Final Report

Plan Partners:

Kansas City Area Transportation Authority

City of Kansas City, Missouri

Jackson County, Missouri

Mid-America Regional Council

HNTB Vireo

THIRD&GRAND

transportation hub area plan

Table of Contents

I. Introduction

The Kansas City Area Transportation Authority (KCATA), in partnership with the City of Kansas City, Missouri (KCMO) and Jackson County Missouri and in coordination with the Mid-America Regional Council (MARC) undertook a planning study of the 3rd Street and Grand Boulevard area in Kansas City, Missouri. This study examines opportunities for a future multimodal transportation facility that would incorporate bus, streetcar, commuter rail, bicycle, pedestrian, and other methods of transport.

KCATA currently owns and operates a 1.8 acre site at the northeast corner of 3rd Street and Grand Boulevard in the River Market area of Kansas City. Figures 1 and 2 show the location of the project site and the study area. Today, the site accommodates both local bus transit service and MAX bus rapid transit (BRT) service. The site is also served by Megabus. Megabus is a low cost intercity bus service that provides service from city center to city center. Future plans call for this area to serve as a connection point between commuter rail, streetcar, trails, bus service, and continue to function as a park and ride facility. With the planned investment near 3rd and Grand Boulevard, this area has the potential to become a significant transit oriented development (TOD) and multimodal center serving the Kansas City region.

The project will integrate all of these transportation services as well as future planned transit projects at a single site that will serve as a transportation hub. Based on these investments, the study will examine the potential for joint development opportunities.

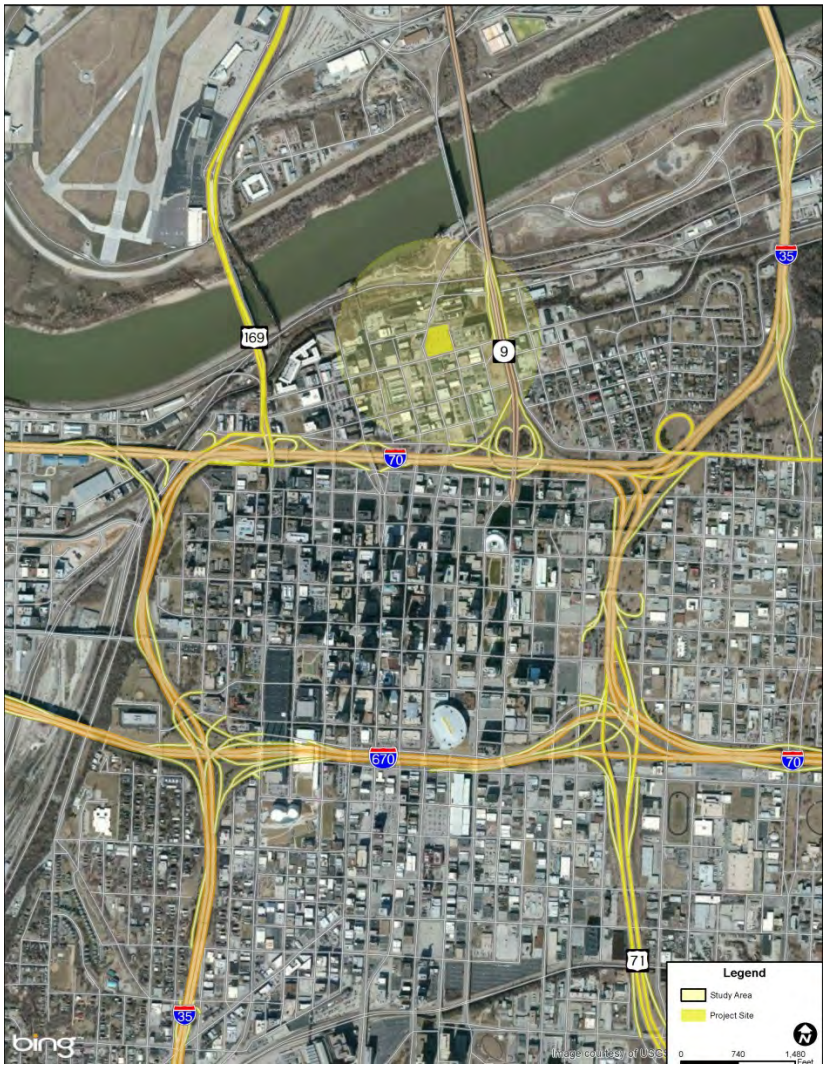


Figure 1: Project Location

Plan Outcomes

This plan is intended to create an urban design framework and development concept that will:

- Promote high-density development that will spur continued economic growth.
- Be integrated with the surrounding neighborhoods, and provide for greater connectivity with the region.
- Improve connections and provide greater pedestrian amenities that will improve the quality of life in the greater Kansas City downtown area.
- Be the multi-modal connection point for bus service, streetcar, intercity bus, commuter rail, bicycles, trails, and other modes of transportation while continuing to function as a park and ride facility.
- Form a vision for a premier transit-oriented development site for the Kansas City Region.

Figure 2: 3rd & Grand Project Site and Study Area

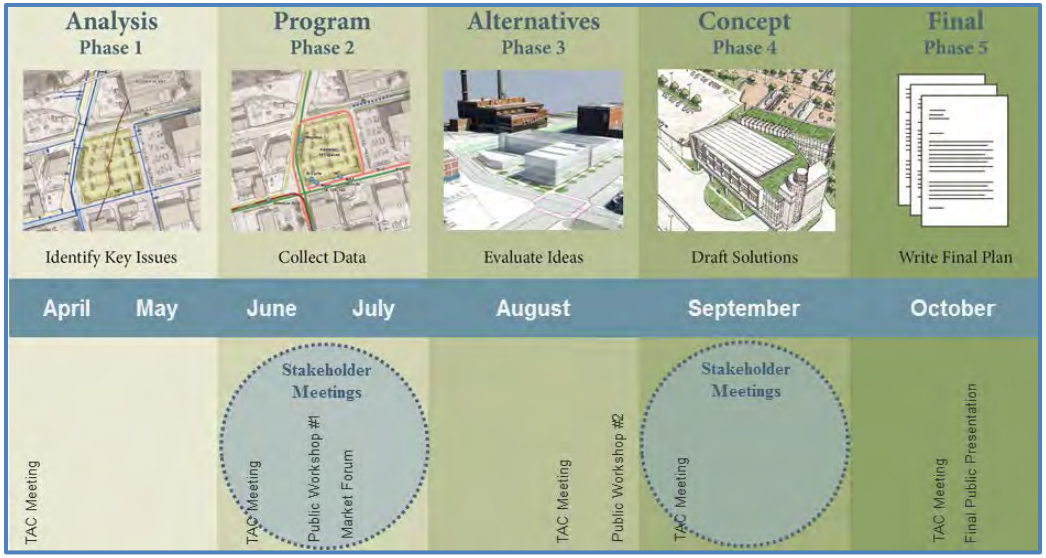
Process

This Plan preferred program and concepts are a result of an inclusive 9-month planning process that identified and addressed the site's weaknesses, challenges, strengths and opportunities. The public process included extensive outreach that included:

- Two public workshops.
- Market Forum with property owners, developers, real estate professionals.
- Stakeholder meetings with the River Market Community Association, Columbus Park Neighborhood and Downtown Neighborhood Association.
- Technical Advisory Committee (TAC) comprised of staff and officials from the Study Partnership.

The study technical process followed a five step approach:

1. Identify Key Issues: Issues and opportunities based on proximity to future streetcar stop, potential commuter rail, other future transit needs, pedestrian and bicycle connections and future development potential.
2. Collect Data: Information and Facts that will impact development on the site including but not limited to existing plans and policies, utilities, infrastructure and other site constraints.
3. Develop Alternatives and Evaluate Ideas: Concepts for how the site could develop based on key issues, data and public input.
4. Draft Solutions: Preferred program and concepts vetted throughout the study process.
5. Write Final Plan: Document preferred program, concepts and implementation strategy.



II. Existing Conditions

Greater Downtown Area Plan (2010)

The *Greater Downtown Area Plan* was developed to capitalize on Kansas City's strengths and move it progressively towards the downtown core it envisions. There are five primary goals of the plan:

- Create a walkable downtown.
- Double the population downtown.
- Increase employment downtown.
- Retain and promote safe, authentic neighborhoods.
- Promote sustainability.

The plan put forth policies that will shape the development of the downtown and impact how the 3rd & Grand Boulevard transportation hub is developed.

The plan identifies 3rd Street and Grand Boulevard as streets that should be investigated for opportunities to narrow. Narrowing of roadways would provide additional space to provide greater pedestrian and bicycle accommodations.

As shown in Figure 3, sustainable development strategies were identified to "green" the River Market neighborhood. These recommendations include decreasing impervious surfaces, building upon existing storm water best management practices (BMP's), and additional trees and landscaping to improve air quality and increase green space.

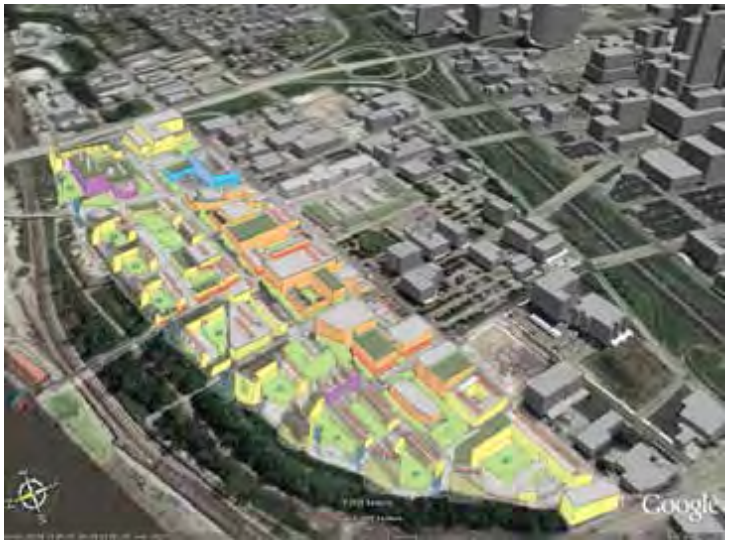


Figure 3: Greater Downtown Area Plan Sustainable Design Concept

Bike KC Plan (2012)

The *Bike KC Plan* calls for the incorporation of bike and trail accommodations into existing facilities, as well as future facilities. Bike KC identified 3rd Street, Main Street, and Grand Boulevard as Signed bike routes within the study area. These Bike routes connect into the Riverfront Heritage Trail. Figure 4 below provides the bike routes and trails identified by the plan that are in the study area.

Figure 4: Bike KC

Second Street Infrastructure and Development Plan (2005)

The *Second Street Infrastructure and Development Plan* calls for a targeted mix of land uses including residential, office, retail, services, and transit oriented development. Development in this area should link to Kansas City's historic past by identifying physical, visual and interpretive connections to the Town of Kansas archeological site and the Missouri Riverfront. Figure 5 shows the concept plan for the Second Street Corridor.

Figure 5: Second Street Infrastructure and Development Plan

Grand Boulevard Streetscape Study (2011)

The goal of the project was to create a complete street that would then serve as a model for other streets throughout Kansas City. The study recommended implementing improvements such as decorative paving, bicycle lanes, public art, site furnishings, planters and enhanced landscaping, designated bus lanes and transit stops that are easily accessible and safe.

Kansas City Walkability Plan (2005)

The goal of the *Walkability Plan* was to preserve the pedestrian scale of residential and mixed-use neighborhoods. It also sought to improve pedestrian connection between areas. Within the 3rd and Grand Boulevard study area connectivity between the Riverfront, River Market, and Columbus Park was identified. The plan also sought to improve the pedestrian connection to downtown on Wyandotte, Main Street and Grand Boulevard.

Downtown Streetcar (2012)

The *Main Street Streetcar* will connect Crown Center/Union Station, downtown and the River Market; the routing is shown in Figure 6. The streetcar will have a stop and a maintenance facility that will be located close to the site. The streetcar is going to result in intersection improvements at the 3rd Street and Grand Boulevard.

Figure 6: Downtown Streetcar

Jackson County Commuter Corridors Alternatives Analysis (2013)

The *Jackson County Commuter Corridors Alternatives Analysis* identified the locally preferred alternative as using a diesel multiple unit vehicles. The preferred route will run from Oak Grove travelling parallel to I-70.One alternative for accessing downtown is a station that will be located at approximately 2nd Street and Grand Boulevard. Figure 7 shows the locally preferred alternative for the commuter rail route.

Smart Moves Regional Transit Vision (2008)

Smart Moves identified the vision for the Kansas City metropolitan area for how the area should be served by transit. The goal is to develop transit service that will bring Kansas City to a level that is comparable to the services available in peer cities. Smart Moves consists of four main goals.

- Strengthen communities and improve the quality of life of residents and visitors throughout the region by making transit an equal or better option to automobile travel.
- Expand and enhance multimodal transit service throughout the metropolitan region.
- Support the economy through accessible transportation options.
- Safeguard the environment and improve public health through increased transit ridership.

Smart Moves recommends expanded transit service throughout the region. A part of this is expanding MAX bus rapid transit into the areas north of the Missouri River.

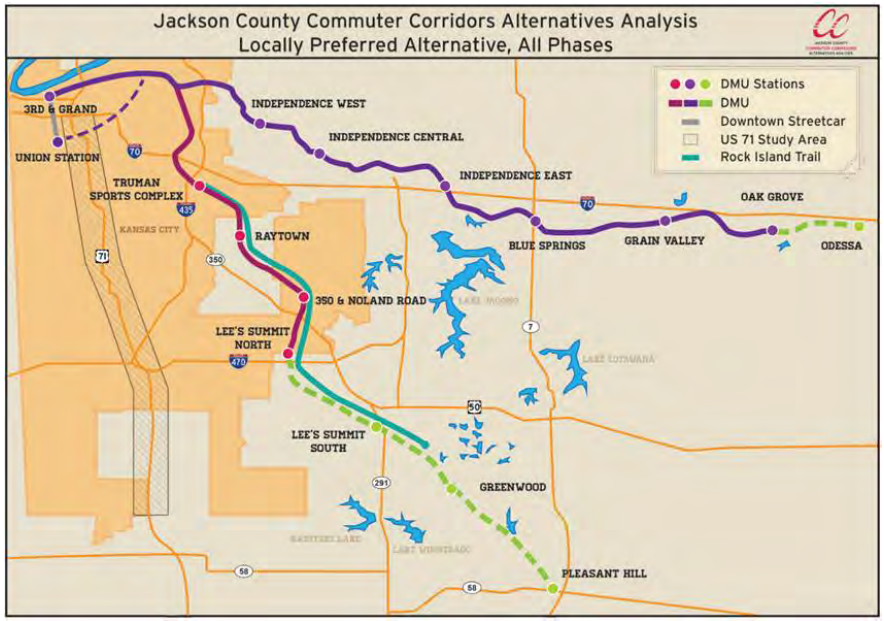


Figure 7: Jackson County Commuter Corridors Alternatives Analysis.

Study Area Analysis

Transit

The site currently operates as a 193 space parking facility with 30 spaces dedicated for park and ride for the KCATA. Local bus transit and MAX bus rapid transit currently serve the site with over 400 daily passenger boardings and alightings. In addition to the local bus service, the site also serves as a station for Megabus intercity bus service. Recently a B-Cycle bicycle rental station was added to the site as a transportation amenity.

In the near future, the Kansas City Downtown Streetcar line will run adjacent to the site, with streetcar service starting and terminating at 3rd/Grand. Initial, yet unfunded plans for the Jackson County commuter rail services would hub on the north side of the project site. Figure 8 shows the existing and planned transit routes within the study area.

Figure 8: Study Area Future Transit

Transportation

As shown in Figure 9, the project site is currently served by a number of transportation modes that will influence the development of the site. There are several bike and trail connections surrounding the site as well as roadway constraints that have been identified.

The *Greater Downtown Area Plan* identified Grand Boulevard, 5th Street, and Delaware Street as corridor streets. The plan indicates that corridor streets connect neighborhoods, support a wide range of transportation loads and can handle denser developments. The corridor streets are the highest priority for implementing streetscape improvements.

Bike and trail connections exist at the site and provide a connection to the city-wide bike and trail network. The site is near several bike routes, as well as multiple connections to the Riverfront Heritage Trail.

Figure 9: Study Area Transportation Modes

Utilities

In the study area, 3rd Street and Grand Boulevard are the primary utility corridors for steam, natural gas, and water. Traversing the site is a 72-inch combined overflow sewer line located approximately 40-feet beneath the site. Due to its age, this sewer line may be constructed of brick arches and fragile in nature. Future construction on the site will need to mitigate potential impacts caused by construction. The utility lines that are in the study area are shown in Figure 10 and include:

- Steam Lines – Primarily along Grand Blvd. immediately west of the project site from the Veolia Energy plant to the Central Business District.
- Chilled Water – Along 3rd St. Grand Blvd., and Delaware St.
- Natural Gas Lines – Along 3rd St. and Grand Blvd.
- Water Lines – Throughout street rights-of-way, including 3rd St, Grand Blvd, and Oak St. adjacent to the site.
- Overflow Sewer Lines – Generally running north/northeast from 5th and Delaware through the project site to the Missouri River just west of the Heart of America Bridge
- Low Pressure Sanitary Sewer Lines – along the railroad tracks near the river

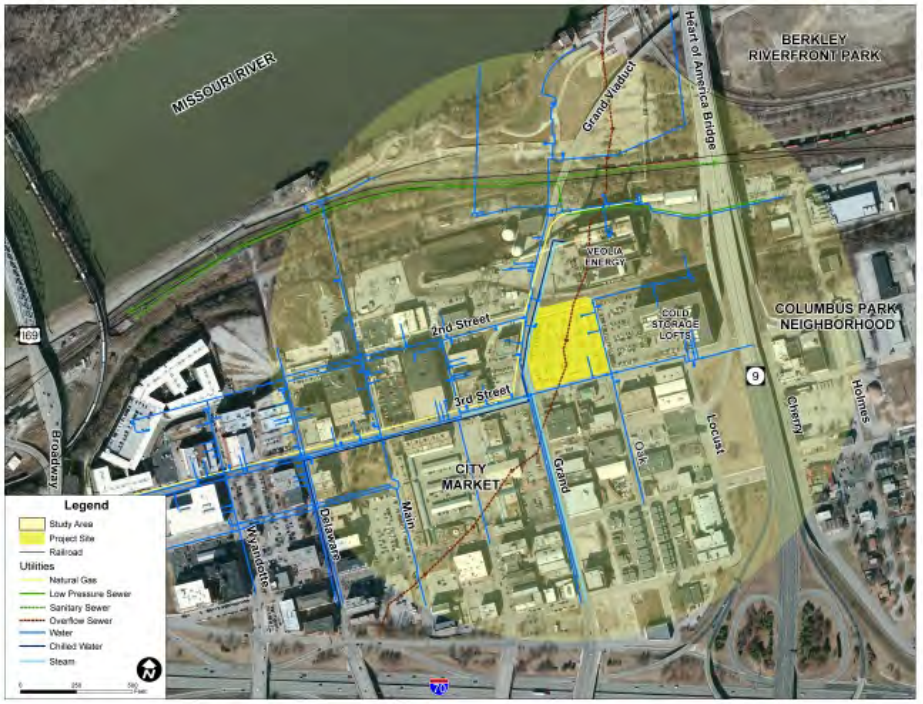


Figure 10: Study Area Utilities

Site Analysis

Site Utilities

Figure 11 provides a more detailed overview of the utilities with respect to the project site. As mentioned in the study area analysis, 3rd Street and Grand Boulevard are primary corridors for steam, natural gas, and water. Traversing deep beneath the site is a 72-inch combined overflow sewer line. Future development of the site may warrant additional investigation of this line to determine if any replacement or structural stability improvements are required.

Figure 11: 3rd & Grand Boulevard Site Utilities

Site Transportation

Figure 12 shows the transportation considerations for the site. There are multiple transportation connections at the project site. 3rd Street and Grand Boulevard are both heavily traveled by a variety of modes; these streets have truck routes, bus routes, the streetcar route, and local traffic in additional to bike and pedestrian activity. Associated with the streetcar is the potential for modifications at the intersection of 3rd Street and Grand Boulevard; this will need to be considered with any redevelopment of the project site.

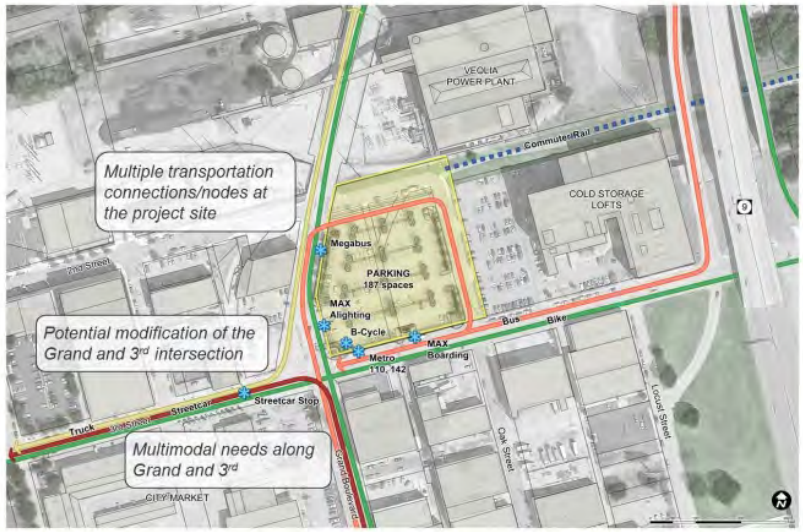


Figure 12: 3rd & Grand Boulevard Site Transportation

Site Edges, Barriers, Linkages

Figure 13 highlights a few of the urban design considerations for the project site, specifically identifying edges, barriers and linkages associated with the site. Edges such as the land use transition along 2nd Street to industrial uses help define the boundary of a neighborhood and influence design character and district identity. Barriers such as the Heart of America Bridge can block visual and physical access to the site. Linkages connect the project site to the surrounding neighborhood, either through transportation corridor or visual connections. Grand Boulevard, 2nd Street, and 3rd Street serve as linkages to the project site.

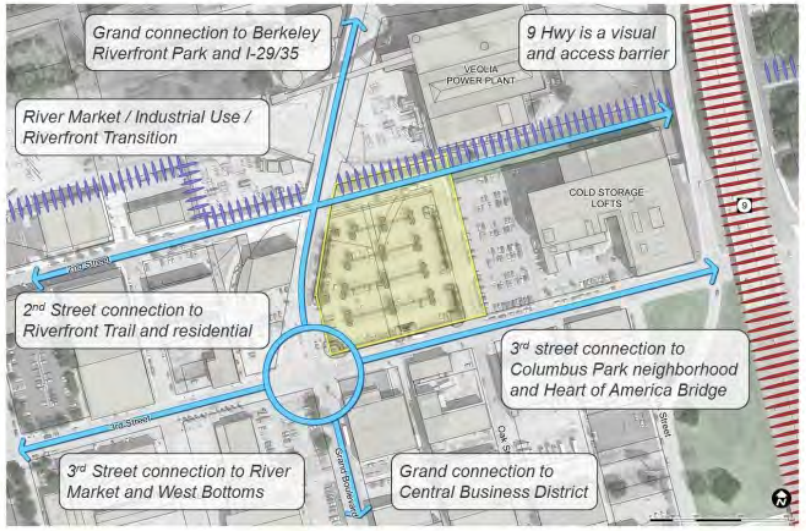


Figure 13: Edges, Barriers, Linkages

Existing Transit Services

Services

The site is currently served by three KCATA bus routes.

- Main Street MAX, which runs at 10 minute intervals during weekday service.
- 110 Woodland/Brooklyn which provides hourly weekday only service.
- 142 North Oak which provides service every 20 to 30 minutes on weekdays.

A dedicated bus stop for the Main Street MAX and other local bus service is located at the south end of the commuter lot on 3rd Street. Megabus intercity bus service also utilizes the site as a pick-up and drop-off point. Their terminus is on the west end of the commuter lot on Grand Boulevard. Refer to Figure 15.

Street Car Service and Facilities

Scheduled for completion in the fall of 2015, the two-mile long streetcar system will run north-south with termini at Union Station and River Market. The planned streetcar service will have three stops in the River Market area between:

- Walnut and Main on 5th St.
- Walnut and Grand Boulevard on 3rd St.
- 4th and 5th St on Delaware St.

Paratransit Services

Transportation considerations must be taken into account for elderly and disabled individuals who are unable to operate or take advantage of other means of transportation. Para-transit services pick-up and drop-off individuals at predetermined times and locations. Services available in the Kansas City Metropolitan area include:

- Dial-A-Ride (Independence, MO)
- Dial-A-Ride (Kansas City, KS)
- The JO – Special Edition, GoodRide & EasyRide (Johnson County, KS)
- OATS, Inc. (throughout 87 counties in rural Missouri)
- Senior Group Transportation (Wyandotte County, MO)
- Share-A-Fare (Kansas City, MO)
- The Whole Person Inc. (throughout the Kansas City region)

Though paratransit services do not have a consistent route on a daily basis, the transit facility will be consistent with Americans with Disabilities Act (ADA) requirements, making it a reasonable pick-up and drop-off point for paratransit users.

Taxi Service

The following taxi service is available to the site:

- Yellow Cab
- Atlas Cab
- Orange Cab
- 10/10 Taxi
- KC Taxi Cab
- Checker Cab

Other Transportation Conditions

Local Traffic Considerations

There are no traffic signals surrounding the site. Third Street carries one-lane traffic in both east and west directions with no dedicated turn lanes and parking on each side of the street. Grand Boulevard also carries one-lane traffic in both north and south directions with parking on each side of the street. Dedicated turn lanes also exist at the intersection of 3rd Street and Grand Boulevard. As part of the streetcar project there will be a signal added to this intersection.

Truck Traffic

Table 1 provides the truck percentages for the roads in the study area. As the table shows 3rd street has a high truck percentage. This is due to the low overall traffic volumes on 3rd street compared to the number of overall vehicles that are using the road. The trucks are using 3rd street to get to the West Bottoms by connecting to Woodswether Road. Currently the City is conducting an in-depth study of the corridor in this area and the potential rerouting of the truck traffic. The study is planned to be conducted in late 2013-2014.

Location	Truck Percent
3rd Street - Walnut to Grand	12%
5th Street - Main to Walnut	4%
Delaware Street - 4th to 5th	3%

Table 1: Truck Percentages in the Study Area

Bicycle and Pedestrian Circulation

Marked bicycle routes are located west of Grand Boulevard on 3rd Street as well as north and south on Grand Boulevard. One bike rack can be found adjacent to The MAX bus shelter on the south side of the site. Also located on all MAX buses are accommodations to carry bikes that promote their use and increase multi-modal connectivity. ADA accessible sidewalks and marked crosswalks surround the site.

Trails and Trail Access

The Riverfront Heritage Trail has several branches totaling about ten miles in length that converge in and around the River Market. Two blocks west of the site is where the closest connection to the Riverfront Heritage Trail can be located. The trail approaches the new streetcar study area from the west on 3rd Street, overlaps the study area between Delaware and Main Street, then turns north on Main Street towards the Missouri River. Parking in various locations in the River Market including at 3rd and Grand Boulevard make it easy for visitors to access the trail.

Existing Urban Design Conditions

The following images provide a look into the character of the River Market and the area surrounding the existing site. These images illustrate the architectural character, historical significance, activity centers and the signage and wayfinding for the study area. These images provide inspiration for the development of the project site.

River Market Identity

Figure 14: The River Market has a number of unique characteristics that contribute to its identity.

Architectural Character

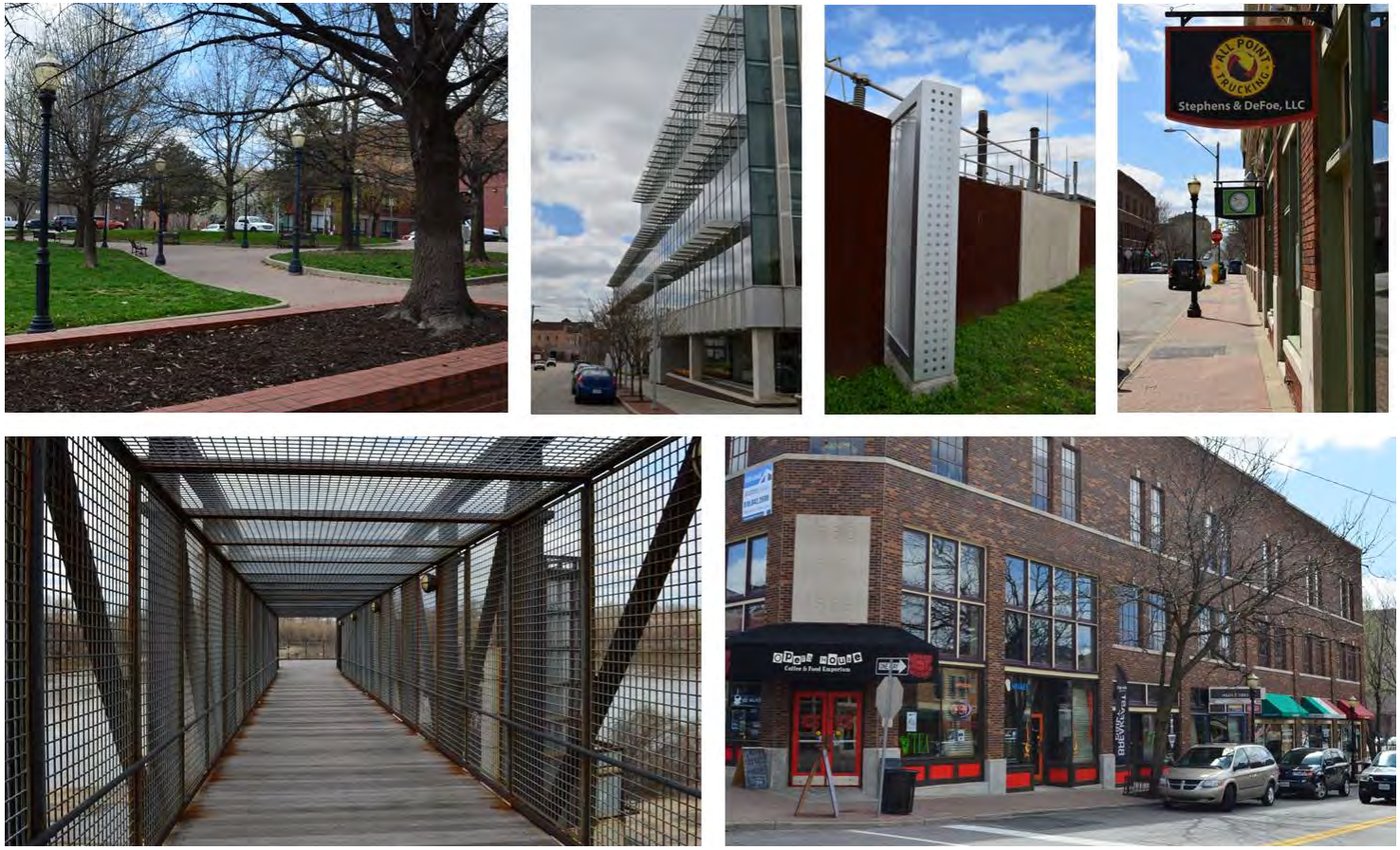


Figure 15: A variety of architectural materials and styles are present in the River Market area.

Historical Significance

Figure 16: Due to its location along the Missouri River and proximity to Kansas City's first settlement, the River Market area has a number of historically significant features.

Activity Centers

Figure 17: Major activity centers around the site include the Steamboat Arabia Museum, City Market, and Berkley Riverfront Park.

Signage and Wayfinding

Figure 18: A variety of signage and wayfinding styles in the study area direct visitors and residents to area destinations.

Precedent Studies

Twenty-four national best practice case studies of transit centers serving multiple transit services and modes including streetcar, BRT and commuter rail from across the country were identified and evaluated. This initial list of transit centers varied in size from those that were less than 5-acres to nearly 100-acre transit-oriented developments. From this analysis a few key points were identified:

- Modern streetcar is still relatively new.
- Most transit oriented developments have occurred surrounding light rail; bus facilities were the secondary focus.
- Park-and-ride lots or structures tend to be more focused toward bus accommodations.
- On-site programming is typically multi-modal focused (i.e. bike rental/ repair/ storage, transit or service retail, transportation offices).

The precedent studies provided insight into the three main types of transit related development.

- Transit adjacent development is in proximity but not influenced by transit, it does not fully leverage the location and the market advantages related to transit.
- Transit oriented development is either on-site or in proximity; it includes mixed-use projects that maximize connections to transit service.
- Joint development is typically on-site and includes a public private financing agreement, and is based on Federal Transit .Administration guidelines

From the initial precedent studies, six transit center projects were identified for further study based on similar size, modes and other characteristics to the project site. Figure 19 summarizes the precedent studies.

	Project	Site Size	Year Opened	City	State	Lead Agency		Transit Modes Served					Land Use				
							Inner City Bus Service	Bus	BRT	Streetcar	Light Rail	Heavy Rail	Residential	Office	Retail	Service	Other
Project	**3rd & Grand**	**1.8 Acres**															
Completed	Sunset Transit Center	4.3 Acres	1998	Portland	OR	TriMet											
	Gateway Multimodal Transportation Center		2008	St.Louis	MO	City of St. Louis											
	Rio Vista West	95 Acres	2005	San Diego	CA	Metropolitan Transportation Development Board											
	City Center	55 Acres	2001	Englewood	CO	Denver RTD											
	West Palm Beach Intermodal Center		2009	West Palm Beach	FL	Palm Beach County											
	Fruitvale Transit Village	9 Acres	2004	Oakland	CA	Unity Council (Developer)											
	Mockingbird		2001	Dallas	TX	DART											
	Lindbergh City Center	47 Acres	2003	Atlanta	GA	MARTA											
	Brownsville Transit Village	5.8 Acres	2012	Miami	FL	Miami-Dade Transit											
	Ohlone-Chynoweth	7.3 Acres	2003?	San Jose	CA	Santa Clara VTA											
	Redmond Downtown Transit Center	4.8 Acre	2008	Redmond	WA	King County DOT											
	Stephanie Tubbs Jones Transit Center		2011	Cleveland	OH	Greater Cleveland Regional Transit Authority											
	Ogden Intermodal Transit Center	15 Acres	2008	Ogden	UT	UTA											
	Ft. Worth Intermodal Transportation Center (ITC) Station		2002	Fort Worth	TX	Trinity Railway Express											
	Rosa Parks Hempstead Transit Center		rebuilt 2002	Hempstead	NY	Nassau Inter-County Express											
	City Place	12 Acres	2002	Long Beach	CA	City of Long Beach											
	Issaquah Transit Center		2011	Issaquah	WA	Sound Transit											
	Tempe Transportation Center	2.7 Acre	2008	Tempe	AZ	Valley Metro											
	Booneville Transit Center		2010	Las Vegas	NV	Regional Transportation Commission of Southern Nevada											
	NoHo	16.5 Acres	2009	North Hollywood	CA	LAMTA											
	Rosa Parks Transit Center	2.4	2009	Detroit	MI	Detroit Department of Transportation											
Under Construction	Duluth Multimodal Transportation Center		early 2014	Duluth	MN	Duluth Transit Authority											
	Paul S. Sarbanes Silver Spring Transit Center	.95 Acres	Sept. 2013	Silver Spring	MD	Montgomery County, MD											
Planned	Westside Multimodal Transit Center	2.1 Acres		San Antonio	TX	VIA											

Figure 19: Precedent studies reviewed for this project.

Sunset Transit Center

The Sunset Transit Center is located in Portland, Oregon. It is a 4.3-acre facility that was built in 1998. The facility currently serves light rail, and bus services as well as including amenities for bicycles.

The facility consists of 12 vehicle (bus) bays. Associated with the facility is a 630 space parking structure. Amenities included within the facility are a coffee shop, Bike-n-Ride rental, and bike racks and lockers.

Bonneville Transit Center

The Bonneville Transit Center was built in 2010 in Las Vegas, Nevada at a cost of $17 million dollars. The transit center is three acres, and is served by both local bus, and bus rapid transit. The facility also features bike amenities.

The transit center is a 20,000 square foot LEED Gold certified building. It features 16 vehicle bays, 100 bike storage units, self-service bike repair station, showers, and lockers.

Rosa Parks Transit Center

The Rosa Parks Transit Center is a 2.4-acre facility located in Detroit, Michigan. The center was completed in 2009 and cost $22.5 million.

The center is served by, local bus service, taxis, and Megabus intercity bus service. The facility is a 3-story 25,700 square foot building that is rate LEED Platinum. Within the facility there are waiting areas, retail space, transit offices, and a police station.

Tempe Transportation Center

The Tempe Transportation Center is a 2.7-acre facility located in Tempe Arizona that was built in 2008. The facility cost $18 million and is served by light rail and local bus service.

The facility also includes a 3-story 40,300 square foot LEED Platinum Building. The building is home to the city's transportation offices, a traffic management center, a community room, and a bike station.

39th & Troost MetroCenter

The 39th and Troost MetroCenter serves as a stop for the Metro's 39, 25, and Troost MAX bus routes. The MetroCenter houses the Metro Learning Center, a child care facility operated by the YMCA of Greater Kansas City. The facility provides parents that are dependent on transit access to a quality child care center.

Midtown Kansas City, Kansas MetroCenter

The Midtown Kansas City Kansas MetroCenter opened in September of 2013. The new facility cost is $4.5 million dollars and is intended to promote economic development in the area. The facility will serve as a substation for the Kansas City Kansas Police Department's Midtown Unit. The Area Agency on Aging's mobility management services is located in the new center. There is also space available for community meetings and activities. The facility is designed to accommodate eight buses.

III. Public Engagement

The Public Engagement for this study actively involved stakeholders to share information and gather feedback through discussion and surveys.

- A series of five Technical Advisory Committee Meetings were held.
- Two public workshops were held.
- A parking survey was conducted.
- An online market forum survey was conducted.

The input received during the public engagement activities informed the programs developed in Section IV.

A summary of the input received from the workshops is below:

Workshop 1

A public meeting was held to discuss and share information about the study on June 12, 2013 from 4:30 pm to 6:30 pm at the City Market (429 Walnut) in Kansas City. The meeting involved a formal presentation followed by an interactive open house. The purpose of the meeting was to:

- Introduce the community to the study and share information about the plan's:
  - Process and schedule.
  - Results of preliminary review/analyses of existing conditions within the study area.
- Share examples of national and local transportation hubs that are comparable to the planning area.
- Gather information from stakeholders and the public about:
  - How they use 3rd and Grand
  - What issues impact use of the site
  - What opportunities should be capitalized upon for the site's future use
  - What features should be incorporated into the look and feel of the future site

A total of 37 people attended the meeting. Attendees included property owners, business owners, are residents, and representatives from the City of Kansas City's Public Works Department, CCP, Columbus Park Neighborhood Council, Amalgamated Transit Union, Kansas City Area Transportation Authority, SE3, Shears & More, TranSystems, KC Regional Transit Alliance, River Market Community Association, Grundfos, Jantsch Architects, ATU, SA, Port Authority of Kansas City, City Market, Mid-America Regional Council, Transit Action Network, and Parsons Brinkerhoff. Notice was provided via press release, e-blasts, and stakeholder meetings. An overview of the information presented at the meeting and the comments received are included below.

General themes from the workshop:

- Desire for upgraded transit amenities (real time arrival signs, covered outdoor waiting, ticket vending, seating, bike storage, green space, public art, etc.).
- Preference for mixed-use development that may include commercial, service and/or residential with community/civic space.
- Divergence on parking (either too much or not enough).
- Buildings should be oriented to the street.
- Building material should be “green” or sustainable.
- Architecture should complement (not necessarily replicate) the neighborhood.

When asked to describe the neighborhood in the online survey, participants provide a number of descriptions. The following graphic provides a summary, with the largest works representing the most frequently mentioned characteristics.

Figure 20: Descriptions of the study neighborhood.

Parking Survey

The study team conducted interviews of patrons at the site at varied times to gather a cross section of parking users. Those times were:

- Tuesday, July 9, morning
- Thursday, July 11, afternoon
- Saturday, July 13, weekend

The common themes identified:

- Weekdays
  - Parking lot 40-45% full
  - 25 to 30 park and riders
  - Majority of transit patrons originated north of the river with the Government District as primary destination using MAX
- Weekend
  - Parking lot was 100% full during daytime (when Market is in full operation)
  - Majority of lot users originated from surrounding communities and beyond (tourists) with the City Market as primary destination
  - Parking lot 20-25% full at other times (e.g., evening hours)

Workshop 2

A second public meeting was held to discuss and share information about the study on August 28, 2013 from 4:30 pm to 6:30 pm at the City Market (429 Walnut) in Kansas City. The meeting involved a formal presentation followed by an interactive open house. The purpose of the meeting was to:

- Update the community on the current status of the study.
- Share information about the feedback collected from the survey, previous public meeting, economic development experts, other stakeholders, and planning analysis of the site.
- Describe alternative improvement concepts for the site and how input/analysis was used to create them.
- Gather information from stakeholders and the public about:
    - The strengths and weaknesses for each concept
    - Suggested improvements for each concept

A total of 26 people attended the meeting. Attendees included property owners, business owners, residents, and representatives from the City of Kansas City Planning Department, Kansas City Area Transportation Authority, TranSystems, KC Regional Transit Alliance, River Market Community Association, City Market, Mid-America Regional Council, Habitat KC Restore, Downtown Community Improvement District, Kansas City Design Center, KC Streetcar Authority, Missouri Department of Transportation, Kansas City Parks and Recreation, Downtown Neighborhood Association, Cold Storage Lofts, Kansas City Neighborhood Advisory Council, and Bike Walk KC. Notice was provided via press release and e-blasts. An overview of the information presented at the meeting and the comments received are included below.

General themes from the workshop:

- In general, participants agreed that parking in and of itself is not the highest and best use for the site. Rather, parking needs should be balanced with the need to maximize transit improvements, associated amenities and the future development needs of the site.
- The public supported maximizing density on the site. Half of participants were in favor of building heights of 4 stories in the area, with just under half in favor of 5 or 6 stories.
- Participants were in favor of active ground-level uses. In general, quality street-front architecture and site design that emphasizes greenspace, street trees and pedestrian scale amenities are as important as density and the future uses on the site.
- Build on existing plans efforts in terms of future development and opportunities for enhanced pedestrian and bicycle connections.

- This would be an ideal location for an enhanced bike station with bike parking, lockers, showers, etc.

Stakeholder Outreach

Three stakeholder groups were engaged throughout the process to better understand community needs and concerns regarding transportation issues. Those groups are:

- *Columbus Park Neighborhood Council*
- *Downtown Neighborhood Association*
- *River Market Community Association*

Common themes across all groups:

- Active street level uses – retail/service space for local businesses
- Safety, security - “eyes on the street”
- Primary concern about parking is related to weekend and special event needs
- Need better way-finding to destinations and trails
- Opportunity to incorporate public art
- Opportunity to create a public space

Columbus Park Neighborhood Council
Feedback/ comments

- Opportunity to enhance gateway to Columbus Park
- Incorporate architectural details
- Active uses on the street - “eyes on the street”
- Ensure that seating/waiting areas are designed to avoid becoming a shelter for the homeless
- Lighting for security
- Needs to be policed/monitored
- Incorporate public art

Downtown Neighborhood Association
Feedback/ comments

- Find adjacent opportunities for green/public space
- Opportunities for public art
- Streetcar will lessen the need for parking in the area
- Needs to be more than a parking lot
- Create a more friendly bicycle and pedestrian environment
- Incorporate wayfinding and/or directional signage
- Consider opportunities for inner-city bus (beyond the existing Megabus stop)

River Market Community Association
Feedback and comments

- Bathrooms, sheltered areas, seating areas, etc. need to be constantly monitored/policed
- In waiting areas provide wi-fi in seating areas as well as convenience retail and services targeted to transit riders
- Wayfinding signage, could also include a River Market concierge to direct visitors
- Lot currently provides parking for City Market, especially on the weekends and during special events
- Incorporate public art, enhanced hardscape, landscape, etc.
- Provide safe pedestrian connections to the City Market
- Consider retail/service space for local businesses

IV. Preliminary Conceptual Alternatives

After reviewing feedback from the stakeholders, public, and technical committee, a series of preliminary alternatives were developed. These plans explored a variety of options, primarily differentiated by land use type, development density, ability to respond to the multi-modal program, and parking needs. The plans are diagrammatic in nature; they define the development footprint and explore the relationships between the various program elements, but stop short of defining the architecture of the site. A series of national and local built images were used to convey the architectural inspiration for the hub.

The alternatives included a breakdown of the development capacity based on building density and parking needs. They were characterized with pros and cons to facilitate the review process and narrow the alternatives toward a preferred concept. The following is a recap of the preliminary alternatives.

Figure 21: National and local examples used to convey architectural inspiration for the Preliminary Alternatives.

Preliminary Alternative #1
Balanced Parking + Development

This lower-density alternative envisions a dedicated transit building with bus loading along Grand Boulevard. A multi-story mixed-use building faces 3rd Street with additional bus loading along the curb. To accommodate the site's existing parking needs as well as the demands of the new development, a multi-story parking structure is included along the eastern portion the site.

Design Characteristics:

- Bus loading surrounding a transit-specific building along Grand Boulevard.
- Ground floor retail/commercial uses along 3rd Street.
- Structured parking to support the park-and-ride, on-site development, and existing district parking; no additional district parking over existing quantity provided.

Pros:

- On-site parking supports development, park-and-ride, and City Market needs.
- Active street level for portions of 3rd and Grand.

Cons:

- Development not maximized to fullest potential.

Program Components
A. Transit Building (one story)
B. Mixed-Use Building (three stories)
C. Park-and-Ride (seven bus bays)
On-Street / Surface Parking
Structured Parking (three levels)

Figure 22: Alternative 1 rendering

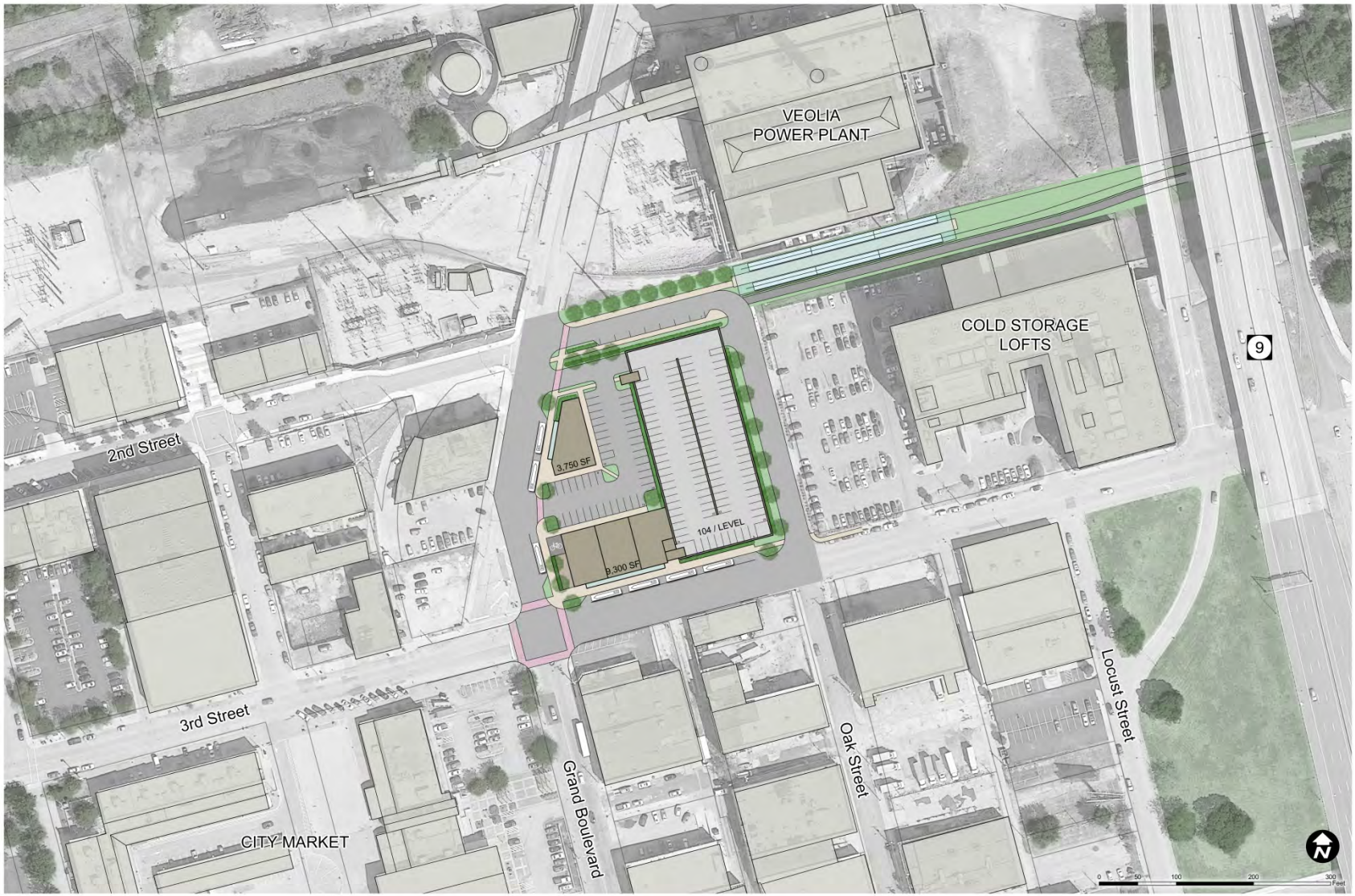


Figure 23: Alternative 1 balanced parking and development site plan

Preliminary Alternative #2
Intercity Bus Terminal

In a response to the desire for consolidation of intercity bus operations, this alternative explores a single hub for connections to local and intercity bus service. A lower density development, this plan essentially relocates operations from 11th and Troost while incorporating local bus transfers and green space at 3rd and Grand. An adjacent, off-site parking garage is included to satisfy parking needs.

Design Characteristics:

- Consolidated intercity bus and bus maintenance facility with dedicated drop-off location.
- Bus loading around green open space.
- Structured parking to support the park-and-ride, on-site development, and existing district parking; no additional district parking over existing quantity provided.

Pros:

- Full service multi-modal transportation center.

Cons:

- Development not maximized to fullest potential.
- Off-site parking needed to support park-and-ride and City Market needs.
- Land for parking structure not under City control.
- Stakeholder concerns.

Program Components
A. Bus Terminal Building (one story)
B. Bus Maintenance Building (one story)
C. Park-and-Ride (six bus bays)
Off-Site Structured Parking (three levels)

Figure 24: Alternative 2 rendering

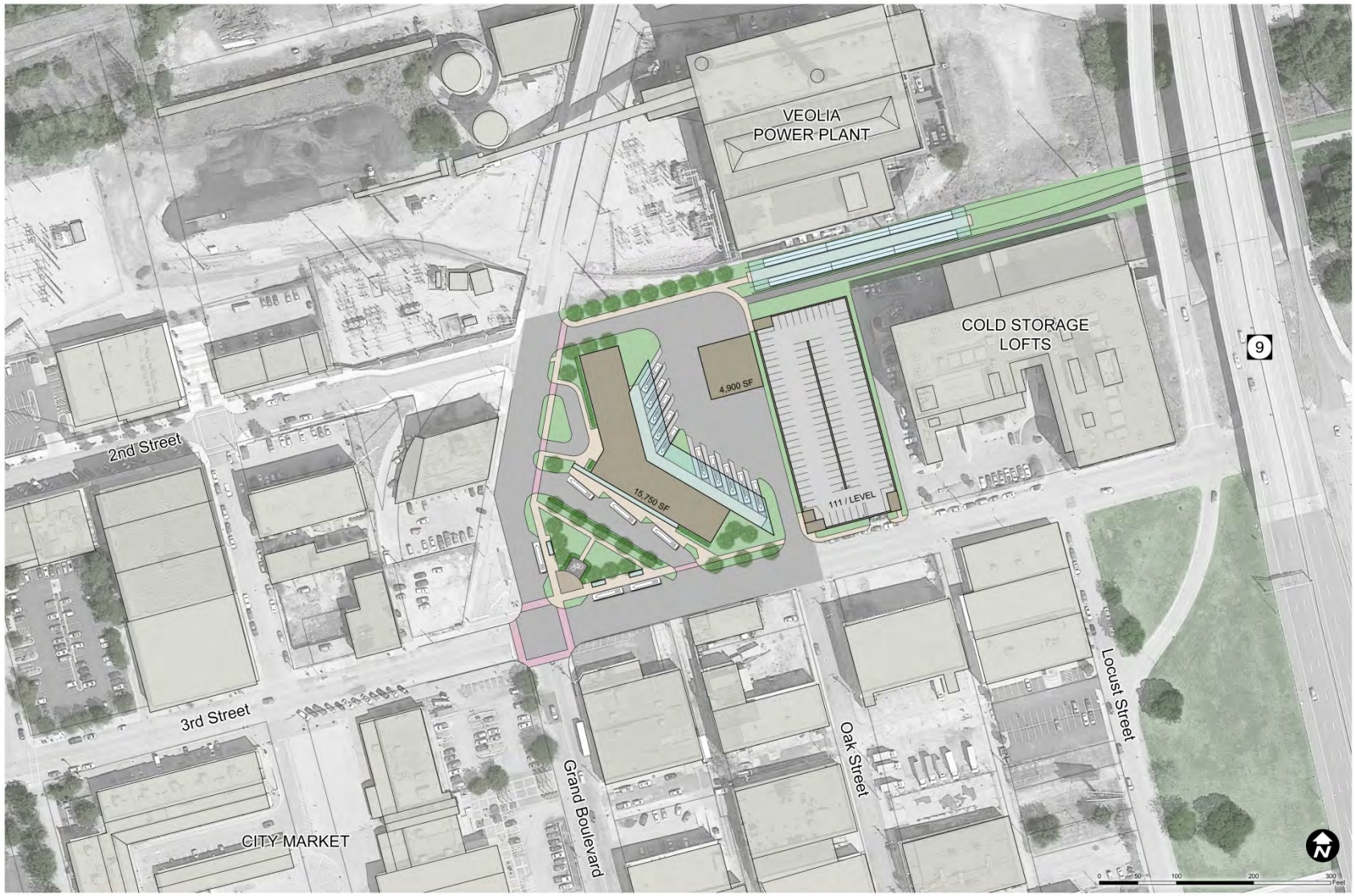


Figure 25: Alternative 2 intercity bus terminal site plan

Preliminary Alternative #3
Medium Density Development

This medium-density alternative lines the street edge with active ground floor building uses. The scale of the mixed-use development more closely aligns with existing buildings to the west and south. Bus transfers occur internal to the site and are accessed visually and physically from the 3rd and Grand Boulevard intersection through a planned green space. An adjacent, off-site parking garage is included to satisfy parking needs.

Design Characteristics:

- Medium-density mixed-use development fronting 3rd Street and Grand Boulevard.
- Off-street bus loading internal to the site.
- Structured parking to support the park-and-ride, on-site development, and existing district parking; no additional district parking over existing quantity provided.

Pros:

- Internal transit/traffic circulation on 2nd and Grand.
- Active street level for portions of 3rd and Grand.

Cons:

- Not as efficient for transfers between rail and buses.
- Limited parking for retail and other uses.
- Land for parking structure not under City control.

Figure 26: Alternative 3 rendering

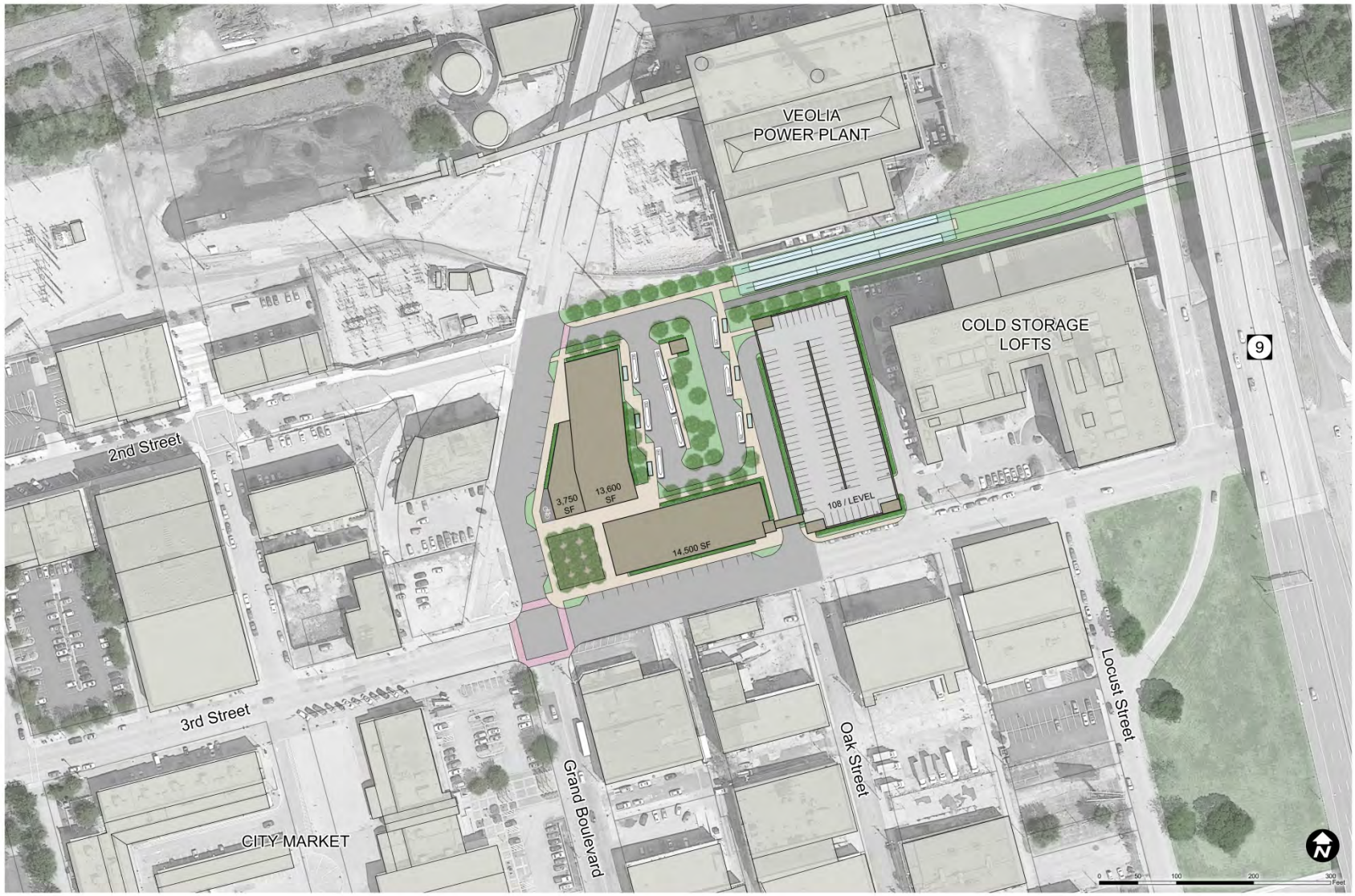


Figure 27: Alternative 3 medium density development site plan

Preliminary Alternative #4
District Parking

What is the highest and best use for the site? This alternative explores the strategy of providing a district parking garage to not only satisfy the site's programming needs but also the parking needs for future redevelopment of adjacent sites. The City has used this approach of providing parking as an incentive for redevelopment, but this approach limits the transit-oriented development potential of the site. This alternative includes development along Grand Boulevard to activate the street edge and line the parking structure.

Design Characteristics:

- Increased development density and ground floor retail/commercial uses along Grand Boulevard.
- On-street bus loading facilities on Grand Boulevard.
- District-focus structured parking to support the park-and-ride, on-site development, existing district parking, and future redevelopment.

Pros:

- Large structured parking on-site satisfies needs for the site and provides parking for adjacent district development.
- Active street level for portions of Grand Boulevard.

Cons:

- Parking structure limits site area for development.
- Cost to construct parking structure.
- Parking is not typically considered transit-oriented development.

Program Components
A. Mixed-Use Buildings (three stories)
B. Park-and-Ride (seven bus bays)
On-Street Parking
Structured Parking (two levels)

Figure 28: Alternative 4 rendering

Figure 29: Alternative 4 district parking site plan

Preliminary Alternative #5
High Density Development

This higher-density alternative lines the street edge with active ground floor building uses. The scale of the mixed-use development more closely aligns with the existing Cold Storage residential building to the east. Bus transfers occur internal to the site along the northern edge to facilitate connections to future commuter rail. Planned green space is also included internal to the site. An adjacent, off-site parking garage is included to satisfy parking needs.

Design Characteristics:

- Higher-density mixed-use development fronting 3rd Street and Grand Boulevard.
- Off-street bus loading internal to the site.
- Structured parking to support the park-and-ride, on-site development, and existing district parking; no additional district parking over existing quantity provided.

Pros:

- Maximized development opportunity.
- Active street level for portions of 3rd and Grand Boulevard.

Cons:

- Off-site parking needed to support development.
- Limited transfer visibility at 3rd and Grand Boulevard.
- Land for parking structure not under City control.

Program Components
A. Mixed-Use Buildings (five stories)
B. Park-and-Ride (three bus bays)
On-Street / Surface Parking
Off-Site Structured Parking (four levels)

Figure 30: Alternative 5 rendering

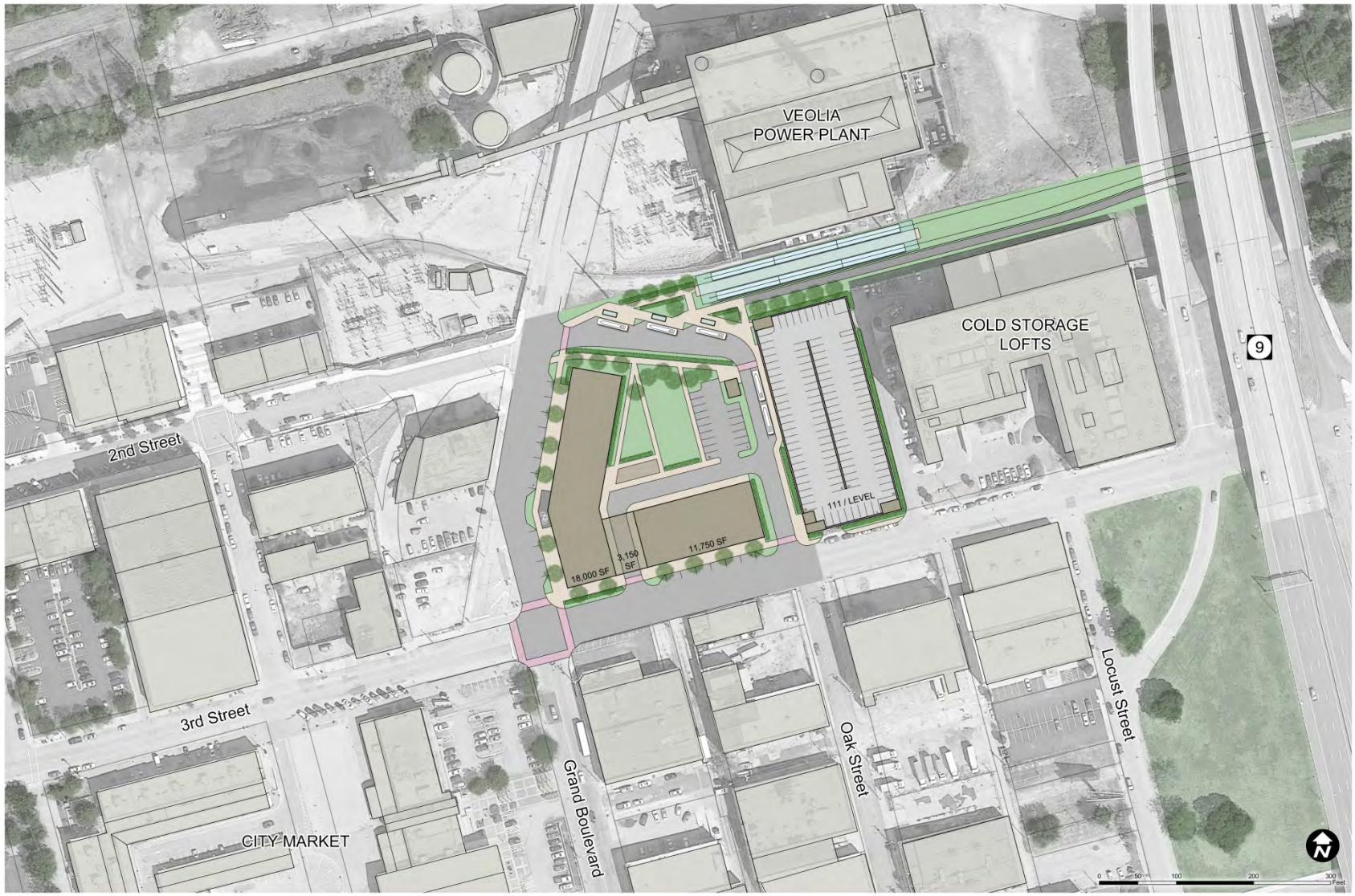


Figure 31: Alternative 5 high density development site plan

Preliminary Alternative #6
Balanced Development

This alternative is a hybrid of a medium-to-high density development that addresses frontage along 3rd Street and Grand Boulevard. The portion of the site facing Grand Boulevard is envisioned to be a transit loading corridor (between the streetcar and commuter platforms) with associated compatible uses. The segment facing 3rd Street is meant to be a vibrant mixed-use development with higher density benefitting from views to downtown. This alternative provides minimal surface parking internal to the site.

Design Characteristics:

- Minimum surface parking to only support the park-and-ride and on-site development; no City Market or district parking provided.
- Ground floor transit-specific uses along Grand Boulevard.
- Ground floor retail/commercial uses along 3rd Street.
- On-street bus loading facilities along Grand Boulevard.
- Open space opportunity at the 3rd/Grand intersection.

Pros:

- On-site parking supports development and park-and-ride.
- Active street level retail with residential above on 3rd Street.
- Active street level transit-oriented use with office above on Grand Boulevard.

Cons:

- On-site parking not available for City Market needs.

Program Components
A. Mixed-Use Building (three stories)
B. Mixed-Use Building (five stories)
C. Park-and-Ride (three bus bays)
On-Street / Surface Parking

Figure 32: Alternative 6 rendering

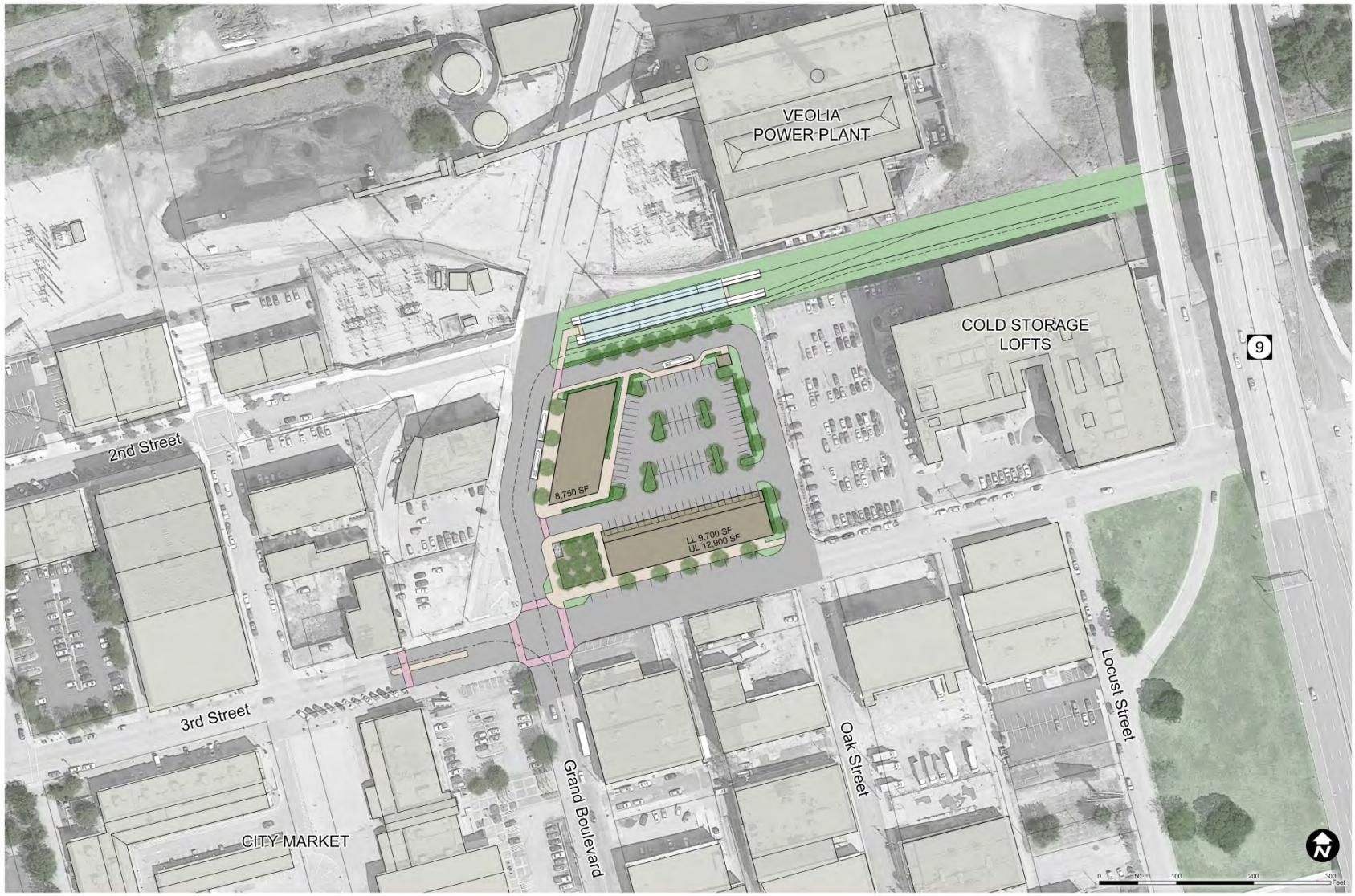


Figure 33: Alternative 6 balanced development site plan

V. Transportation Needs Analysis

Transit Program

Currently the site accommodates both local bus transit and MAX bus rapid transit (BRT). The facility is also served by Megabus. The site currently accommodates up to 193 parked vehicles with 30 spaces reserved for transit park and ride vehicles.

Future plans for this area envision a major transit hub, and public engagement activities during the project confirmed a transit hub as the primary function. The new 3rd and Grand Boulevard Transportation Hub will accommodate additional forms of transit services. Transit services that will be included in the initial build are local bus, BRT, regional bus, streetcar, taxi, paratransit and bicycle. There are other services proposed that have terminals located at or around 3rd and Grand Boulevard including commuter rail and additional regional bus service. The site is likely to continue to function as a park and ride facility. The *Main Street Downtown Streetcar* will connect Union Station to River Market through downtown; the routing is shown in Figure 34. The streetcar will have a stop and a maintenance facility that will be located east ofthe 3rd and Grand Boulevard site. The streetcar construction will result in intersection improvements at the 3rd Street and Grand Boulevard.

Transit Services and Modes

Bus Transit

Local routes 110 Woodland/Brooklyn and 142 North Oak, and Main Street MAX currently serve the site. MAX and Route 110 have a terminus at the site; Route 142 stops at the site on the 3rd Street side prior to going into downtown from the Northland.

In the future KCATA intends to strengthen the location's function as a bus transit hub by routing additional routes to the facility. KCATA has been involved in a Comprehensive Service Analysis (CSA) which is now focusing on the downtown area. A CSA recommendation is to focus additional routes on Grand Boulevard through downtown, continuing north to a terminus at 3rd and Grand. Although the CSA recommendations are preliminary, the plan is for an additional six routes at the facility as shown below.

Routes with a terminus at 3rd & Grand Boulevard

- Main St MAX (existing)
- 47-Broadway
- 51-Ward Parkway
- 54-Armour/Paseo
- 110-Woodland/Brooklyn (existing)
- New route (unfunded, Broadway Connector)

Through Routes via 3rd Street:

- 38-Meadowbrook
- 133-Vivion/Antioch
- 142-North Oak (existing)

In addition to the potential expansion of bus transit service shown above, one or two additional berths for further expansion will be included in the program.

Streetcar

In the future the Kansas City Downtown Streetcar line will run adjacent to the site as it makes a counter-clockwise loop around the City Market from downtown as shown in Figure 34

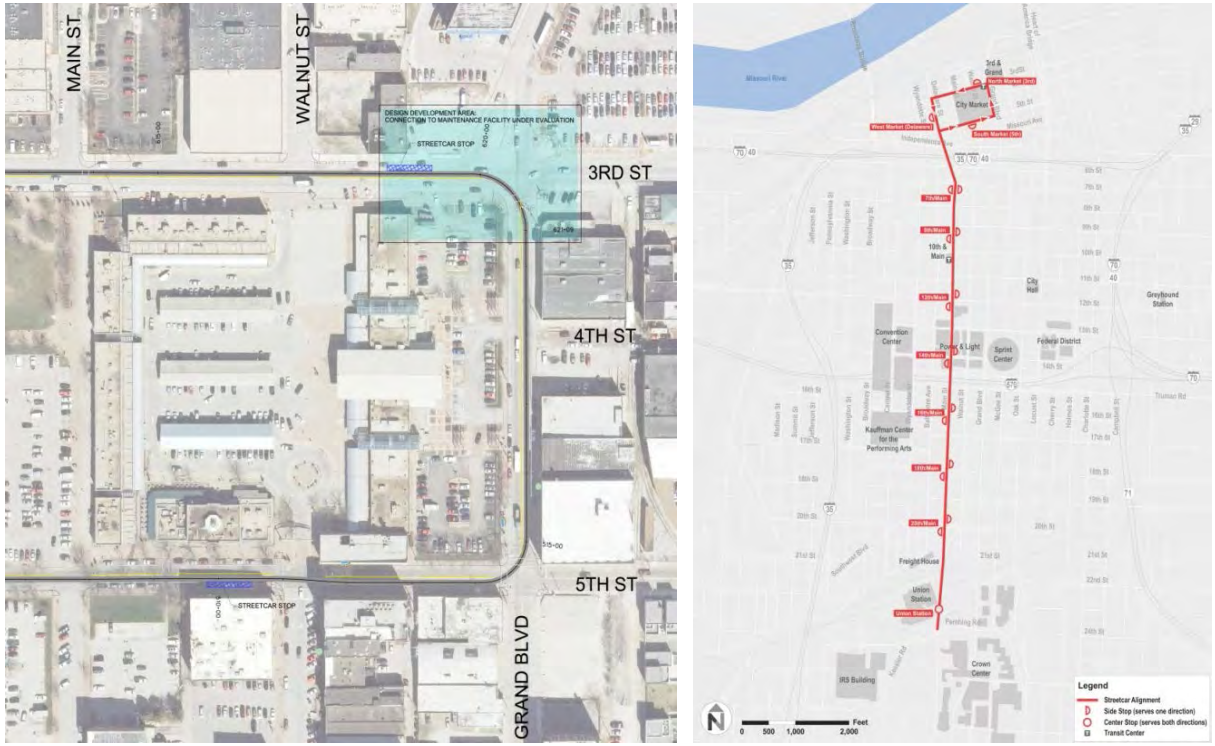


Figure 34: Kansas City Downtown Streetcar Alignment

The downtown streetcar is expected to begin operations in the second half of 2015. The stop will be located on 3rd Street just west of Grand Boulevard.

In addition, the City, in cooperation with KCATA, MARC and North Kansas City, is studying extensions of the Downtown Streetcar line. Possible future extensions that could affect the site are:

- An extension east along Independence Avenue via 3rd Street through Columbus Park, and
- An extension north into North Kansas City via 3rd Street to the Heart of America Bridge.

Although these extensions are still under study and there is no timetable for implementation they have the potential to further expand the location's transit function. It is important that the design for the facility accommodate these future streetcar extensions.

Commuter Rail

The *Jackson County Commuter Corridors Alternatives Analysis* identified the locally preferred alternative as rail transit line connecting Blue Springs and other eastern Jackson County communities with the Kansas City downtown area using a diesel multiple unit vehicles. One possible route will run adjacent to the Union Pacific Neff Yard to a station that will be located at approximately 2nd Street and Grand Boulevard on the north side of the project site. A terminus for a regional rail transit line would substantially increase transit – related activity in the area and would likely require additional transit services to distribute rail passengers to other locations in downtown and beyond.

Other Modes

In addition to the local bus service the site also serves as a stop for Megabus intercity bus service. Megabus has no infrastructure at the site, nor are Megabus customers permitted to park at the facility. This is not expected to change.

Expanding intercity bus service at the facility was considered during the study but was determined to be incompatible with the other transit and non-transit functions at the site and in the River Market area. Thus, expansion of intercity bus service will not be included in the program.

Recently a B-Cycle bicycle rental station was added to the site as a transportation amenity. The site will be designed to accommodate both private and commercial bicycles and facilities.

Design Considerations and Program Elements

The following summarizes the transit-related design considerations for the 3rd and Grand Boulevard Transit Hub.

Transit Service

- Bus stop and layover berths sufficient to accommodate the existing and planned bus service.
  - Bus stop area sufficient to accommodate two full size buses.
  - All layover berths sufficient to accommodate full size bus.
- Bus circulation to allow terminating buses to reverse direction without an extended loop. The preference is to use roadways for site circulation to preserve the site for other uses. Clockwise circulation is preferred to maintain boarding areas adjacent to the site.
- Streetcar stop interface with bus stop areas and other modes should be designed to maximize the safety and convenience of transit passengers.
- The potential commuter rail station should have the following attributes:
  - It should be contained to the north side of the site, preferably within the 2nd Street right-of-way.
  - Interface with bus stop areas and streetcar stops should be designed to maximize the safety and convenience of transit passengers.
  - Additional bus stop loading areas may be required to effectively serve transferring rail passengers. These areas must be integrated into the commuter rail station design.
- The commuter rail station will not be designed as part of this study.

Multimodal Considerations

- Megabus stop will be accommodated at the site
- Expanded area for B-Cycle, bicycle storage, etc.

Transit Amenities

- Covered Enhanced Shelter(s)
- Basic/Enhanced Seating
- Enhanced Lighting
- Static/Basic Informational Signage
- Enhanced Wayfinding Signage
- Park-and-Ride Parking (similar to current levels)
- Fully Enclosed and Climate Controlled Indoor Waiting Area
- Real-Time Bus Arrival Signage
- Ticket Vending Machines
- Interpretive/Historical Signage
- Trailhead Connections

- Enhanced Streetscape, Landscape, Greenspace, etc.
- Public Art

Transit Program

Table 2 displays additional detail for planned transportation modes at the 3rd and Grand Boulevard Transit Hub. The initial build (assuming curbside bus loading) requires approximately 0.3 acres of land of the 1.8 acre site, leaving 1.5 acres for additional amenities and development. Stacking of building floors and parking levels would allow for additional density to fit with the project site.

Transit Center Element	Max Number at Site
Commuter Parking	30
Local Bus Loading/Layover Bays	6
BRT Service Loading/Layover Bay	1
Bus Stop Area	2
Regional Bus Service	
Megabus	1
Streetcar Service	Adjacent to site
Taxi Stand	1
Paratransit	1
Non Motorized Services	
Bike Rack	1
B-Cycle	1

Table 2: Initial Build Transit Program

VI. Development Context and Opportunities

It is important to understand all of the factors that contribute to development decisions for the site. The following section describes the project area's development context and identifies opportunities to maximize transit-supportive development on the site as well and the surrounding areas based on the analysis of existing conditions, market forum, input from the design workshops and identified transit program. This section builds on recommendations from the *Greater Downtown Area Plan* and is intended to serve as a resource for the KCATA, City, local agencies, interested citizens, developers and others interested in future development opportunities for the site as well as properties in the area surrounding the site.

Market Forum

A Market Forum was held on June 24th, 2013 at MARC. Forum participants included local property owners, developers, real estate professionals and members of the project team including MARC, City, County and KCATA staff. The purpose of the forum was to discuss the market potential for the site and project area. The discussion helped to determine opportunities for Transit Oriented Development (TOD) on the site and transit-supportive development within ¼-mile of the site as well as needed infrastructure improvements and development incentives that could potentially maximize opportunities to attract the highest and best uses. Input from this forum, as well as input gathered during the first and second public workshops helped to determine the recommended development program and preferred concepts.

Barriers to Development

- Today, 3rd Street provides convenient access for truck traffic from I-35 to the West Bottoms. This limits safe pedestrian connectivity from the site to the Streetcar stop and City Market. However, it was noted that the Streetcar line, bike lane and other associated improvements will change the function and character of this street making in potentially more pedestrian friendly in the future.
- Size of the Site (Less than 2-acres)
  - Need to maximize height (at least 5 or 6 stories or greater). It was noted that the Cold Storage Lofts adjacent to the site is 6 stores.
  - Consider opportunities for joint or coordinated development with adjacent sites.
  - Maximize the future development footprint by orienting development to the street with minimal setbacks.

Context

- Demographics are changing
  - People are getting licenses later and younger generations are willing to walk.
  - People are willing to forego car to have a nicer place to live, e.g. Plaza, downtown, etc.
- The Streetcar will by a catalyst for higher-density

development along the route, especially near stops. This is a key area being the terminus of the Streetcar Starter line and a potential connection to future extensions north and/or east.

- Consider the needs for a potential future commuter rail to the north of the site along 2nd Street. Make provisions for safe and convenient connections from a potential commuter rail station platform to the streetcar stop.

Development Opportunities

- Encourage active uses on the first floor, especially along 3rd Street and potentially Grand Boulevard.
- Meet needs for quick users and nearby residents.
    - Support local retail – no need to replicate what is already served by existing River Market businesses. Potential uses could be convenience retail "Grab and Go", or services like dry-cleaning, etc.
- Flex space
    - Let the market and development community determine highest and best uses.
    - Consider incubator space for potential upper floor office uses.
- Potential Police and/or CID sub-station.
- Potential office space for transit needs (Streetcar Authority, Operator, KCATA, etc.)

Transit Facilities

- Wayfinding signage and transit schedules.
- Safe, comfortable and inviting waiting area for transit users (seating, wi-fi, etc.)
- Consider need for security/policing of area/facilities.
- Enhanced pedestrian connections and B-Cycle station

Sustainability

- Consider green spaces on the roof if practical

Parking Considerations

- Need to consider parking for park-and-ride function.
- Parking needs to be well lit, opening and inviting.
- Off-street parking is not required within the Downtown Streetcar Area, however, lenders typically require for financing. Typical lender requirement is one car per bedroom.
- Consider options for a large parking structure to serve to serve the site and the parking needs of the district, allowing other surface parking lots in the area to infill. The parking structure could provide revenue to improve the site/area. This could be on the site or in another location in the River Market area.
- Need better parking policy for the area:

- In future, consider options for off-street paid parking.
- Put limits on parking, e.g. 2-hour limits.
- Consider charging for new public off street parking.
- Consider creating a parking benefit district.

It should be noted that the Market Forum did not include national developers who have financed and developed projects on Streetcar or Commuter Rail corridors. To date, most of the development within the River Market has been local. However, with the planned Streetcar Starter line scheduled to open in 2015, the City is beginning to receive some national developer interest. A large part of the discussion on parking revolved around the market, what is required by lenders because parking will not be required in the Streetcar District. From the public's perspective, the desire is to maximize the highest and best use of the site. This includes provisions for transit facilities, associated amenities and active uses on the ground floor along 3rd Street and at least portions of Grand Boulevard.

Land Use

The plan of record for the area surrounding the site is the *Greater Downtown Development Plan (GDAP)*. This GDAP future land use plan for the area is Downtown Mixed Use. The Downtown Mixed Use (DMX) district is primarily intended to accommodate office, commercial, custom manufacturing, some light industrial, public, institutional and residential development, generally at lower intensities than in the Downtown Core district which comprises a majority of uses within the downtown loop. The DMX district promotes a mix of land uses both horizontally (i.e. adjacent to one another) and vertically (i.e. within the same building). This land use classification corresponds with the DX and DR zoning districts within the new zoning ordinance.

Figure 35: Greater Downtown Area Plan Land Use Plan

Based on input from the Market Forum, as well as input from the public at two workshops and an online survey, there is a desire for transit oriented development (TOD) for properties along the entire streetcar line with a strong emphasis on maximizing development densities with an appropriate mix of transit-supportive uses within and surrounding the site. Transit-supportive uses promote trips via transit, walking or bicycling through an appropriate mix of density and design. Transit supportive uses may include but are not limited to high-density residential, convenience retail, neighborhood services, etc., within a short walk (less than one-quarter mile) of transit stops. These uses are oriented to the street and include equal consideration for all modes. This is contrasted with auto-oriented developments such as drive-through restaurants, banks, gas stations, etc. which are designed primarily for auto access. These uses should be discouraged within the area because they interrupt a walkable environment.

Building Heights

GDAP also provides guidelines for maximum building heights while increasing density, transitioning in an effective manner to lower heights and densities. Figure 36 provides the maximum building height and floor area ratio (FAR) which is 5-10 or seventy-five feet.

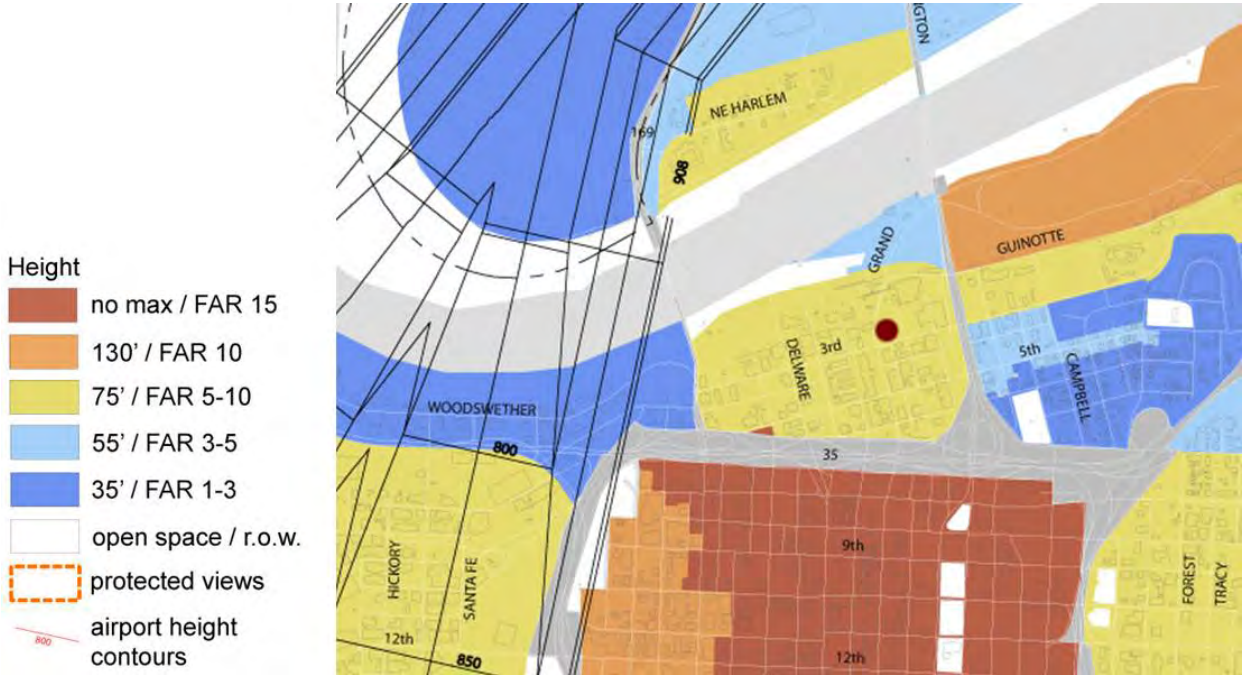


Figure 36: Greater Downtown Area Plan Height Guidelines

During the second public workshop, the project team explored options for multiple densities ranging from 3 to 4 stories to 7+ stories on the site. In general, participants were in favor of higher building heights and densities recognizing that the site would be ideal as a high-density TOD as a major transportation hub for streetcar, potential commuter rail and bus service. The site is also adjacent to the Veolia Power Plant and the Cold Storage Lofts which are the tallest structures in the area.

Zoning

The project site is currently zoned as Urban Redevelopment this can be seen in Figure 37. The Urban Redevelopment district promotes the redevelopment and development of underdeveloped and blighted areas, while ensuring that it is flexible enough to ensure that the purposes of approved redevelopment plans can be realized. Development standards and uses must be in conformance with the approved area plan, and be compatible with the characteristics of the surrounding area. The existing UR currently allows transit and parking. When the site redevelops, the UR will need to be amended or rezoned to conform to the final development plan.

Much of the area surrounding the site is zoned as Manufacturing 1-5. The Manufacturing 1 is the least intense of the Manufacturing districts; as such most uses are permitted in this district as-of-right, or through a special use permit. The -5 designator identifies the lot and building standards that are applied. For the project site this indicates that it can have a maximum floor area ratio (FAR) of 5.0, and it does not have a maximum height restriction under the basic standards. Because of this area's proximity to future streetcar service, it is anticipated that this area may eventually transition to mixed use in conformance to the *GDAP* Land Use Plan.

In 2012, in anticipation of the construction of the Streetcar Starter Line, the City amended the zoning ordinance to include provisions for the Downtown Streetcar Area. This pertains to the area of the city zoned DC (Downtown Core) or DX (Downtown Mixed-Use) and included within the following boundaries: Wyandotte Street on the west, KC Terminal RR tracks on the south, Grand Boulevard on the east, East Missouri Avenue on the south, Locust Lane and Locust Street on the east, and East 2nd Street and West 2nd Street (extended) on the north and includes the study site. Uses within the Downtown Streetcar Area are not required to provide off-street parking.

Figure 37: Existing Zoning

Downtown Streetcar Transportation Development District (TDD) Project Incentive and Coordination Program

This program was created to ensure a high-level of communication and coordination between all parties involved in private development projects within the Streetcar TDD. This includes coordinated development review through a single point of contact through a dedicated TDD Project Facilitator assigned to assist applicants throughout the entire development review process. The TDD Project Facilitator will have the authority of the City Manager to organize and monitor staff and will be responsible to:

- Proactively monitor the development review process to ensure that all service commitments are met;
- Schedule and lead Development Assistance Team (DAT) and other project meetings;
- Document meeting determinations, agreements, actions items and attendance in the Kiva Permitting System;
- Communicate 'next steps' to the applicant; and
- Assist the applicant as needed to shepherd the project from application to successful completion, including through the issuance of any required operating permits such as business licenses, food permits, liquor licenses, fire permits and other licenses that may be necessary for the operation of businesses in the project.

Specific provisions for this program can be found at http://webfusion.kcmo.org/coldfusionapps/IBS/Files/IB166.pdf

Preliminary Environmental Screening

The 1.8-acre site, at the northeast corner of 3rd Street and Grand Boulevard in the River Market area of Kansas City, is currently a paved park-and-ride facility owned and operated by KCATA. The site is bounded on the west by Grand Boulevard, on the north by E. 2nd Street, on the east by Oak Street, and on the south by E. 3rd Street.

A review of reports that were previously prepared for the KCMO Streetcar North project was conducted to determine the potential for the presence of hazardous materials below the surface. Three reports prepared by Environmental Data Resources, Inc. (EDR) included the following:

- EDR Aerial Photo Decade Package (June 06, 2012) – A compilation of historical aerial photographs, for various years between 1948 and 2008.
- Certified Sanborn Map Report (June 07, 2012) – A compilation of Sanborn fire insurance maps, dated between 1896 and 1969.
- The EDR Radius Map Report with GeoCheck (June 06, 2012) – A compilation of environmental records related to hazardous materials and wastes.

Aerial photos and maps indicate that the site was previously a city block, divided by an alley and railroad spur tracks. The historical aerial photos show that the building on the east half of the site was removed sometime between 1996 and 2002.

The buildings on the west half of the site were no longer present on aerial photos dated after 2002 and the railroad track spur had been removed.

The Sanborn fire insurance maps show that past uses on the site (between 1896 and 1969) have included Kansas City Stone Company, H. Hey Junk Yard, Green Tree Brewery (warehouse and stables), Johnson Coal Company, and Rutherford Food Corporation (canning facility and wholesale fruits and vegetables). A review of the Sanborn fire insurance maps indicated that some of those past uses of the site had the potential for the existence of hazardous materials, as follows:

- 1896 – A "junk yard" existed in the middle portion of the east half of the site, and a smaller "junk" area existed at the south middle of the east half of the site.
- 1909 – "Junk yards" existed at the southeast corner of the west half of the site.
- 1939 – The Johnson Coal Company existed on the north 1/3 of the east half of the site, with 2 coal storage areas and 5 gasoline tanks. In addition, railroad track spurs ran north-south through the middle of the site, which created the potential for chemical or fuel spills from rail cars.
- 1950-1969 – The railroad track spur is in existence on both of these maps, although the other potentially hazardous uses listed above are no longer shown.

The EDR Radius Map Report contained one environmental hazardous material record for the site, under the name of Robert Foster Living Trust, with an address at 201 Grand Avenue. It is currently listed as a Resource Conservation and Recovery Act (RCRA) Non-Generator (listed in 2004). A "non-generator" does not presently generate hazardous waste. The listing also indicated that the site was classified as a Large Quantity Generator (dated 1999), although no violations were found.

In addition to the EDR report information, the U.S. Environmental Protection Agency also listed Western Adhesives (adhesives and sealants manufacturing), located in the southwest quadrant of the site at 225 Grand Avenue, in its Toxic Release Inventory (TRI). It was noted that (between 1987 and 1993) toxic releases were in the form of air emissions, and metal and non-metal chemicals were disposed of in approved off-site locations. In 1987, the facility reported that 250 pounds of the chemical 1,1,1-Trichloroethane was disposed of on-site.

Parcel East of 3rd and Grand

A parking lot currently exists on the lot east of the 3rd and Grand Boulevard site, on the east side of Oak Street. Because some development scenarios may consider utilizing this parcel, the site was also reviewed for the potential existence of hazardous materials.

The historical aerial photos that were available in the EDR report, show that buildings were present on the 1970 aerial, but are absent on the 1979 aerial.

The Sanborn fire insurance maps show that past uses on the site (between 1896 and 1969) have included row houses and

tenement housing, Missouri Bottling Works, Depot Transfer Company stable, and Nickerson Egg Company. A review of the Sanborn maps indicated that some of those past uses of the site that could have had the potential for the existence of hazardous materials include the following:

- 1939 – A motor freight station and a machine shop existed in the middle of the site.
- 1950 – The machine shop was still in existence on this map.

The EDR Radius Map Report contained no environmental hazardous material records for parcels associated with this particular site. However, the parcel immediately to the east (previously Kansas City Cold Storage Corporation; 500 E, 3rd Street), was listed as a RCRA Small Quantity Generator, but with no violations. The records for Kansas City Cold Storage also indicated that an Underground Storage Tank (UST) was removed in 1995, and that "cleanup" of a Leaking Underground Storage Tank (LUST) occurred in 1996, with a "site closed" result. A No Further Action (NFA) letter was issued in 1996 for the UST, but there was no NFA recorded for the LUST. Although the current Cold Storage Lofts property includes the parking lot parcel on the east side of Oak Street, the environmental records do not indicate if this was the parcel that contained the storage tanks, or if the tanks were on the parcel that contained the building that was converted to lofts.

Pre-Construction and Construction Procedures

Based on the past activities of the 3rd and Grand Boulevard site, there is the potential that some releases of hazardous materials or wastes could have affected the soils on the site, and therefore may affect project construction if excavation into the subsurface will occur. In addition, there is the potential that USTs may be located at the site, but have been out of service for such a long period that their presence may not be known to current or previous property owners. The EDR report contained no documentation of cleanup procedures on the site prior to the development of the park-and-ride facility.

Since there is the potential for unknown sources of hazardous materials or contaminated soil to be encountered during construction, requirements for safety procedures and protection of human health and the environment would be established to help ensure that there would be no further contamination; and to provide a safe working environment during construction. If unknown sources of hazardous materials or contaminated soil would be encountered during construction, the City's Environmental Compliance Division would have to be notified, specific mitigation activities would be implemented, and hazardous materials would be handled and properly disposed of in compliance with all federal, state, and local requirements.

VII. Conceptual Development Plan

Preferred Concepts

The preliminary alternatives were narrowed after review by the technical committee to a series of preferred concepts. The concepts were carried forward with the intent of illustrating a variety of development options that differ in transit layout, development density, building height, and parking capacity. They reinforce the goal of determining the highest and best transit-oriented use for the site while facilitating multimodal connections. These concepts serve as a guide for the redevelopment of the 3rd and Grand Boulevard site and allow the KCATA, Kansas City, and potential developers to make informed decisions about potential improvements to address future transit operational needs while maximizing future economic development opportunities.

The following pages provide an overview of each of the three preferred concepts, including a development summary and order of magnitude costs.

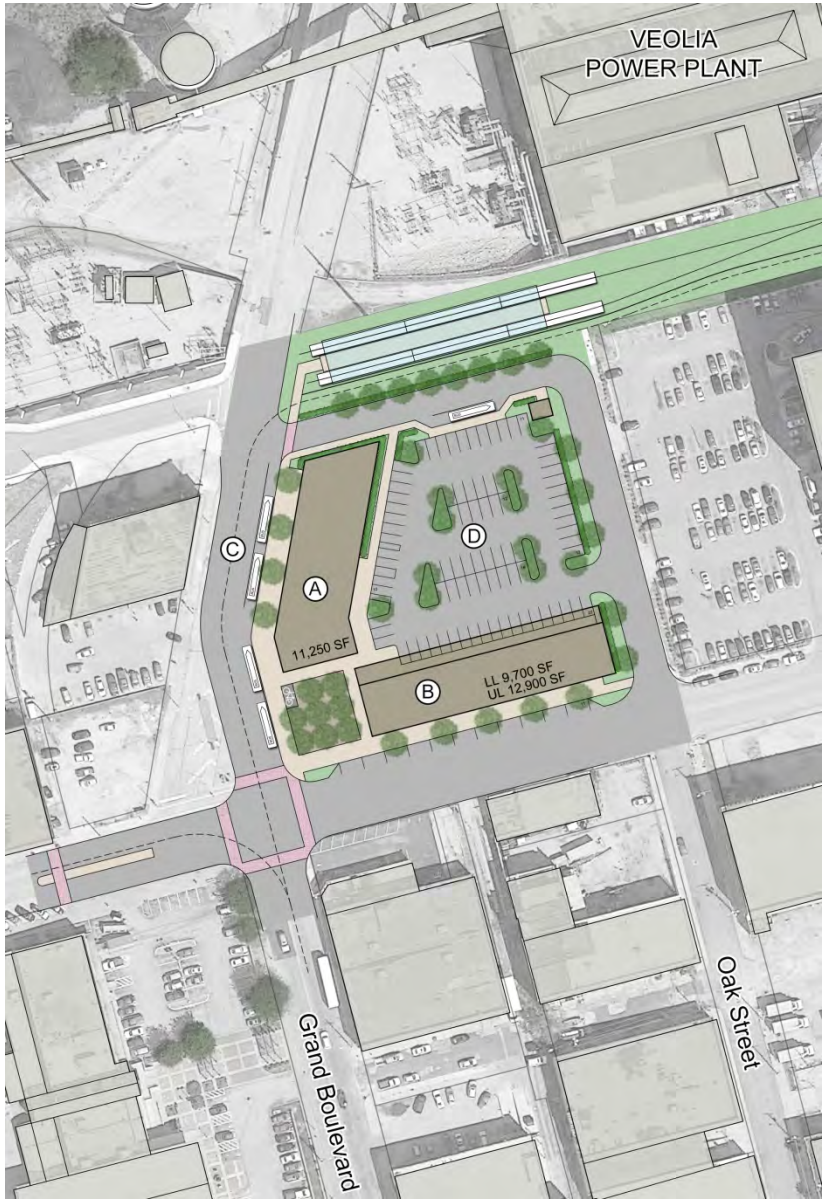


Figure 38: Preferred Concept 1 site plan

Preferred Concept #1 Opinion of Probable Cost	
Transit Program	**$304,700**
Included in estimate:	
Transit Shelter (1)	
Transit Marker (1)	
Transit Streetscape Amenities	
Real Time Arrival Signage	
Park and Ride Signage	
Development Program	**$9,921,600**
Included in estimate:	
Site Prep (Demolition, Utility Access)	
Site Work (Paving, Landscaping, Lighting)	
Building ‘A’ shell with Elevators	
Building ‘B’ Shell with Elevators	
Building Awnings	
Miscellaneous	**$4,397,290**
Included in estimate:	
Soft Costs (10%)	
Contingency (30%)	
PROJECT TOTAL	**$14,623,590**

Preferred Concept # 1

This medium-density alternative envisions two multi-story mixed-use buildings facing 3rd street and Grand, creating a plaza at the corner. A transit facility will be integrated with the street level retail along Grand. At-grade parking is located on the east side of the site.

Design Characteristics:

- Bus loading at integrated transit canopy along Grand Blvd.
- On-site parking supports development and park-and-ride.
- Active street level retail with housing space above.
- Active street level transit-oriented use with office space above.

Program Components

A. Mixed Use-Building ....(3 Stories)
Transit .....2,000 S.F.
Retail .....9,250 S.F.
Office Space ....22,500 S.F.
Total.....33,750 S.F.

B. Mixed-Use Building (3 stories)
Retail .....9,750 S.F.
Housing 25,800S.F
Total.....35,550 S.F.

Total for Site.....69,300 S.F.

C. Park and Ride .....(4 Bus Bays)

D. On-Street/ Surface Parking (251 Stalls)

Figure 39: Preferred Concept 1 rendering

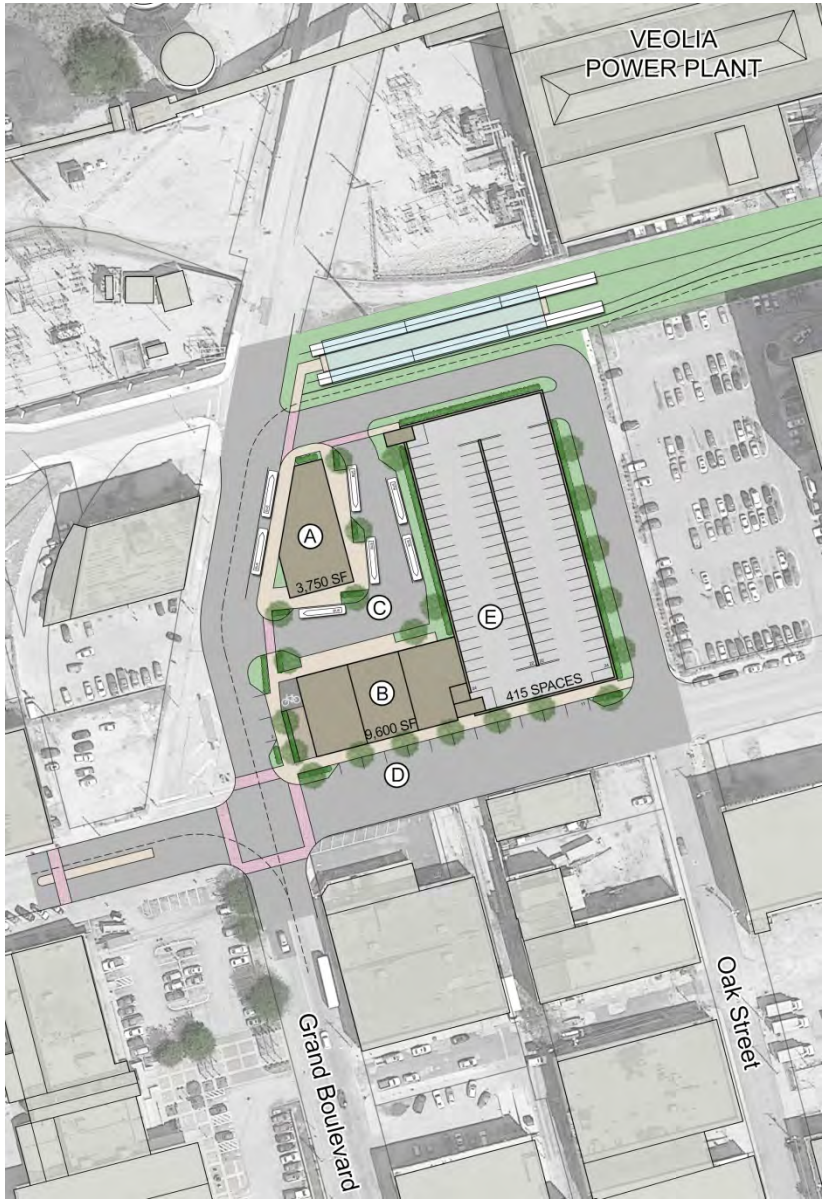


Figure 40: Preferred Concept 2 site plan

Preferred Concept #2 Opinion of Probable Cost	
Transit Program	**$6,833,100**
Included in estimate:	
Building 'A' – Transit Facility	
Transit Marker (1)	
Transit Streetscape Amenities	
Real Time Arrival Signage	
Park and Ride Signage	
Development Program	**$11,867,000**
Included in estimate:	
Site Prep (Demolition, Utility Access)	
Site Work (Paving, Landscaping, Lighting)	
Building 'B'	
Building Awnings	
Vertical Circulation Building with Elevators/Stairs	
Parking Garage	
Miscellaneous	**$8,041,030**
Included in estimate:	
Soft Costs (10%)	
Contingency (30%)	
PROJECT TOTAL	**$26,741,130**

Preferred Concept # 2

This lower-density alternative envisions a dedicated transit building with bus loading along Grand Blvd. A multi-story mixed-use building faces 3rd Street with additional bus loading along the curb. To accommodate the site's existing parking needs as well as the demands of the new development, a multi-story parking structure is included along the eastern portion of the site.

Design Characteristics:

- Structured parking to support the park-and-ride, on-site development and existing district parking.
- Bus loading surrounding a transit-specific building along Grand Blvd.
- Ground floor retail/commercial uses along 3rd Street.
- Active street level for portions of 3rd and Grand

Program Components

A. Transit Building .....(3,750 S.F.)

B. Mixed Use-Building ....(3 Stories)
Retail .....9,600 S.F.
Office Space .....9,600 S.F.
Residential .....9,600 S.F
Total.....28,800 S.F.

C. Park and Ride .....(5 Bus Bays)

D. On-Street/ Surface Parking (13 Stalls)

E. Structured Parking (415 Stalls)

Figure 41: Preferred Concept 2 rendering

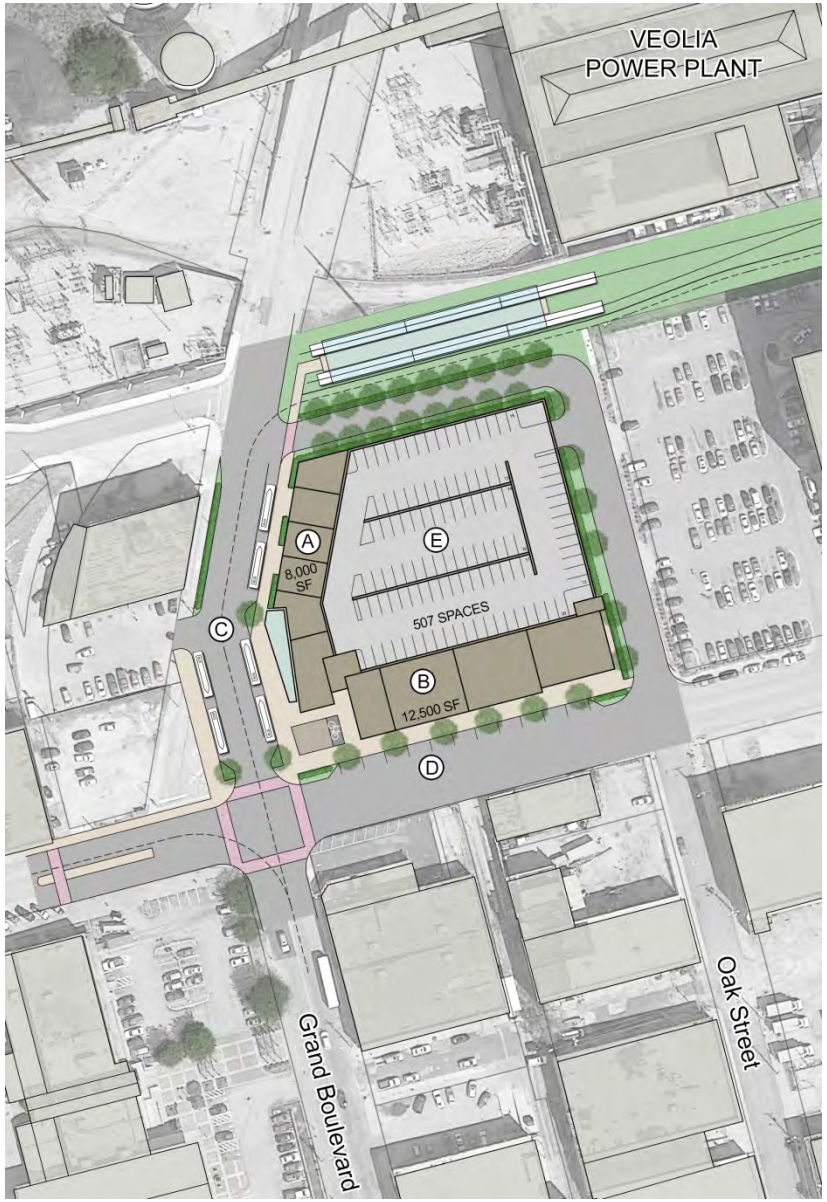


Figure 42: Preferred Concept 3 site plan

Preferred Concept #3 Opinion of Probable Cost	
Transit Program	**$618,200**
Included in estimate:	
Building 'A' – Transit Space	
Transit Canopy	
Transit Marker (1)	
Transit Streetscape Amenities	
Real Time Arrival Signage	
Park and Ride Signage	
Development Program	**$24,912,400**
Included in estimate:	
Site Prep (Demolition, Utility Access)	
Site Work (Paving, Landscaping, Lighting)	
Building 'A' – Development Space	
Building 'B'	
Building Awnings	
Vertical Circulation Building with Elevators/Stairs	
Parking Garage	
Miscellaneous	**$10,712,320**
Included in estimate:	
Soft Costs (10%)	
Contingency (30%)	
PROJECT TOTAL	**$35,624,720**

Preferred Concept # 3

This high-density alternative envisions two multi-story mixed-use buildings facing 3rd street and Grand, creating a plaza at the corner. To accommodate the site's existing parking needs as well as the demands of the new development, a multi-story parking structure is included along the eastern portion of the site. The parking garage and vertical tower connects the two buildings together. A transit facility will be integrated with the street level retail along Grand.

Design Characteristics:

- Structured parking to support the park-and-ride, on-site development, and existing district parking.
- Bus loading at an integrated transit canopy along Grand Blvd.
- Active street level retail with housing space above.
- Active street level transit-oriented use with office space above.

Program Components

A. Mixed Use-Building ....(4 Stories)
Transit .....2,000 S.F.
Retail .....6,000 S.F.
Office Space ....24,000 S.F.
Total .....32,000 S.F.

B. Mixed Use-Building ....(6 Stories)
Retail .....12,500 S.F.
Residential .....50,000 S.F.
Total .....62,000 S.F.

Total for Site.....94,000 S.F.

C. Park and Ride .....(6 Bus Bays)

D. On-Street/ Surface Parking (11 Stalls)

E. Structured Parking (507 Stalls)

Figure 43: Preferred Concept 3 rendering

Development Guidelines

Successful transit-oriented developments strengthen the livability and vibrancy of the community. A major feature of this type of growth is compact, dense and pedestrian friendly urban development. Many other characteristics define successful transit-oriented development, and Kansas City's *Greater Downtown Area Plan* provides a good framework for creating quality urban places. Appendix C in the plan includes development guidelines, many of which are applicable to the 3rd and Grand Boulevard project site. Below are a few of the most relevant guidelines, restated in this plan for emphasis.

- Provide clear, direct routes for transit system transfers without degrading the pedestrian experience and streetscape character.
- When located along a street frontage, and where feasible, developments are encouraged to include first floor pedestrian active uses such as retail and services.
- Provide street-level, pedestrian-oriented uses and active street walls in mixed use developments.
- New development should incorporate design elements and interpretive signage that communicate the individual character of the area.
- Architectural materials should complement the character of the existing built environment through use of high quality, durable materials.
- Architectural elements that project from the building, such as building-mounted lighting, awnings, canopies and signage, should be designed so as to ensure pedestrian safety and comfort.
- Provide direct, safe and convenient access to public transit facilities and integrate into the overall site design whenever possible.
- The design of buildings should respond to unique aspects of the site, such as prominent locations at the termini of key streets and view corridors, prominent locations on bluffs and overlooks, the relationship to nearby historic or landmark buildings, or corner locations.
- LEED Certification or equivalent sustainable design is encouraged, particularly for public facilities and projects requesting incentives.

Figure 44: Future development should adhere to development guidelines established in the Greater Downtown Area Plan.

Sustainable Development Recommendations

The Kansas City metropolitan region has made a commitment to sustainable development, integrating opportunities whenever possible to reduce its environmental footprint. The KCATA has also shown their commitment to the environment by incorporating sustainable strategies in their capital improvements and transit operations. Likewise, future development at the 3rd and Grand Boulevard site should be considered green development opportunities. The following are just a few of the many applicable sustainability measures.

Alternative Transportation / Multi-Modal Access

- By providing on-site access to alternative transportation modes, the transportation hub will encourage healthier lifestyles and reduce emissions.
- Promote walking and biking options through trail connections and bicycle rental/repair/storage facilities.
- Provide safe and accessible connections to destinations for all users, including those with disabilities and mobility limitations.

Green Building

- Provide alternative energy opportunities such as solar or micro wind turbine technologies to reduce energy demands from the local grid.
- Explore the use of green roofs to diminish the urban heat island effect, manage stormwater, and provide a green space amenity.
- Maximize the use of recycled or locally-sourced building materials.

Figure 45: Bike rental stations provide multi-modal opportunities.

Figure 46: Porous concrete paving effectively manages stormwater runoff.

Green Infrastructure

- Incorporate sustainable stormwater management techniques such as rain gardens, bioswales, permeable paving, and infiltration planters to address the quality and quantity of on-site runoff.
- Utilize energy-efficient lighting systems.
- Provide preferred parking for low-emitting and fuel-efficient vehicles as well as electric vehicle charging stations.

Education / Outreach

- Provide interpretive learning opportunities (signage, exhibits, public art) to highlight sustainable development measures to educate the public.
- Provide safe and accessible connections to destinations for all users, including those with disabilities and mobility limitations.

Sustainable developments that incorporate a transportation hub exist around the country. A good example is the Tempe (Arizona) Transportation Center, designed as a LEED Platinum site that features the following sustainable measures:

- Bike station that provides secure indoor parking for 114 bikes, showers, lockers, bike repair, and bike rentals
- Building orientation to reduce heat gain
- High-performance building envelope and systems to reduce energy demands
- Recycled/recyclable materials
- Solar technology for water heating
- Reduced potable water usage; utilization of graywater
- Water conservation
- Green roof and other on-site stormwater filtration and storage for landscape irrigation
- Low-water use landscape plant materials
- High diversion of construction waste
- Interactive, educational kiosk

Figure 47: Infiltration planters treat and manage stormwater runoff.

Figure 48: Tempe Transportation Center, a sustainable transportation hub.

VIII. Implementation

The KCATA, Kansas City, Jackson County and MARC should work in partnership with the Downtown Council to proactively market the site to prospective developers who may be interested in a Joint Transit Development Opportunity. This group will determine specific action steps based on ongoing discussions, however, potential actions may include:

- Evaluate future transit facility needs at the site based on the Downtown Comprehensive Service Analysis (CSA) and the potential for future streetcar extensions into North Kansas City and east along Independence Avenue. The future streetcar corridors are part of ongoing studies, North Rail and Next Rail, both scheduled to be complete in early 2014.
- Provide this Plan to prospective developers who may be interested in the site.
- Develop concise marketing materials that may include a rendering of the site as well as alternative concepts and associated costs.
- Actively market the site with other potential underutilized sites within the Streetcar TOD Area.
- Identify a package of potential development incentives tied to the Plan goals, preferred program, development concepts and design guidelines.
- Work with the Federal Transit Administration (FTA) to develop the potential for Joint Development on the site. Joint development would involve a formal partnership between KCATA and a private developer. Joint development projects are intended to decrease the costs of operating or constructing public transportation systems, stations, and associated improvements through creative public-private financing agreements. These agreements can be reflected in a wide variety of financing mechanisms, such as land subordination, private-sector payments or private-sector capital cost sharing, in mutual recognition of the enhanced development/market potential created by the transit facility. An example of this is the 39th and Troost MetroCenter transit facility, a joint development project completed by the KCATA in 2001. This MetroCenter includes a Troost MAX transit station as well as a learning center operated by the YMCA. This unique transit-child care facility makes it convenient for parents to access quality early childhood learning services and transit. Formal FTA joint development projects involve those in which real property is purchased with FTA funds. Generally, the real property is developed while maintaining its original public transportation purpose. As an example, the development of residential, commercial or community service space located on, above, or adjacent to property that was purchased with FTA funds. Joint development through the FTA may include, but not be limited to the following:
    - Commercial and residential development;
    - Pedestrian and bicycle access to a public transportation facility;

- Construction, renovation, and improvement of inner-city bus and rail stations/terminals; and
- Renovation and improvement of historic transportation facilities.

- Consider amending the parking agreement between the City and KCATA to reflect the need to balance future development opportunities with transit amenities and on-site parking.
- Consider proactively revising the existing UR Plan or if necessary rezoning the site to reflect the preferred development concepts and program.
- Consider preparing a joint development Request for Proposal (RFP) or Request for Interest (RFI). The RFP or RFI would include this report as well as minimum requirements including the required and preferred program elements and plan concepts. The RFP or RFI may also include other requirements including but not limited to the following:
  - Experience with similar projects
  - Overall vision for the site and how it corresponds to the preferred program
  - Typical cross-sections of proposed development
  - Renderings with the showing the proposed architectural style for buildings and structures
  - Site plan illustrating project layout and components
  - Project schedule with phasing and specific timeline for construction
  - Joint development opportunities for transit improvements and associated public amenities
    - Preferred BRT/bus circulation and facilities
    - Enhanced pedestrian connections from site to Streetcar stop
    - Future phasing options for Commuter Rail service and facilities
    - Pedestrian and bicycle circulation and associated amenities
  - Sustainability components
  - Opportunities for public art
  - Preliminary project budget
- Description of how the project will be financed