.

____
Nancy D. Bauder, Mayor

ATTEST:

____
Sarah Bodensteiner, CMC, City Clerk

POLICY REPORT
NEIGHBORHOOD REVITALIZATION AREA (NRA) RENEWAL

JULY 14, 2026

Prepared By:
Trevor Cook
Assistant to the City Manager

Prepared By:
Penny Holler
Assistant City Manager

Reviewed By:
Scott Peterson
City Manager

SUBJECT:
Request approval for renewal of the NRA Interlocal Agreement.

DISCUSSION:
KSA 12-17, 114 et seq authorizes municipalities to establish Neighborhood Revitalization Areas (NRA) and to provide tax rebates on the increased property value generated by eligible improvements. The purpose of the NRA is to improve the overall appearance of the community, to restore neighborhood pride, to assist with the revitalization of areas experiencing blight or blighting influences, and to better the quality of life for residents by encouraging reinvestment in a distressed area which will stabilize a declining tax base and, at the end of the rebate period, will result in enhanced overall property values.

The City currently utilizes a plan in order to encourage investment in the revitalization area as shown on the attached map. Under the current Plan, eligible property owners may receive a rebate equal to 95% of the ad valorem taxes paid on the increase in taxable value resulting from eligible building improvements, with the remaining 5% retained by Leavenworth County as an administrative fee. The rebate is paid for a period of 5-10 years, depending on the dollar amount of the improvement and whether it is listed on the National Register of Historic Places.

Interlocal agreements were previously adopted between the City of Leavenworth, Leavenworth County, and the Unified School District #453. The plan was originally adopted in 1996, renewed in 2001, and amended and renewed in 2006 and 2016 for periods of 10 years each. Since 2016, 26 properties have utilized the program, representing over $3 million in improvements made to properties within the boundary of the district. Of those, 19 rebates remain active, with three scheduled to sunset in 2026. The existing Interlocal Agreement is set to expire at the end of 2026.

The proposed Interlocal Agreement would continue the existing Neighborhood Revitalization Area program as is for an additional 10-year period. The agreement does not change the boundaries, eligibility criteria, rebate structure, or program requirements of the existing 2016 Neighborhood Revitalization Area Plan.

Staff has coordinated with the participating taxing jurisdictions regarding renewal of the Neighborhood Revitalization Area Interlocal Agreement. The Leavenworth County Commission approved the Interlocal Agreement on May 13, 2026, and the Unified School District No. 453 Board of Education approved the Interlocal Agreement on June 8, 2026. With those approvals in place, the City Commission may consider approval of the Interlocal Agreement to continue the existing Neighborhood Revitalization Area Program for an additional 10-year period.

ACTION:

Staff recommends approval of the Neighborhood Revitalization Area Interlocal Agreement.

ATTACHMENTS:

2016 NRA Plan
NRA Boundary Map
Signed Interlocal Agreement with Leavenworth County and Unified School District #453

Neighborhood Revitalization Plan

K.S.A. 12-17, 114 et seq.

This law authorizes any municipality covered by the cash basis law to designate and area within its boundaries as a neighborhood revitalization area and to provide rebates to taxpayers in the amount of the increases in property taxes resulting from improvements made to the property. The term "municipality" may include a city, township, school, county, or other political subdivision. The rebates are to be made within 30 days of the payment of the full taxes.

Neighborhood revitalization area means in part, an area in which buildings or improvements by reason of dilapidation or obsolescence are detrimental to the public health, safety or welfare; or an area where there is a substantial number of deteriorating or defective structures and other improvements which impairs or arrests the sound growth of a city or constitutes an economic liability; or an area in which there is a predominance of buildings or improvements which by reason of age, history, architecture or significance, should be preserved or restored to productive use. See K.S.A. 12-17, 115(b), (1), (2), and (3).

Prior to designation of such an area, the municipality must adopt a program for the area which shall include, among other things, any proposals for improving or expanding various municipal services within the area, criteria to be used by the governing body for eligibility for rebates and other application process. Notice and public hearings are required prior to adoption of the program.

Municipalities are authorized to create a neighborhood revitalization fund for this purpose and to place moneys in said fund from any lawful source and from the general fund. Any two or more municipalities may enter into inter local cooperating agreements to exercise the powers under this act.

Purpose:

This Neighborhood Revitalization Plan is intended to promote the rehabilitation, conservation and/or redevelopment of the designated Neighborhood Revitalization Area within the City of Leavenworth in order to protect the public health, safety and welfare of the residents of the city. A tax rebate incentive based on the incremental increase of qualified improvements will be available to property owners in the designated Neighborhood Revitalization Area in accordance with the provisions of K.S.A. 12-17, 114 et seq.

In accordance with K.S.A 12-17, 118 a tax rebate incentive will be available to property owners for certain improvements that raise the appraised value of residential and commercial property.

In accordance with K.S.A. 12-11, 114 et seq. the City Commission conducted a public hearing on January 10, 2017 and considered the Neighborhood Revitalization Plan. Accordingly, the City Commission designates that the described area meets the conditions contained in K.S.A. 12-17, 115 to be designated as a Neighborhood Revitalization Area.

Part 1: Description of Neighborhood Revitalization Area

A neighborhood revitalization area falls into one or more of three categories:

1. An area with a predominance of buildings or improvements that are dilapidated, deteriorated, obsolete, inadequately ventilated and lighted, lacking provision for sanitation and open spaces with high population densities and overcrowding, to an extent that life or property is endangered.
2. An area with a predominance of deteriorated, dilapidated, unsafe and unhealthy conditions that inhibit growth of the municipality or constitute an economic liability for the public health, safety or welfare.
3. An area with a predominance of buildings that are historic or architecturally significant and should be preserved or restored for productive use.

The Neighborhood Revitalization Area is legally described as follows:

A TRACT OF LAND IN THE CITY OF LEAVENWORTH, LEAVENWORTH COUNTY, KANSAS; AS MORE PARTICULARLY DESCRIBED AS FOLLOW:

BEGINNING AT THE INTERSECTION OF THE CENTERLINES OF 10TH ST. AND METROPOLITAN AVE.; THENCE EASTERLY ALONG THE CENTERLINE OF METROPOLITAN AVE., TO THE INTERSECTION OF THE CENTERLINES OF METROPOLITAN AVE. AND 7TH ST.; THENCE SOUTHERLY ALONG THE CENTERLINE OF 7TH ST., TO THE INTERSECTION OF THE CENTERLINES OF 7TH ST. AND PAWNEE ST.; THENCE EASTERLY ALONG THE CENTERLINE OF PAWNEE ST., TO THE INTERSECTION OF THE CENTERLINES OF PAWNEE ST. AND 4TH ST.; THENCE NORTHERLY ALONG THE CENTERLINE OF 4TH ST., TO THE INTERSECTION OF THE CENTERLINES OF 4TH ST. AND METROPOLITAN AVE.; THENCE EASTERLY ALONG THE CENTERLINE OF METROPOLITAN AVE., TO THE INTERSECTION OF THE CENTERLINES OF METROPOLITAN AVE. AND ESPLANADE ST. AS IT EXTENDS NORTH TO METROPOLITAN AVE.; THENCE SOUTHERLY ALONG THE CENTERLINE OF ESPLANADE ST., TO THE INTERSECTION OF THE CENTERLINES OF ESPLANADE ST. AND SENECA ST., THENCE WESTERLY ALONG THE CENTERLINE OF SENECA ST., TO THE INTERSECTION OF THE CENTERLINES OF SENECA ST. AND 4TH ST.; THENCE SOUTHERLY ALONG THE CENTERLINE OF 4TH ST., TO THE INTERSECTION OF THE CENTERLINES OF 4TH ST. AND CHOCTAW ST.; THENCE EASTERLY ALONG THE CENTERLINE OF CHOCTAW ST., TO THE INTERSECTION OF THE CENTERLINES OF CHOCTAW ST. AND ESPLANADE ST.; THENCE SOUTHERLY ALONG THE CENTERLINE OF ESPLANADE ST., TO THE INTERSECTION OF THE CENTERLINES OF ESPLANADE ST. AND SPRUCE ST.; THENCE WESTERLY ALONG THE CENTERLINE OF SPRUCE ST., TO THE INTERSECTION OF THE CENTERLINES OF SPRUCE ST. AND 10TH ST.; THENCE NORTHERLY ALONG THE CENTERLINE OF 10TH ST., TO THE INTERSECTION OF THE CENTERLINES OF 10TH ST. AND MIAMI ST.; THENCE WESTERLY ALONG THE CENTERLINE OF MIAMI ST., TO THE INTERSECTION OF THE CENTERLINES OF MIAMI ST. AS IT EXTENDS WEST AND 11TH ST. AS IT EXTENDS SOUTH; THENCE NORTHERLY ALONG THE CENTERLINE OF 11TH ST., TO THE INTERSECTION OF THE CENTERLINES OF 11TH ST. AND OTTAWA ST.; THENCE EASTERLY ALONG THE CENTERLINE OF OTTAWA ST., TO THE INTERSECTION OF THE CENTERLINES OF OTTAWA ST. AND 10TH ST.; THENCE NORTHERLY ALONG THE CENTERLINE OF 10TH ST.; TO THE POINT OF BEGINNING.

And;
LEAVENWORTH, PLT ORIG, S25, T08, R22E, BLOCK 22, LOT 24-32

And;
LEAVENWORTH, PLT ORIG, S25, T08, R22E, BLOCK 19, LT 16 & W .04'(S) LT 15

And;

LEAVENWORTH, PLT ORIG S25, T08, R22E, BLOCK 19, LOTS 12-14 $ E6' LT 15 & N1/2 VAC N/S ALLEY ADJ

And;

LEAVENWORTH, PLT ORIG, S36, T08, R22E, BLOCK 21, LTS 20-25 & W2' LT 26

And;

LEAVENWORTH, PLT ORIG, S25, T08, R22E, BLOCK 19, S90' LOT 17

And;

LEAVENWORTH, PLT ORIG, S36, T08, R22E, BLOCK 20, W2' OF LTS 4-11 & ALL LTS 13-21 & VAC ALLEY AJD (SCALED)

And;

LEAVENWORTH, PLT ORIG, S36, T08, R22E, BLOCK 21, LT 1 & PT LT 2; BEG NE COR LT2 S125', WLY7.5', N10', E2', N32'

And;

Lots 24, 25, 26, 27, 28, 29, 30,31 and 32, Block 22 of Leavenworth City Proper, City of Leavenworth, according to the recorded Plat thereof, Leavenworth County, Kansas

And;

A tract of land, being a part of Block 19, Plat of Leavenworth, in the City of Leavenworth, Leavenworth County, Kansas, being more particularly described as follows:

Beginning at the Northwest Corner of said Block 19, said corner being the corner of the base of the stone foundation of existing brick building, then N 79°03'30" E along the North line of said Block 19, a distance of 25.48 feet to the intersection of the North line of said Block 19 and the Northerly prolongation of the centerline of the common foundation wall between 121 & 119 Delaware Street; thence S 11°32'29" E along the centerline of common foundation wall between 121 & 119 Delaware Street, a distance of 125.33 feet to the intersection of the Southerly prolongation of the common foundation wall between 121 & 119 Delaware Street and the North line of a 14' wide platted Alley; thence S 78°59'32" W along the North line of said Alley, a distance of 26.79 feet to the intersection of the North line of said Alley and the West line of said Block 19; thence N 11°23'48" W along the West line of said Block 19, a distance of 125.35 feet to the Northwest Corner of said Block 19, said point also being the Point of Beginning, and containing 3,338.29 square feet, more or less.

And;

A tract of land, being a part of Block 19, Plat of Leavenworth, in the City of Leavenworth, Leavenworth County, Kansas, being more particularly described as follows:

Commencing at the Northwest Corner of said Block 19, said corner being the corner of the base of the stone foundation of existing brick building, thence N 79°03'30" E along the North line of said Block 19, a distance of 78.56 feet to the intersection of the North line of said Block 19 and the Northerly prolongation of the centerline of the common foundation wall between 117 & 113/115 Delaware Street, said point also being the Point of Beginning: thence N 79°03'30" E continuing along the North line of said Block 19, a distance of 73.56 feet to the intersection of the North line of said Block 19 and the Northerly prolongation of the centerline of the common foundation wall between 113/115 & 109-111 Delaware Street; thence S 11°10'30" E along the centerline of the common foundation wall between 113/115 & 109-111 Delaware Street, a distance of 125.18 feet to the intersection of the Southerly prolongation of the common foundation wall between 113/115 & 109-111 Delaware Street and the South line of the North 5 feet of Lot 6, said Block 19, said South line also being the Easterly prolongation of the North line of the East/West platted Alley of Block 19; thence S 78°59'32" W along said South line of the North 5 feet of Lot 6 and said North line of said East/West platted Alley, a distance of 73.87 feet to the intersection of the North line of said Alley and the Southerly prolongation of the centerline of the common foundation wall between 117 & 113/115 Delaware Street; thence N 11°01'53" W along the centerline of the common foundation wall between 117 & 113/115 Delaware Street a distance of 125.26 feet to the intersection of the Northerly prolongation of the centerline of the common foundation wall between 117 & 113/115 Delaware Street and of the North line of said Block 19, said point also being the Point of Beginning, and containing 9,230.01 square feet, more or less.

And;

Lots 20, 21, 22, 23, 24, 25 and the West 4 feet of Lot 26, LEAVENWORTH CITY PROPER, City of Leavenworth, Leavenworth County, Kansas

And;

The South 90 feet of Lot 17, Block 19, Leavenworth City Proper, City of Leavenworth, according to the recorded Plat thereof, Leavenworth County, Kansas

And;

The West 2 feet of Lots 4, 5, 6, 7, 8, 9 10 and 11, AND all of Lots 12, 13, 14, 15, 16, 17, 18, 19, 20 and 21, Block 20, Leavenworth City Proper, City of Leavenworth, according to the recorded Plat thereof, Leavenworth County, Kansas; AND the vacated East/West alley lying between Lots 12, 13, 14 15, 16 and Lots 17, 18, 19, 20 and 21, Block 20; AND the vacated North/South alley lying directly West of Lots 4, 5, 6, 7, 8, 9 10 and 11, Block 20; AND the West ½ of the vacated North/South alley lying adjacent to Lot 21, Block 20; AND the South ½ of vacated Cherokee Street lying adjacent to the North line of the foregoing.

And;

LOTS 1 AND 2, BLOCK 21, LEAVENWORTH CITY PROPER, CITY OF LEAVENWORTH, LEAVENWORTH COUNTY, KANSAS. LESS THE FOLLOWING DESCRIBED PART OF LOT 2, BLOCK 21, LEAVENWORTH CITY PROPER:

COMMENCING AT THE SOUTHEAST CORNER OF LOT 2; THENCE WEST 7.5 FEET ALONG THE SOUTH LINE OF LOT 2 TO THE POINT OF BEGINNING OF THE PARCEL; THENCE NORTHERLY 10 FEET PARALLEL TO THE EAST LINE OF LOT 2; THENCE EASTERLY 2.0 FEET PARALLEL TO THE SOUTH LINE OF LOT 2; THENCE NORTHERLY 32.0 FEET PARALLEL TO THE EAST LINE OF LOT 2; THENCE WESTERLY 8.0 FEET PARALLEL TO THE SOUTH LINE OF LOT 2; THENCE NORTHERLY 50.0 FEET PARALLEL TO THE EAST LINE OF LOT 2; THENCE EASTERLY 8.0 FEET PARALLEL TO THE SOUTH LINE OF LOT 2; THENCE NORTHERLY 33.0 FEET PARALLEL TO THE EAST LINE OF LOT 2; THENCE WESTERLY 18.5 FEET ALONG THE NORTH LINE OF LOT2; THENCE SOUTHERLY 126.0 FEET ALONG THE WEST LINE OF LOT 2; THENCE EASTERLY 16.5 FEET ALONG THE SOUTH LINE OF LOT 2 TO THE POINT OF BEGINNING, IN LEAVENWORTH COUNTY, KANSAS.

And;

Lots 17, 18, 19, 20, and 21, Block 22, Leavenworth City Proper, in the City of Leavenworth, Leavenworth County, Kansas.

See Map: NRA Tax Rebate Area

Part 2: Valuation

The appraised valuation of the real estate in the Neighborhood Revitalization Area as of July 28, 2016 for each parcel by land and building values is on file in the City of Leavenworth Community Development office. The current property value is to be determined during the application process for each parcel of property that is to be improved.

	Appraised
Land	$25,351,670
Improvements	$189,673,040
Total Valuation	$215,024,710

Part 3: Names and Addresses of Owner of Record

Each owner of record of each parcel of land is listed together with the corresponding address in file in the City of Leavenworth Community Development office.

Part 4: Zoning and Land Use

The existing zoning districts within the Neighborhood Revitalization Area boundary are as follows:

CBD	Central Business District
GBD	General Business District
I-1	Light Industrial District
I-2	Heavy Industrial District
NBD	Neighborhood Business District
OBD	Office Business District
R1-6	High Density Single Family Residential District
R1-9	Medium Density Single Family Residential District
R-MF	Multiple Family Residential District

Part 5: Eligible Improvements

The property tax rebate shall be limited to an increase in valuation due to improvements made to existing residential or commercial structures, or construction of new residential or commercial structures. Improvements to existing or construction of new accessory structures such as detached garages, gazebos, storage buildings, workshops, swimming pools, etc., shall not be eligible.

Part 6: Criteria for Determination of Eligibility

a. A building permit must be issued on or after January 1, 2017, the date of designation of the Neighborhood Revitalization area by the City.
b. An application for rebate must be filed prior to starting any improvements and within 30 days of the issuance of a building permit.
c. The value of land on which an improvement is located shall not be considered in determining the incremental increase in value or in determining whether an improvement is a qualified improvement.
d. The improvements must conform with the City of Leavenworth's Comprehensive Land Use Plan and Zoning Regulations in effect at the time the improvements are made.
e. The new, as well as existing improvements on property, must conform with all other applicable codes, rules, and regulations in effect at the time the improvements are made, and for the length of the rebate or the rebate may be terminated.
f. Any property that is delinquent in any tax payment or special assessment shall not be eligible for any rebate or future rebate until such time as all taxes and special assessments have been paid.
g. Only owners of real property are eligible for tax rebates. The rebate shall be by check issued to all of the owners of record as shown on the County tax rolls.
h. Tax rebates transfer with ownership.
i. Tax rebates are based on the increase of ad valorem taxes attributable to the appraised value due to the improvements or new construction as of January 1 following the year of 100% completion, contingent on final inspection or issuance of a certificate of occupancy, if required.

Part 7: Application Contents

a. Owner's name
b. Owner's mailing address
c. Owner's phone number
d. Owner's SSN or EIN
e. Address of proposed project
f. Legal description of property
g. CAMA#
h. Description of existing property
i. Demolition plan (if proposed)
j. Description of proposed improvements
k. Estimated cost of improvements
l. Names and status of tenant families or occupants (if applicable)
m. Estimate of time frame for completion
n. Current appraised value
o. Most recent paid tax statement
p. Copy of building permit
q. Owner's signature
r. Submission of Certificate of Occupancy upon completion

Part 8: Application Procedure

a. The owner shall obtain an Application for Property Tax Rebate Program from the City of Leavenworth
b. The applicant shall complete sections 1-7 and sign application.
c. The City of Leavenworth Community Development Department shall verify the existing appraised value with the Leavenworth County Appraiser's office.
d. The City of Leavenworth will submit the rebate application to the Leavenworth County Appraiser's Office.
e. The owner shall notify the County Appraiser's office upon completion of improvements by submitting a copy of the Certificate of Occupancy.
f. The County Appraiser, or such person's designee, shall conduct a visual inspection of the property improvements and shall update and/or verify the CAMA value. The County Appraiser, or such person's designee, shall enter the CAMA value for the first year of the property tax rebate, in order to calculate the increment of change.
g. Upon determination by the Leavenworth County Appraiser's office that the improvements meet the valuation test for the rebate and the Clerk's office has determined the status of the taxes on the property, the County shall notify the City of Leavenworth that the application does or does not meet the requirements for a tax rebate and the City of Leavenworth shall notify the applicant.
h. Upon the payment of the real estate tax for the subject property for the initial and each succeeding tax year period, extending through the specified rebate period, a tax rebate will be issued for the amount of the tax increment of improved value.

Part 9: Standards for Review

a. A building permit must be issued on or after January 1, 2017, the date of designation of the Neighborhood Revitalization area by the City.
b. An application for rebate must be filed prior to starting any improvements and within 30 days of the issuance of a building permit.
c. The value of land on which an improvement is located shall not be considered in determining the incremental increase in value or in determining whether an improvement is a qualified improvement.
d. The improvements must conform with the City of Leavenworth's Comprehensive Land Use Plan and Zoning Regulations in effect at the time the improvements are made.
e. The new, as well as existing improvements on property, must conform with all other applicable codes, rules, and regulations in effect at the time the improvements are made, and for the length of the rebate or the rebate may be terminated.
f. Any property that is delinquent in any tax payment or special assessment shall not be eligible for any rebate or future rebate until such time as all taxes and special assessments have been paid.
g. Only owners of real property are eligible for tax rebates. The rebate shall be by check issued to all of the owners of record as shown on the County tax rolls.
h. Tax rebates transfer with ownership.
i. Tax rebates are based on the increase of ad valorem taxes attributable to the appraised value due to the improvements or new construction as of January 1 following the year of 100% completion, contingent on final inspection or issuance of a certificate of occupancy, if required.

Part 10: Program Amount and Years of Eligibility

The period for eligibility of rebate shall be determined by the total increase in valuation as follows:

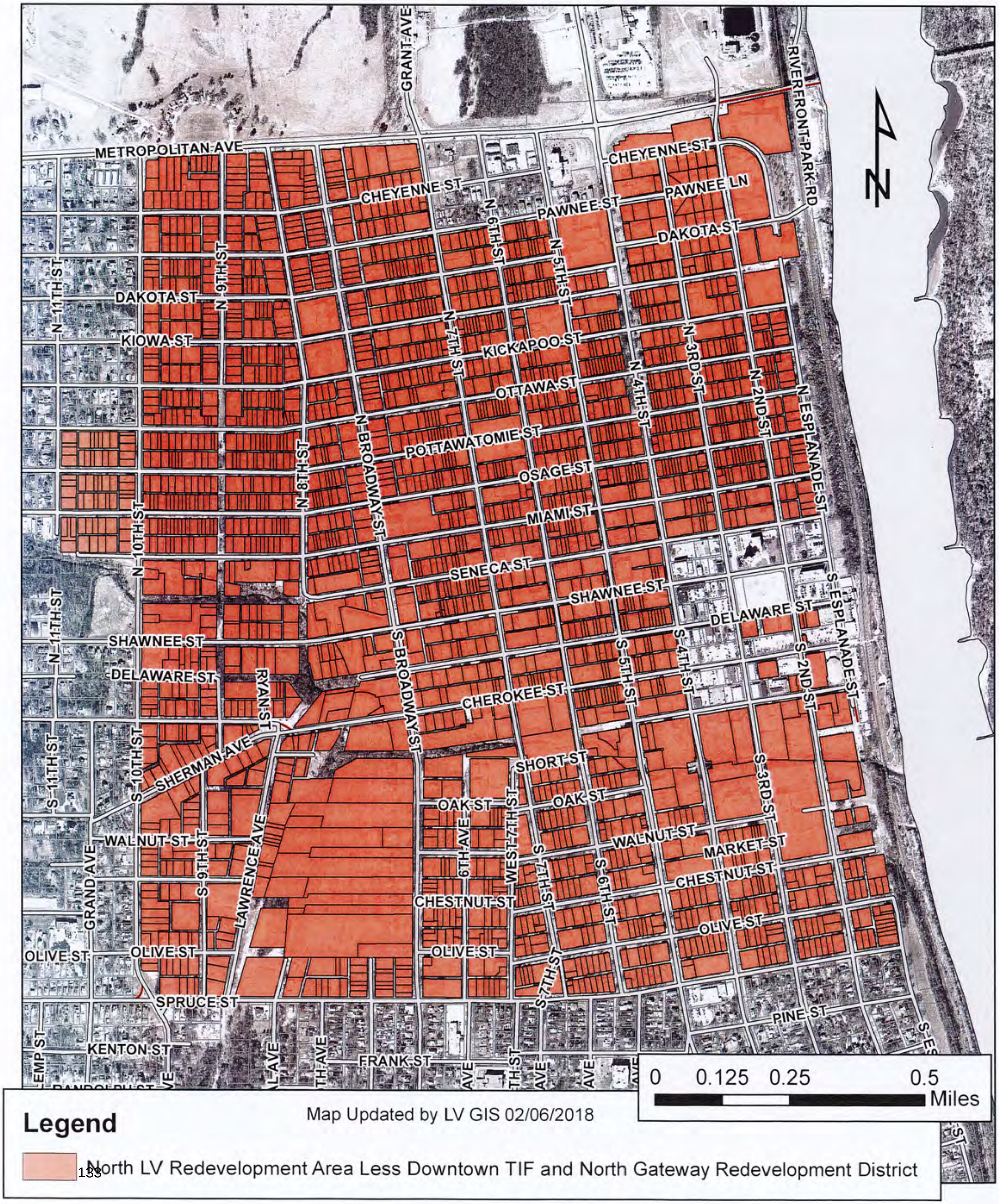
Valuation Increase	Rebate Term
$1.00 to $99,999.00	Five Years
$100,000.00 to $199,999.00	Six Years
$200,000.00 to $299,999.00	Seven Years
$300,000.00 to $399,999l00	Eight Years
$400,000.00 to $499,999.00	Nine Years
$500,000.00 or more or ANY property listed on the National Register of Historic Places	Ten Years

Rebate amount shall be 100% of ad valorem taxes paid on eligible improvement value.

Part 11: Additional Issues

a. Failure to build or maintain the property to applicable codes, rules and regulations shall cause the rebate to be terminated.
b. Failure to timely pay all property taxes and required assessments shall result in not being eligible for any rebate or future rebate until such time as all taxes and special assessments have been paid. Late fees, fines, surcharges and the like are not eligible for rebate.
c. No credit for partial improvement increases attributable to partial completion of a project will be allowed.

NRA Tax Rebate Area



CONTRACT NO. 2026-17

CITY OF LEAVENWORTH, KANSAS, THE BOARD OF COUNTY COMMISSIONERS OF LEAVENWORTH COUNTY, KANSAS AND UNIFIED SCHOOL DISTRICT #453, LEAVENWORTH COUNTY, KANSAS

INTERLOCAL AGREEMENT

THIS INTERLOCAL AGREEMENT (hereinafter referred to as "Agreement") entered into this 14th day of July, 2026, by and between the City of Leavenworth, Kansas a duly organized municipal corporation (hereinafter referred to as "City"), and the Board of County Commissioners of Leavenworth County, Kansas (hereinafter referred to as "County"), and the Unified School District No. 453 of Leavenworth, Kansas (hereinafter referred to as "School").

WHEREAS, K.S.A. 12-2904 allows public agencies to enter into interlocal agreements to jointly perform certain functions by promoting the rehabilitation, conservation and redevelopment of areas in order to protect the public health, safety and welfare of the residents of the community; and

WHEREAS, K.S.A. 12-17, 114 *et. seq.* provides a program for neighborhood revitalization and further allows for the use of interlocal agreements between municipalities to further neighborhood revitalization; and

WHEREAS, it is the desire and intent of the parties hereto to provide for economic development incentives as provided for in K.S.A. 12-17, 119 by acting jointly.

NOW, THEREFORE, IN CONSIDERATION OF THE MUTUAL COVENANTS CONTAINED HEREIN, THE PARTIES AGREE AS FOLLOWS:

1. The parties agree to adopt a Neighborhood Revitalization Plan as contained in Exhibit A, attached hereto and incorporated by reference as if fully set forth herein. The parties further agree the neighborhood revitalization plan as adopted will not be amended without approval of the parties except as may be necessary to comply with applicable state law or regulation.

2. The parties further agree that the City shall administer the Neighborhood Revitalization Plan as adopted by each party on behalf of the signatory parties. The City shall create a neighborhood revitalization fund pursuant to K.S.A. 12-17, 118 for the purpose of financing the redevelopment and to provide rebates. Any increment in property taxes received by the City, pursuant to the neighborhood revitalization plan shall be credited to the County's neighborhood revitalization fund.

3. The City shall prepare a report on or before January 31 of each year regarding the Neighborhood Revitalization activities for the previous calendar year, beginning with the

year ending December 31, 2026. Such report shall show the level of reinvestment in the Neighborhood Revitalization and shall state a need to modify this, or create a new, interlocal agreement.

4. This agreement shall become effective upon approval and signing by all three parties and expire December 31, 2036 unless earlier terminated as provided herein. The parties agree to undertake a review of the Neighborhood Revitalization Plan concluding on or before June 30, 2036 to determine any needed modifications to the Neighborhood Revitalization Plan and participation in a new interlocal agreement.

5. The parties agree that termination of this agreement by any party would adversely impact the Neighborhood Revitalization Plan, and, consequently, upon its annual review, should the City determine that the revitalization area has made sufficient recovery, it may terminate the program and inform the remaining parties of said action whereupon, the administrative obligations for the most recently completed projects will be carried out under the terms of this agreement, but no new projects will be initiated. However, any applications for tax rebate submitted prior to termination shall, if approved, be considered eligible for the duration of the rebate period.

6. This agreement shall be executed in several counterparts, all of which together shall constitute one original agreement. It shall take effect and be enforced from and after its adoption as above stated and as further provided by law.

IN WITNESS WHEREOF, the parties hereunto executed this contract as of the day and year first above written.

CITY OF LEAVENWORTH, KANSAS

By: ______________________________
Nancy Bauder, *Mayor*

Attest:

____
Sarah Bodensteiner CMC, City Clerk

THE BOARD OF COUNTY COMMISSIONERS OF LEAVENWORTH COUNTY, KANSAS

CONTRACT NO. 2026-17

By: *[signature]*
Mike Stieben, Chair

Attest:

[signature]
Fran Keppler, County Clerk

UNIFIED SCHOOL DISTRICT #453
LEAVENWORTH COUNTY, KANSAS

By: *Karen G. Overbey*
Karen Overbey, Board President

Attest:

Beth Mattox
Beth Mattox, Board Clerk

Approved as to Form and Legality:

____
David Waters, #______
Leavenworth City Attorney

[signature]
Misty Brown, # 20791
Leavenworth County Counselor

Jessica Bernard
Jessica Bernard, # 23026
Unified School District #453 Attorney

EXHIBIT A
Property Tax Rebate Program

Valuation Increase	Rebate Term
$1.00 to $99,999.00	Five Years
$100,000.00 to $199,999.00	Six Years
$200,000.00 to $299,999.00	Seven Years
$300,000.00 to $399,999.00	Eight Years
$400,000.00 to $499,999.00	Nine Years
$500,000.00 or more or any property listed on the National Register of Historic Places	Ten Years

Neighborhood Revitalization Plan

POLICY REPORT NO. 26-23

WATER POLLUTION CONTROL
2026 CHEMICAL PURCHASE – POLYMER CHANGE ORDER

July 14, 2026

Prepared by: Jon Lemke, WPC Assistant Superintendent

Review by: Brian Faust, Public Works Director

Scott Peterson, City Manager

ISSUE:
Consider approval of a change order for the chemicals used at the Wastewater Treatment Plant to account for the purchase of liquid polymer required for the sludge dewatering process.

BACKGROUND:
Chemicals are used for a variety of processes in the treatment of wastewater. With the older belt press, the city used a dry polymer as the coagulating agent in the sludge dewatering process. With the new screw press coming online early in 2026, that process requires the use of a liquid polymer.

Over the last several months, staff have used 2 different liquid polymers and adjusted the amount of polymer flowing into the treatment process to provide the most efficient use of the material. Staff originally estimated approximately $29K for the dry polymer. Based on current usage of the liquid, the cost will be around $101K. This is an increase in the chemical bid of $72K.

The approved budget for all chemicals for 2026 was $105,000. The new total using the liquid polymer will be $177,000.

There are cost savings from the use of the screw press that help offset this increase:

- Decrease in maintenance costs
- Drier (less weight) sludge so disposal costs will decrease
- Savings in water usage (approximately $2000/month – see attached)

BUDGET IMPACT:
The 2026 Budget included $105,000 for the purchase of chemicals for WWTP. With approval of the change order, the cost for chemicals is estimated to be $177,000 ($72,000 over the approved budget). There are cost savings within the sewer fund that help offset this amount.

STAFF RECOMMENDATION:
Staff recommends the City Commission approve the change order for the 2026 chemical purchases due to the increased cost of liquid polymer in the amount of $72,000 bringing the total 2026 chemical costs to $177,000.

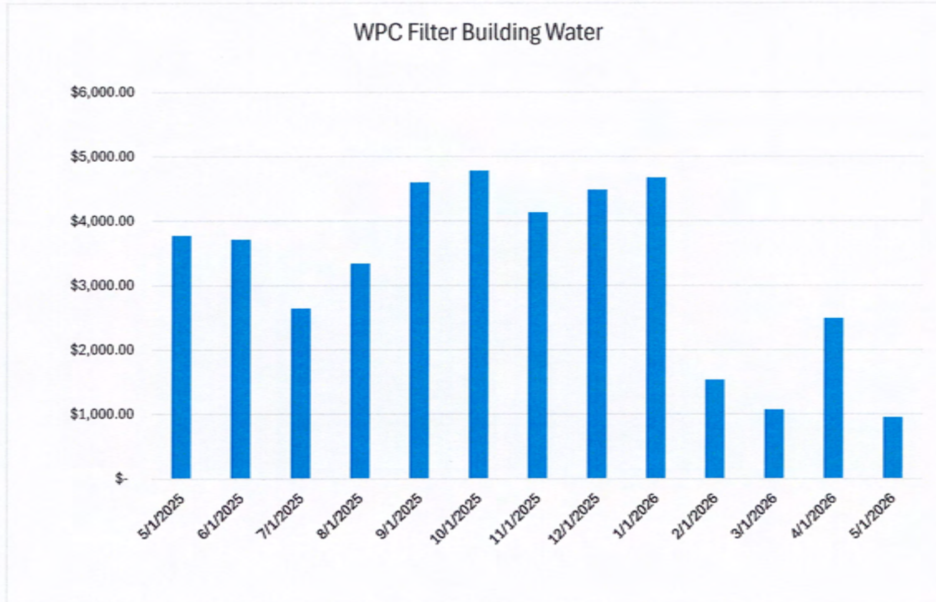
ATTACHMENTS:

- Water usage comparison between belt and screw press
- Change Order Request Form

Decrease in Water Usage - Impact of Using the Screw Press (versus the belt press)

WPC Filter Building Water Costs

Month	Cost	
5/1/2025	$ 3,766.48	
6/1/2025	$ 3,706.99	
7/1/2025	$ 2,633.20	
8/1/2025	$ 3,331.36	
9/1/2025	$ 4,591.18	
10/1/2025	$ 4,777.75	
11/1/2025	$ 4,131.51	
12/1/2025	$ 4,477.61	
1/1/2026	$ 4,669.59	
2/1/2026	$ 1,531.04	Belt Press Online
3/1/2026	$ 1,066.78	
4/1/2026	$ 2,480.58	
5/1/2026	$ 947.92	



CHANGE ORDER REQUEST

Instructions:

Change Orders on Purchase Orders may be approved by the City Manager for amounts up to $50,000 not to exceed a 20% overall change

Change Orders exceeding $50,000 or 20% of total cost require City Commission approval

Requesting Departments must complete this form by listing the specific changes requested and noting the overall price changes

Change Orders require approval from Requesting Department Director, Finance Director, and the City Manager

SECTION I

1. PROJECT NAME	2. PURCHASE ORDER NUMBER
Chemicals	20260020
3. VENDOR:	4. DATE OF REQUEST
Atlantic Coast Polymer	06/18/2026

5. DESCRIPTION OF REQUESTED CHANGES

Changing polymer with new screw press. Need liquid polymer instead of dry.

6. IS THE REQUIREMENT BUDGETED? Circle Yes / No				7. IF YES, AMOUNT	8. G/L ACCT NUMBER (ORG - OBJ - PROJ)
CIP	☐	OPERATING BUDGET	☑		

SECTION II

7a. ITEM NAMES AND DESCRIPTIONS OF CHANGE	7b. ORIGINAL AMOUNT	7c. NEW AMOUNT
Dry Polymer: Amount budgeted in 2026	$29,040	
2026 Total Chemical Budget	$105,000	
Liquid Polymer - based on current usage		$101,040
Total Chemical budget needed for 2026		$177,000
(Note: cost/tote for liquid polymer = $5037)		
	8a. ORIGINAL TOTAL	8b. NEW TOTAL
	$29,040.00/$105,000	$101,040/$177,000

SECTION III

9a. REQUESTED BY (print name)	Title (Department Director)
Tim Guardado BRIAN FAUST, DPW	WWTP Superintendent
Signature	Date
	6.30.2026

9b. APPROVED BY (print name)	Finance Director
Signature	Date

9c. APPROVED BY (print name)	City Manager
Signature	Date

EXECUTIVE SESSION
CONSULTATION WITH THE CITY ATTORNEY ON POLICE SERVICES
THAT WOULD BE DEEMED PRIVILEGED IN THE
ATTORNEY-CLIENT RELATIONSHIP

JULY 14, 2026

CITY COMMISSION ACTION:

Motion:

Move the City Commission recess into executive session for _______ minutes for the purpose of *discussing police services in consultation with an attorney which would be deemed privileged in the attorney-client relationship, pursuant to* K.S.A. 75-4319 (b)(2). The City Commission, City Manager, Chief of Police, and City Attorney will be present. The open meeting will resume in the City Commission Chambers at _______p.m.