

Northland

A Kansas City opportunity



AN ANALYSIS BY THE KANSAS CITY REGIONAL/URBAN DESIGN ASSISTANCE TEAM

A Program of the American Institute of Architects Urban Planning and Design Committee

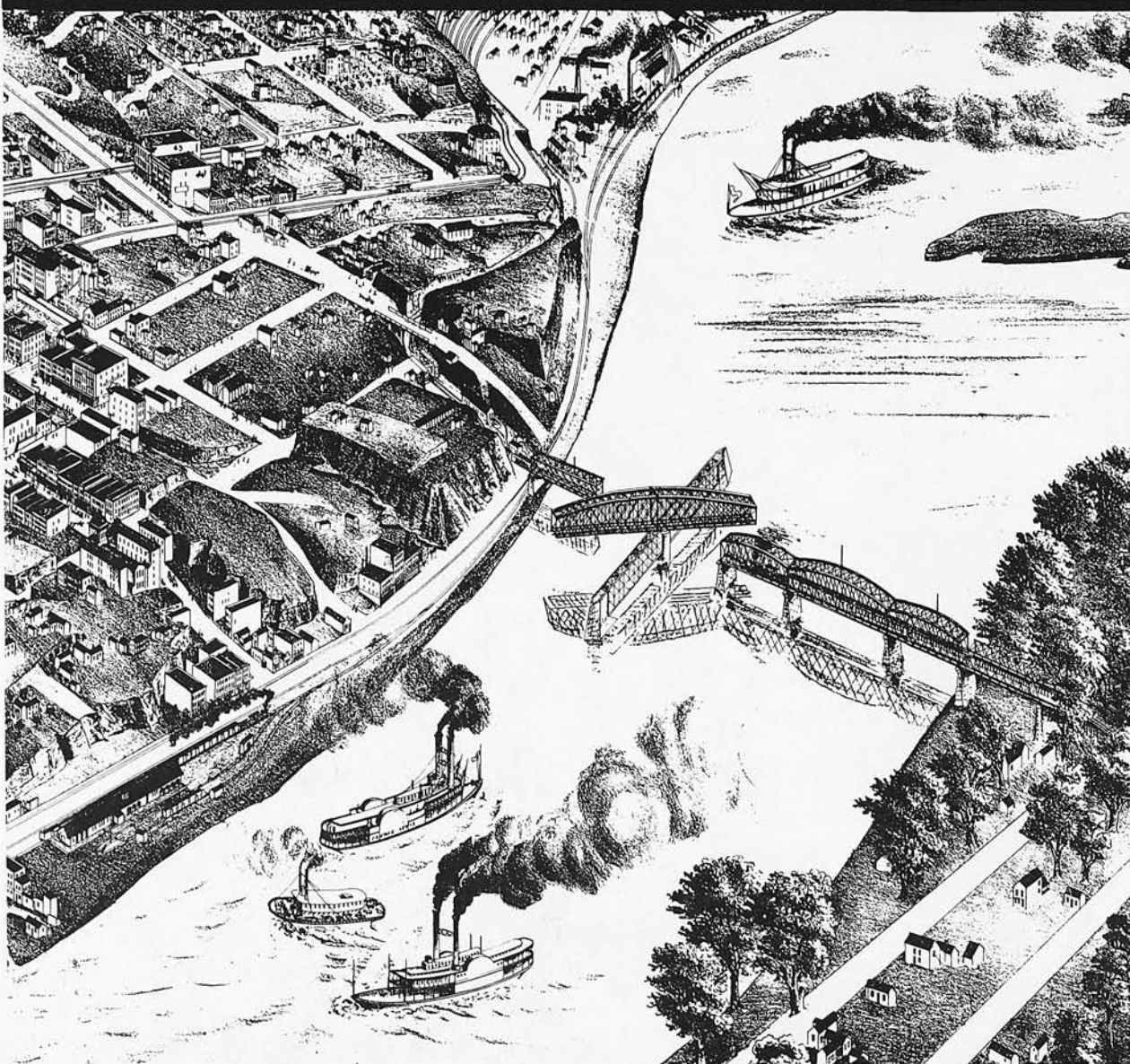
For the People of Kansas City

May 29 - June 3, 1979

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Foreword



Hannibal Bridge, the first railroad span across the Missouri River. It became the symbol of Kansas City's growth and the gateway to the West.

Built by the old Hannibal & St. Joseph Railroad, the bridge was officially opened on July 3, 1869 amid parades and speeches in this fast-growing frontier railroad center. After its opening, the city's railroad destiny was shaped. With the railroads came more people, commerce, industry, and real estate development. The bridge also opened Kansas City's stockyard development and paved the way for the city to emerge as the nation's agribusiness capital.

The Hannibal Bridge remained Kansas City's only link to points north--Chicago, St. Joseph, and other cities--for nearly two decades. Ferries also crossed the Missouri River, but it was the bridge that spurred Kansas City's urban development.

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An overview

"Everything's up-to-date in Kansas City, they've gone about as far as they can go." As things turned out, this prediction was wrong, and given the current situation, Kansas City will continue to grow and change.

To enhance the probability of growth, however, Kansas City, like other vital centers in the United States, must respond to rapid and fundamental shifts which together are forming a new growth environment:

- A significant change in our economic structure, both national and worldwide;
- The availability of energy;
- Increasing understanding of our fragile ecology;
- The decline in birth rate and population growth.

The by-products of these shifts are now well known--inflation, energy shortages, development cost increases, and taxpayer conservatism, to name a few.

The existence of conflicting objectives is to be expected in a developing urban area of this scale. The resolution of these differences in the new environment will require a substantial commitment and cooperation between the public and private sectors.

In undertaking this analysis of Kansas City with a focus on the Northland area, the R/UDAT has attempted to keep these factors in mind in developing recommendations to enhance growth while pursuing conservative financial policies.

Summary of recommendations

SUMMARY OF RECOMMENDATIONS

Livability is the connection to a vital future. If the city is to grow with the momentum of the past, the city's greatest asset, its livability, must be fully exploited and enhanced.

Kansas City is entering a new stage in its economic history. Its economic role in the West is changing. At home, a period of fiscal stringency is ahead. Community leaders must begin to recognize that the "growth at any cost" ethic exacts a steep toll on the quality of urban life.

This price of growth for growth's sake is clearly seen in Northland. But it is not too late to reverse the erosion of the environmental quality in Kansas City's urban frontier.

The R/UDAT thought carefully about the possibilities and constraints that affect decision-making for Northland's future. Our recommendations, which are summarized below and set forth in detail in the report, are based on two principles:

- That opportunities for growth should be enhanced;
- That the fiscal policies of the city should be conservative; public funds should be directed to preserve and conserve natural areas, existing neighborhoods, and provide incentives to fully use existing public infrastructure.

The bulk of our recommendations deal with matters of policy:

- The Northland is a total unit. Steps should be taken to coordinate public sector decision making among the almost two dozen political jurisdictions in Northland.
- Local subdivision regulations need to be modified to permit more creative and cost effective projects that directly respond to the area's unique topography.
- Community leaders--public and private sector--need to spend more time together in a formal setting. The Northland's image will most certainly be improved if the area's influential citizen's conduct open meetings on issues of importance to the area's citizens.
- A thorough re-appraisal of Northland governments' policies toward natural systems should be started. Local residents cherish the "openness" and "rural atmosphere" of Northland. Others will too.
- All businesses and governments in the Kansas City Metropolitan area should conduct "energy impact" studies of all major capital investments. Current policies and practices, especially those affecting the movement of goods and people, should be re-appraised.

■ The principal of "leverage," that is, using the public funds to directly attract private investment, should be employed as a "test" for all major capital expenditures. Much public capital is spent to induce development, but many of the facilities created are not fully used.

■ The tax structure of the Kansas City Metropolitan area is confusing and is not used to encourage investment. Rationalizing the tax structure will take time, but a system of abatements, deferrals, or exemptions targeted to high priority areas should be devised.

There are three specific capital investments we urge for immediate implementation:

■ 64th Street (Route 45) should be improved as planned from Interstate 29 to Broadway, connecting through to 68th Street corridor, with special care taken to maintain the unique character of the creek crossing, as well as provide a well-designed, landscaped section both east and west of I-29. Such road improvement will provide an attractive and important east-west linkage.

■ Additional northbound ramps should be provided at the intersection of 64th Street and Interstate 29, reinforcing the 64th Street corridor as well as providing important access to major real estate holdings.

■ The city should commission and implement the conclusions of a major urban design study of the North Oak and Barry Street retail corridors. Recommendations from such a study should focus on access, land use, and design aspects of both existing and proposed strip commercial development.

Please refer to the text in the project concepts section. There you will read about three suggestions that make sense to us. We hope the community takes time to explore the possibilities.

The metropolitan context

The steady evolution of the Kansas City metropolitan area is directly connected to the forces of growth and change in the national economy. As the nation moved West, Kansas Citians were there to supply and warehouse the needs of a mobile population. They also gathered the produce of their four-state hinterland and redistributed corn and grain to a hungry nation. To keep pace with the movement of the country, one of the nation's most important transportation centers was created.

Kansas City made connections. A city grew and prospered. Between 1920 and

1970, Kansas City and its six-county metropolitan area doubled in population.

But, in the '70s, Kansas City's connections to the national economy weakened. For the first time in its history, the metropolitan area lagged behind the general rate of growth of other region-serving cities west of the Mississippi.

An ambitious annexation program has doubled Kansas City's land area since World War II. Yet, despite this jurisdictional expansion, Kansas City proper is suffering population losses.

THE NATION

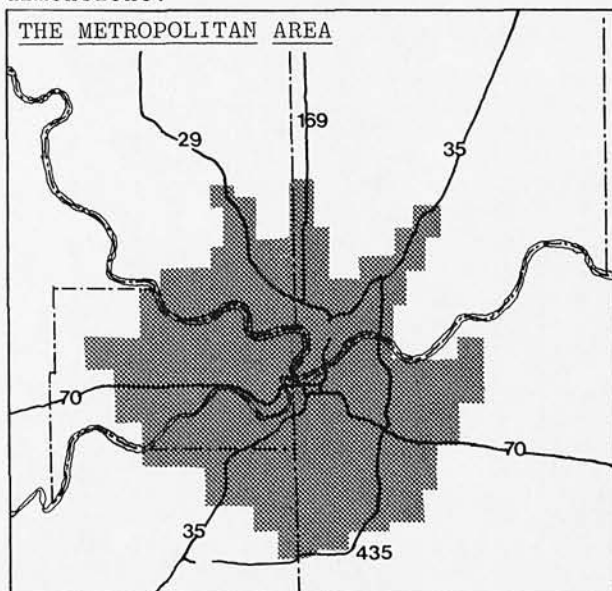


THE REGION



This combination of absolute loss of population in the center city and the area's relative decline of importance in the rapidly growing West indicate that the bases for civic decision-making have changed.

On the national level, the '70s are marked by an unprecedented series of economic dislocations. Investment decisions in the private sector and public policy choices are being made with sometimes agonizing deliberation as decision makers grapple with high inflation of unprecedented duration and energy problems of seemingly unknown dimensions.



Rapid changes in technology and communications methods and equipment, a sustained decline in worker productivity, and the deteriorating position of labor-intensive manufactured goods and the dollar in the arena of international trade are other forces that have been at work on the national economy in the last decade.

The effects of these forces are ultimately translated into changes in land use. For example, in the late '50s and early '60s, energy and inflation were minor considerations in investment and policy decisions. Gasoline was cheap and government encouraged its use by building highways and helping to finance homes in suburbs. People and employers took advantage of these subsidies and tended to move away from center cities. As a result, many cities, even those in growing metropolitan areas, lost population and bore the burden of a declining tax base.

The forces of economic change have also provided the impetus for another type of migration. Entire sections of the East and Midwest are gradually losing comparative advantages to areas of the country that are characterized by one or several of the following factors: by good climate, a highly talented or low wage labor force, energy resources, natural or scenic beauty, or state and local programs that provide deep subsidies to employers.

Kansas City, the city that made connections, is at a crossroads.

The city's extraordinary network of highway and rail facilities has not proved to be capable of sustaining a dynamic economy. The city's basically sound and diversified economy is composed of many small firms and few headquarters. Big private sector decisions affecting the local job opportunities are made elsewhere. Less than 1,000 jobs per year are added to the local economy by new firms entering the metropolitan area. What job growth there is, comes from internal expansion of existing firms.

Livability is the connection to a vital future. If the city is to grow with the momentum of the past, the city's greatest asset, its livability, must be systematically brought to the decision makers of the land. As advances in communications technology and the shift in the structure of the national economy to office and service functions continues, more and more location decisions will be based on environmental quality considerations.

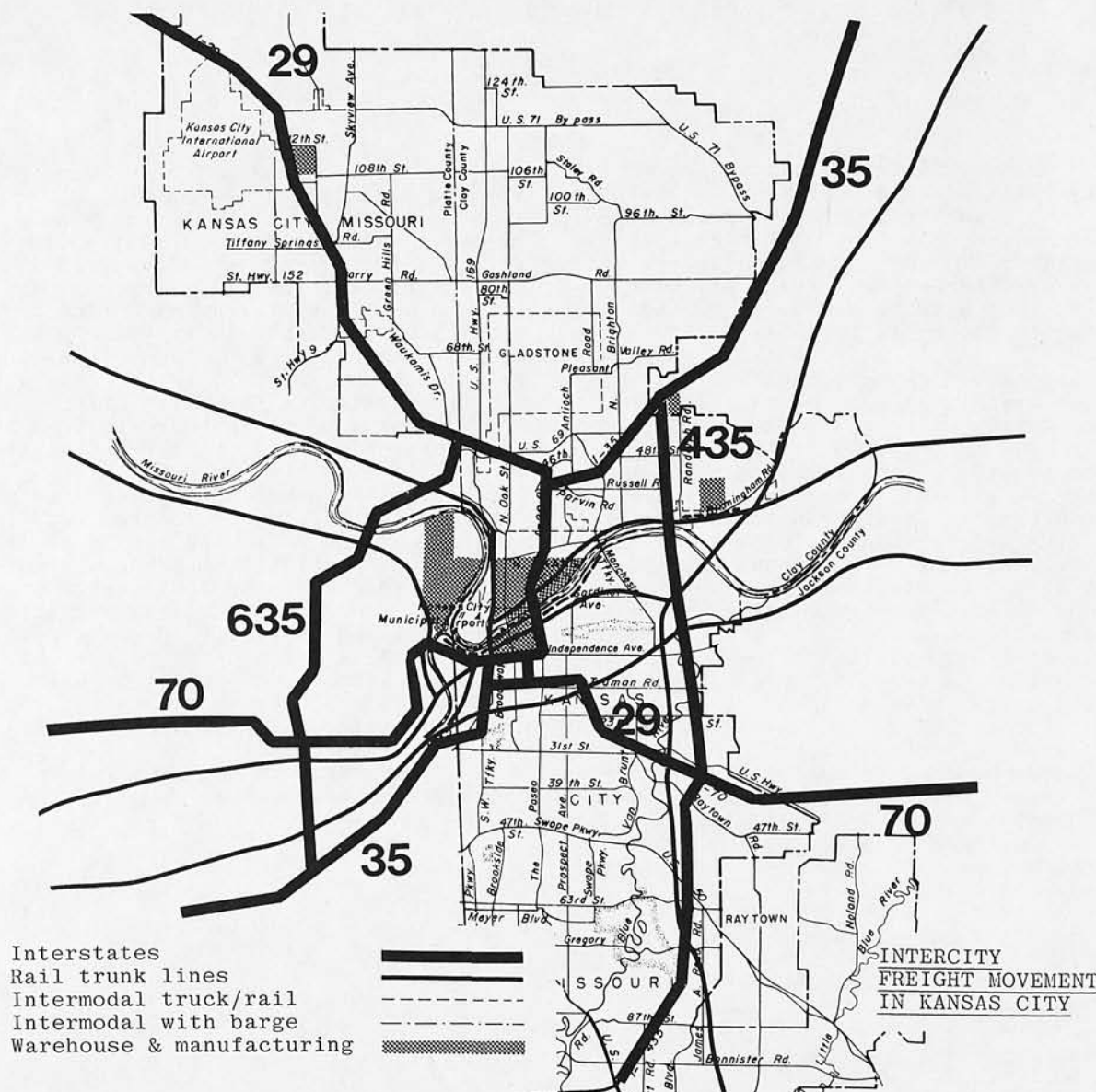
Before this can occur, big decisions must be made at home.

KANSAS CITY'S NORTHLAND

Just beyond the fully developed bluffs overlooking downtown and just beyond the industrialized "bottoms" on the banks of the Missouri, lies the region's urban frontier, Kansas City's Northland. There, unexpectedly, one encounters virgin forest, gently rolling hills, and creeks galore. One also encounters contrasts: the visual disorder of scattered development, fourth generation farms, a \$500,000,000 airport, tiny rural villages, modern shopping centers, trailer parks, super-highways free of congestion, executive quality homes, rutty, high-crown side roads, and, search as you may, no center that corresponds to the scale of the other half of Kansas City. The Northland is 51 percent of the City's land area, yet contains less than 15 percent of its population.

Aesthetically, when compared with areas equidistant from downtown, but to the south, the Northland might well be in another world.

During the city's heyday after the turn of the century, two great urban designs shaped the city and pulled Kansas City southward. These were the network of boulevards, parkways, parks and fountains. and by the legendary J. C. Nichols, the Country Club District, perhaps the nation's



finest subdivision. Mr. Nichols also developed the Country Club Plaza, the nation's first shopping center. These set standards for excellence that endure to this day. This took vision.

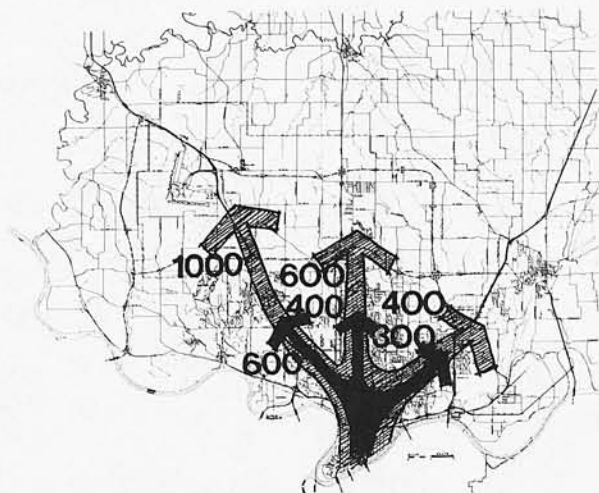
When Mr. Nichols laid out the Country Club area, he faced severe obstacles or development constraints: a marshy, weed-infested area littered with trash dumps, an old hog farm, and a brick kiln that breathed black smoke over Bush Creek Valley.

DEVELOPMENT HISTORY

As the Country Club District was developed and then extended into the Northeast corner of Johnson County, the flatlands across the river in Clay and Platte counties slowly grew to become the hub of Kansas City's rail network. Housing for industrial and warehouse workers was built on the bluffs and up along North Oak Street and along the interurban line to St. Joseph.

The Northland, without either the amenities of J. C. Nichols' projects or a park and parkway system, acquired an "other side of the tracks" image. Between 1920 and 1950, southern Kansas City and northern Johnson County added over 250,000 residents. Meanwhile, Platte County's population hardly changed and Clay County grew to 45,000 from 20,000 in 1920. The

two counties' development regulations were quite lax; few large projects were undertaken. Even today, over two-thirds of the area's quality housing is south of the river.



CORRIDOR DEVELOPMENT PACE
NEW RESIDENTIAL UNITS/YEAR

■ 1975-1980
▨ 1980-1985

The Missouri River defined the limits of the city and was an effective barrier to "Kansas City style" housing. Clay and Platte County were independent.

Following World War II, the metropolitan area entered its second boom in this century. (The other occurred just before the Depression, working neatly into Mr. Nichols' plans.) At the same time, the city began to annex the unincorporated areas of Clay and Platte counties near the river. Also in this era, the river barrier began to be breached by bridge building. Since the War, an equivalent of one traffic lane per year has made going north a little easier.

The city's annexation program picked up speed in the '50s. By 1962 the present city limits were defined. And then the segments of the Interstate Highway System began to open up the far reaches of the Northland. By the early '70s the system as it exists today was complete.

But, far more than roads, both city planning and zoning practices and the rapid extension of full-service water and sewer systems into Clay and Platte counties emphatically shaped the contours and dimensions of recent Northland development.

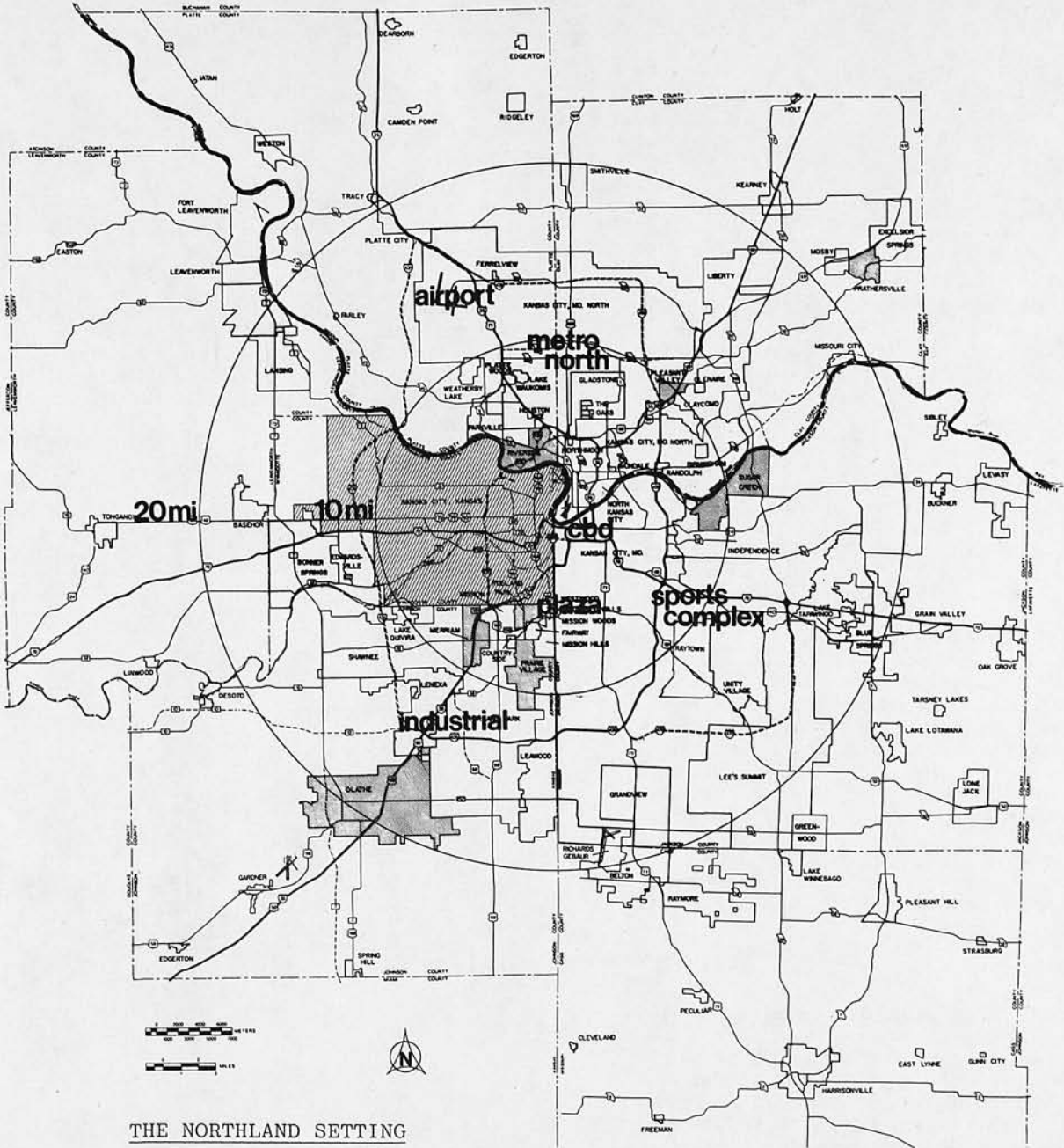
The city annexed territory to capture the tax benefits of expected growth

and, in the last and biggest annexation, to create a site for the new airport, opened in 1975. The Missouri law that permits annexation of adjoining unincorporated land by charter change provides that, to enjoy the law's benefits, the city incurs a responsibility to provide full urban services. What's more, the city must demonstrate the fiscal capacity to provide these services.

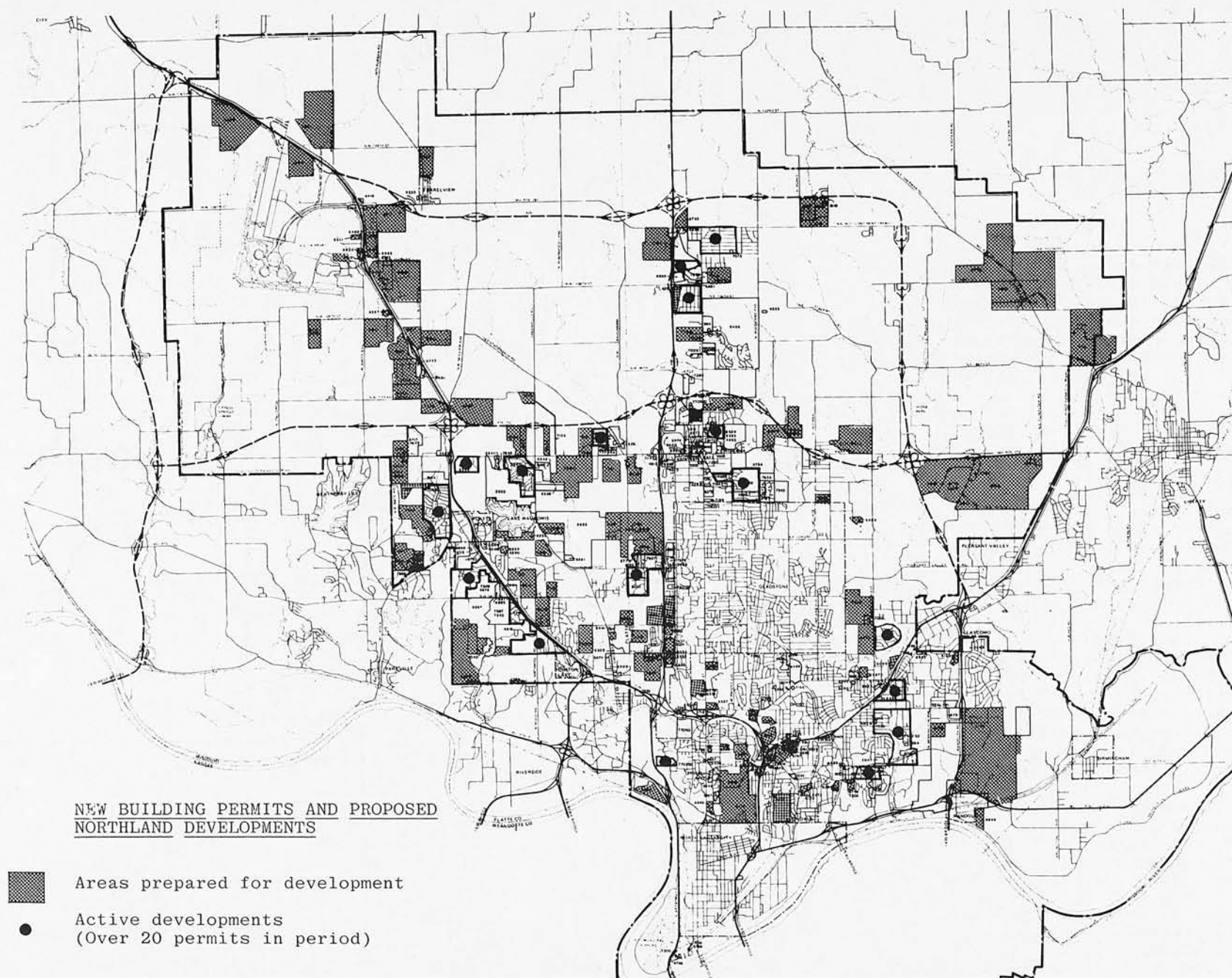
The City of Kansas City embarked on a program of sewer and water systems. Plans to fully serve the 100,000 Northland acres in the city limits were drawn. Construction proceeded. By last year, sewer and water mains were in place in over 70 percent of Northland. Developers responded.

Applications for new subdivisions flooded city hall. Most were approved. Added together, plotted lots in single family subdivisions are sufficient for over 15 years' residential demand at current absorption. (The case is more extreme with apartments. Over 15,000 units are approved; annual demand is under 400 units). The location of the subdivisions bears a direct relation to the location of water and high speed roadways but little relation to each other.

The housing market has failed to respond to the optimistic expectations of developers and the city. Active projects, more scattered but than the more numerous approved but



THE NORTHLAND SETTING



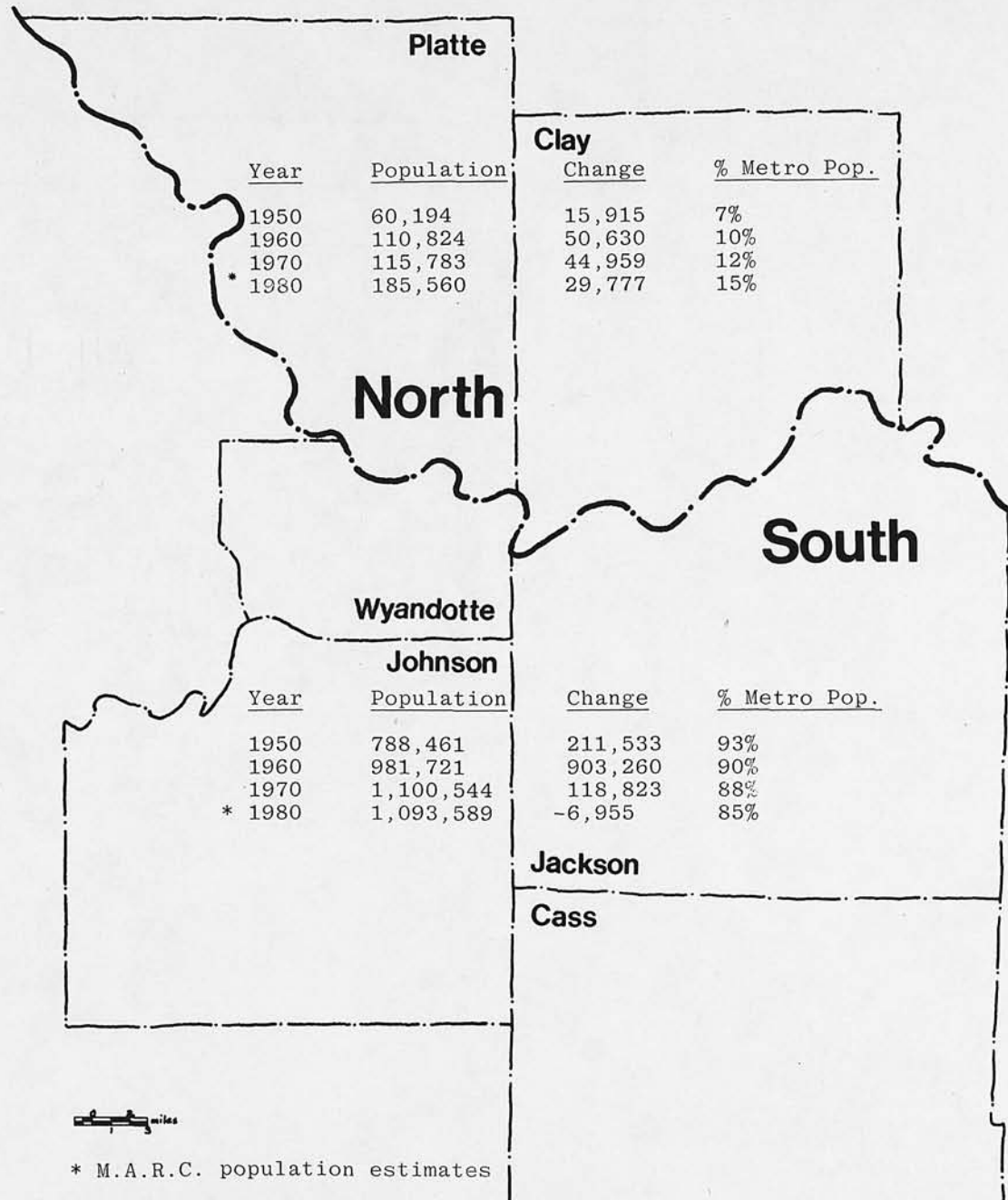
KANSAS CITY METROPOLITAN AREA
POPULATION TRENDS

inactive projects, show even less correspondence with any reasonable concept of orderly growth. (Development also continues to occur within the over twenty political jurisdictions that are surrounded by Kansas City, albeit at standards lower than those of the city.)

There is a pattern to Northland development, nevertheless. Over 70 percent of new housing in Northland is generally south of Barry Road. Though in an erratic manner, this housing straddles the main North/South corridors.

Developers working the Northland market tend to be small and because the market has been fickle at times; projects are also small; few apartment or single family projects are over 150 units. Several subdivisions are of superior quality; these move most quickly. Though many new homes sell for more than \$100,000, the bulk of new construction is in the \$50-65,000 range.

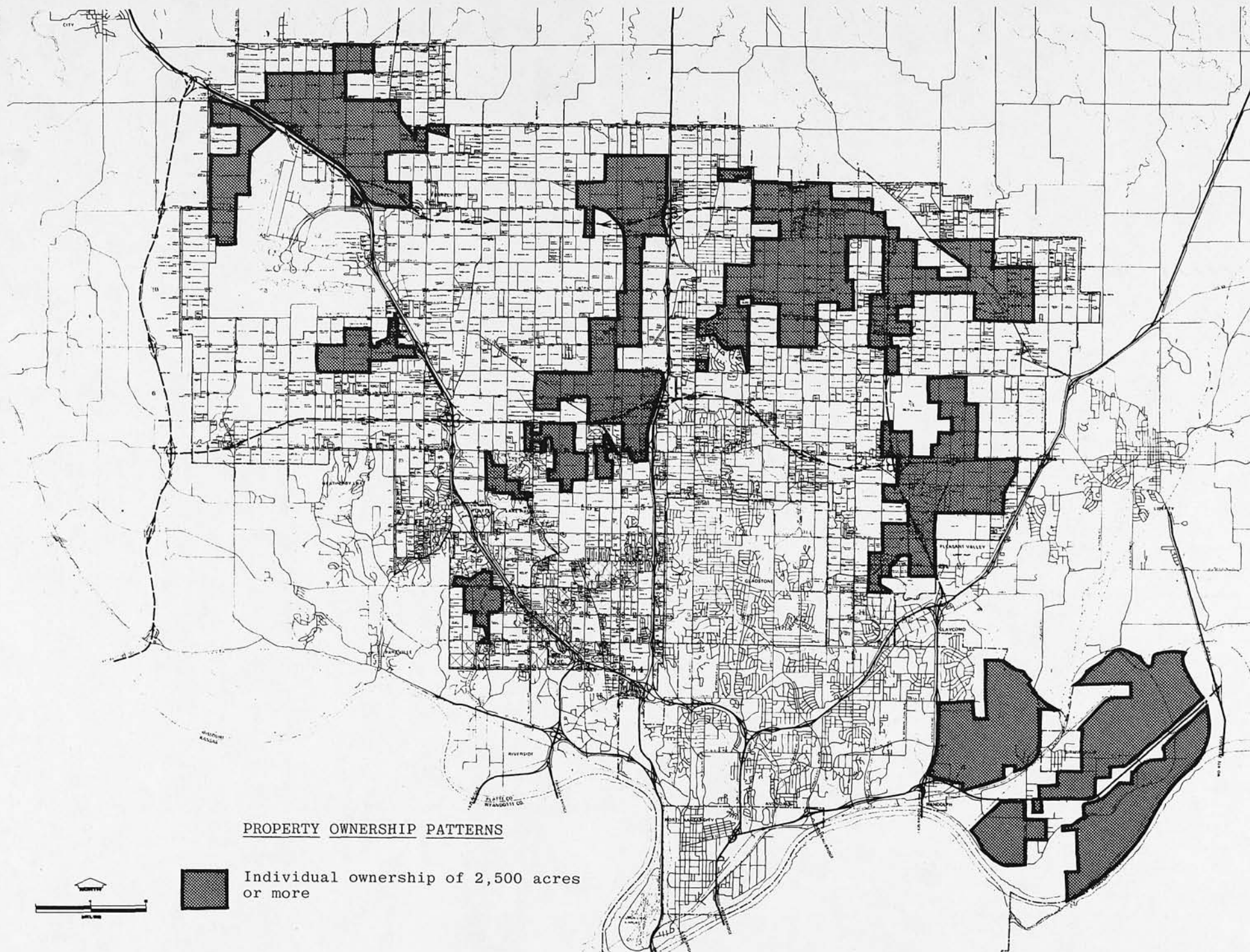
The city "opened up the frontier", but did so with little recognition of market economics. The big annexation of the Northland coincided with the gradual erosion of the Kansas City region's postwar growth rate. The commitment of the city's capital to the northern expansion was premature and, now that energy uncertainties plague so many decisions, the promotion of "suburban sprawl" appears to be ill-timed.



(A recent newspaper article reported that if gas rationing comes to the Kansas City region, over one-half of the area's residents - who commute over 10 miles on average - would be hard pressed to get to work. The city's bus system carries less than 90,000 persons per week.)

It is time for some hard decisions by decision-makers at home. It is time for the J. C. Nichols of the '80s.

The city rightly desires to expand its tax base, but doing so in the fashion that is emerging in the land use pattern promoted by the city's water and planning practices, may be counter-productive in the long-run. First, scattered development is capital intensive. (It costs more to serve far flung, low-density housing.) Second, scattered development does not promote a cohesive community, and the city is not promoting one. Northland gets less than seven percent of Kansas City capital improvement funds. These are spent on growth inducing projects, the sewers mainly, not on community facilities.) Third, scattered development wastes energy. Fourth, scattered development encourages speculation in real estate. Fifth, scattered development does not look good, and if it continues, may thwart the city's ambitions more severely than market limitations. Sixth, scattered development needlessly consumes the extraordinarily beautiful natural features of the Northland. Seventh, scattered development deters the creation of an economically and socially balanced community.



THE AIRPORT PHENOMENON

A tidal wave of property speculation swept the Northland when the city announced Kansas City International Airport. The effects of this scramble for land near the 4,500 acre facility continues to ripple in the Northland.

Raw land and farm land was being swapped in a dizzying elevator. Property that traded for under \$1,000 per acre in the late '60s, wound up, as the wave reached its crest, at the unremarkable \$15,000 level. Owners are now asking for, but not getting, \$3,000 for similar property. At a ratio of about five to raw land's one, developed property (streets, landscaping, utilities) went through the same boom-bust cycle. The goal: industry. The result: banks own about one thousand of the five thousand acres zoned for industry on the flanks of the airport.

City officials and developers believed that the presence of the airport would, by itself, induce great numbers of new industries to move to the Northland. But experience at other big, new airports - those well-removed from central cities - should have washed optimism with caution.

Some speculative buildings have gone up around the airport, but these have been slow to rent.

Too many motels were built, too. As a result of overbuilding and property speculation, lenders are leery of the airport area. This is unfortunate. Any new location needs speculative building to establish itself. Without space to rent, there is no there there. But with too much space hanging over a market, a bad reputation gathers around a project regardless of its locational attributes.

To be sure, several important, though small, facilities have opened at the industrial parks near the airport. These are single tenant operations that need direct access to planes for speedy distribution. And, for executive convenience and fly-in/fly-out conferences, a growing but limited market for conference and office space can be discerned. It must be emphasized that these are specialized markets and to capture them - usually from outside the metropolitan area - heavy promotion expense is required. The area around the airport is not a general purpose industry or warehouse district. Because of these factors, airport industrial land will be absorbed at the modest rate of 10 acres per year.

The metropolitan area's industrial land demand will be shared equally by the "bottoms" and by Johnson County, an area which employs an

array of industrial inducements not available in Kansas City. There, public officials provide special financing and grant rebates for property improvements.

Growth strategies and alternatives

BASIC THRUST

The 160 square miles of Kansas City north of the Missouri River represent an investment in the future almost unique among American cities. This act of foresight carries with it the implied commitment to maintain these benefits equally for successive generations. Foremost, it means building the preservation of the Northland's unique qualities directly into its growth and development through:

- Creation of a distinctive Northland image competitive with areas south of the river;
- Attraction of a larger share of the regional market to justify existing investment;
- Provision of specialty commercial facilities as needed for existing and new residential areas;
- Building on existing and committed infrastructure, and delaying development of additional infrastructure.

GENERAL STRATEGY OBJECTIVES

A wide range of values, supportive of investment, can be achieved at minimal cost provided that:

- Incompatible land uses that erode committed investments are resolved;
- Existing public investments are conserved by focusing initial development priorities;
- The impact of existing and proposed major development of surrounding values is recognized;
- The natural environmental amenities that enhance existing developments are protected.

Maintenance of present values and their continual enhancement within a responsive development and growth process must be assured. This means:

- Forestalling environmental degradation;
- Parrying negative locational trends;
- Providing a sound fiscal/economic and social climate for development;

- Providing maximum stability of investment through integration of all support and environmental systems, community linkages, educational and recreational components;
- Establishing permanent open space amenities by:

- protecting environmentally sensitive or unique areas;
- reinforcing existing parkland and green belt systems;
- introducing open space buffers around high density development;
- creating diversity in open space resources, from active to passive recreational uses and farming.

Maximum flexibility should be provided to assure long term development options. This means:

- Focusing near term efforts in the better serviced sector south of Route 152;
- Encouraging clustering of development near transportation corridors and major interchanges, thus allowing for more energy efficient passenger movement;
- Stimulating agriculture as an interim activity, thus assuring productive use of major interspaces, especially north of Route 152.



PRESERVATION OF AGRICULTURAL LAND

Any strategy to retain agricultural land must clarify whether the intention is to:

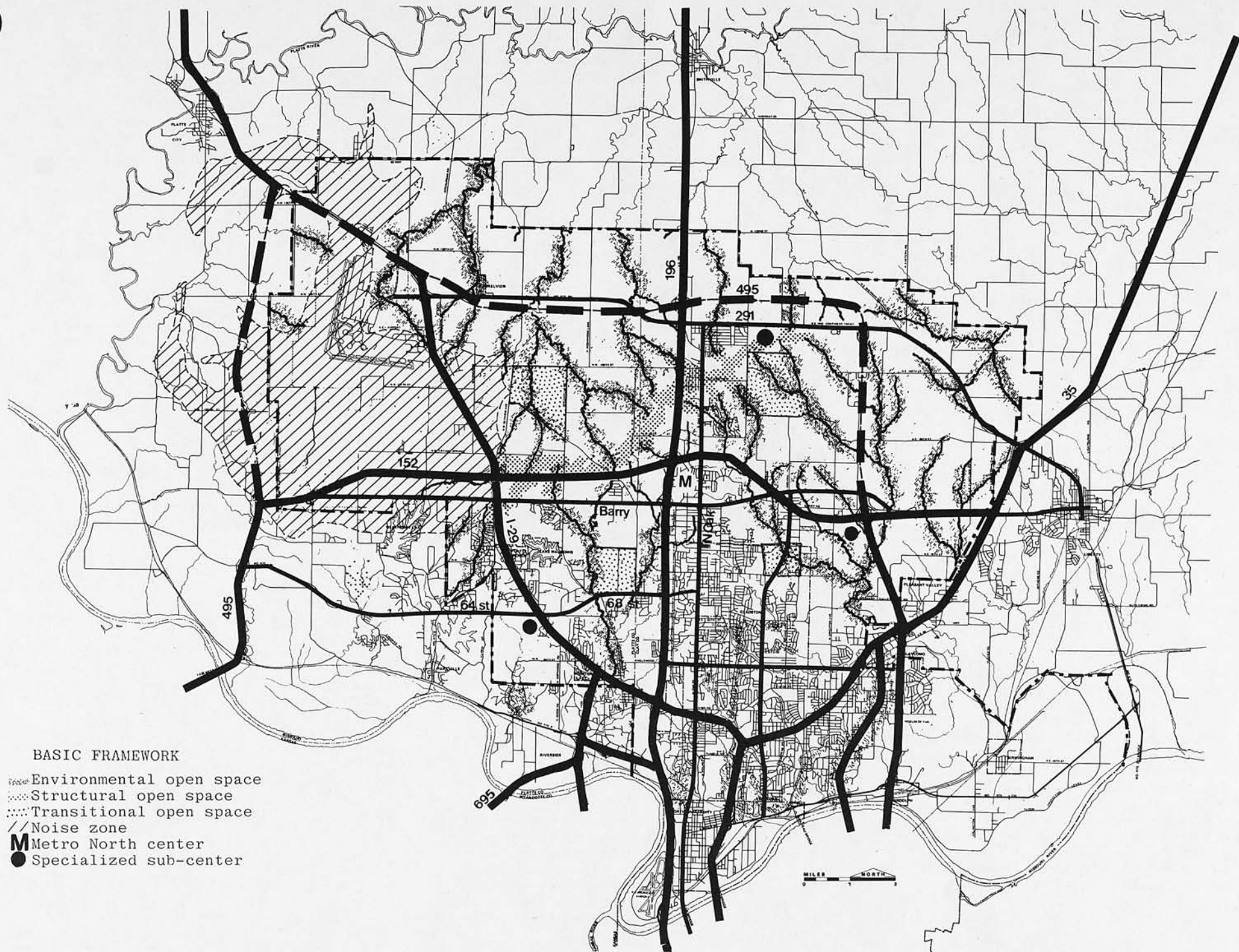
- Retain farmland for a period until "ripe" for urban development; or
- Retain farmland in perpetuity.

In the past, the confusion of motives for trying to preserve farmland usually resulted in failure. Motives include:

- Preserving farmland to keep options open for the future;
- Preserving farmland in the urban fringe to provide cheaper services through more compact growth;
- "Our children's children will starve," hence the "prime" farmland argument;
- Farmland is beautiful, natural, etc.

The optimum use of the land resource should be our concern. All these motives are appropriate in the proper context.

Thirty-four states have legislation for assessment of property taxes on farmland at use value. This technique has not been successful in most cases. There would be a lack of incentive to participate in Kansas City due to the earning tax reducing the property tax burden. In most cases, the use value assessment is given only in return for a covenant not to develop land for a period (usually ten years). In the case of California's Land Conservation Act, owners of land under intense development pressure did not participate. It is suggested that this strategy could work well in Kansas City if it were only applied to farmers within an agricultural district which would also be supported by agricultural zoning. Farmers within the district could be eligible for certain incentives.



A basic framework for growth of Northland has been established, based on analysis of key factors which will affect private development decisions:

- The existing pattern of residential, commercial and industrial development;
- The regional access provided by the expressway and arterial road network;
- The environmental amenity provided by stream beds, natural drainageways and existing park development;
- The open space resource represented by important agricultural land;
- The pattern of land ownership of large parcels;
- The utility information provided by existing sewer and water lines;
- Constraints imposed by airport noise, steep slopes, or heavy industrial development.

By combining these factors, a composite map was created which proposes a strategic framework for growth. This framework embodies a number of planning and design concepts, which should be made explicit:

- The conclusion that the system of major roads needed for anticipated population is now more than sufficient, and that further boulevards or even final interstate construction may be redundant;
- The notion that environmental preservation in Northland may be best achieved through required dedication of major drainageways or natural features rather than by landscaped road construction;
- The conclusion that the Metro North regional center, by its size and location, has captured the available comparison shopping market for the foreseeable future;

■ The recommendation that well-designed, smaller "specialty centers," planned in conjunction with mixed-use development, be used to give Northland a number of highly-imageable sub-centers.

The plan designates a hierarchy of open space as defining features within the grid network of regional highways and materials. The hierarchy consists of three levels:

- Environmental land: the permanent dedication to the public domain of a minimum 100-foot corridor along major streams, drainageways, or other environmental features;
- Structured open space, consisting of the permanent dedication of connecting links across ridge lines between stream beds, as well as a lateral spine along the major southwest/northeast ridge;
- Transitional open space, consisting of the temporary reservation of land as an open space amenity: in initial years as agricultural use, but as urbanization encroaches and agricultural users leave, the land would be maintained as preserve until needed for development.

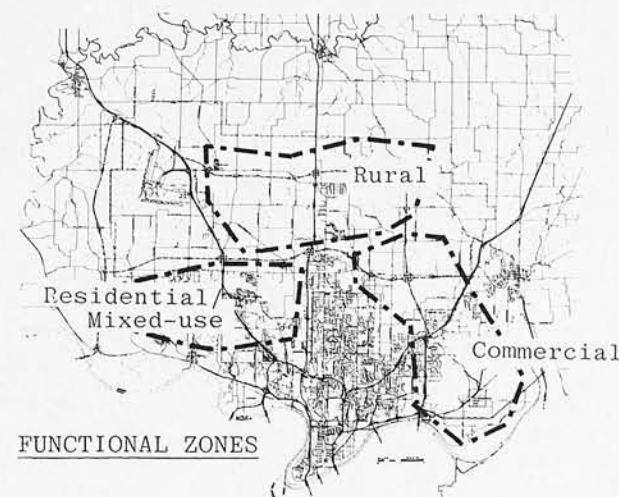
The 1990 expected noise contour for the KCI airport is also defined. No residential development is proposed within this zone.

Locations have been selected for the subcenters described above. Each will have its own identity and market image related to its Northland and metropolitan location. These centers are:

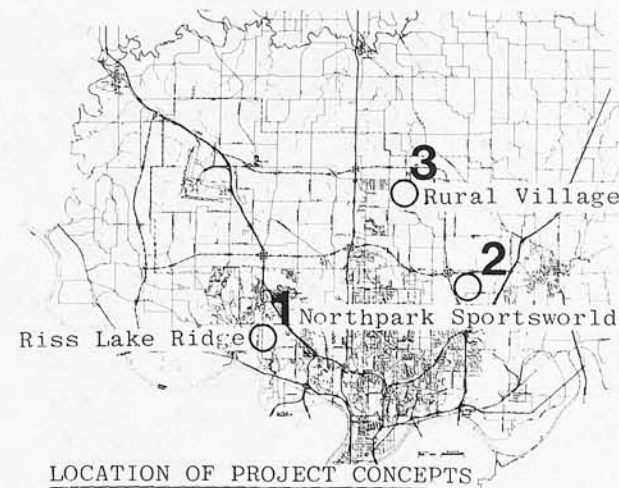
- A mixed use center located west of I-29 at Route 45;

■ A major private indoor sports arena for tennis, handball, running, etc., located adjacent to I-435;

■ A low-scale, independent "village," developed adjacent to agricultural land and proposed transitional open space.



FUNCTIONAL ZONES



LOCATION OF PROJECT CONCEPTS

GROWTH ALTERNATIVES

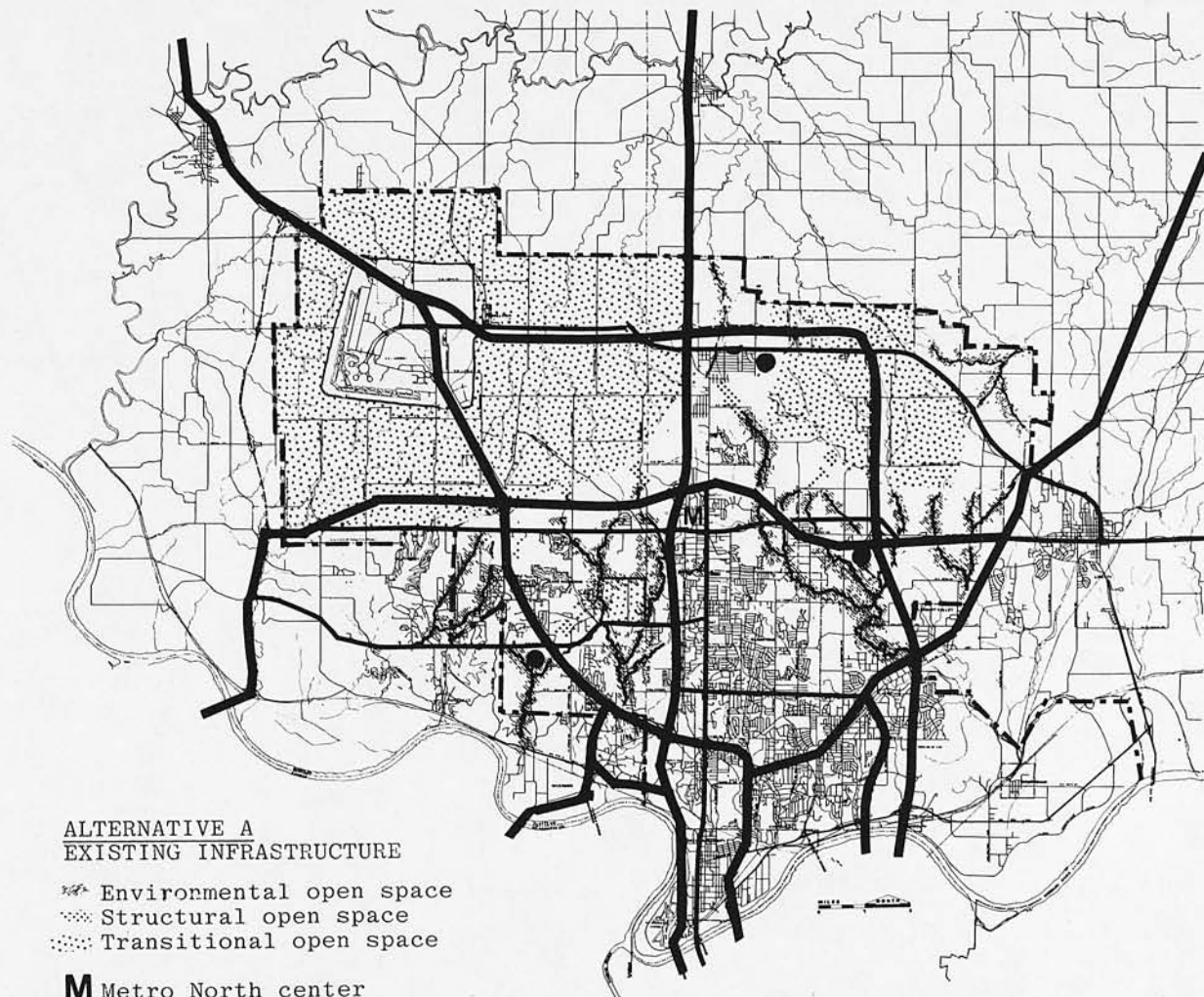
The future direction and magnitude of growth in the Northland area are functions of many different market and development factors.

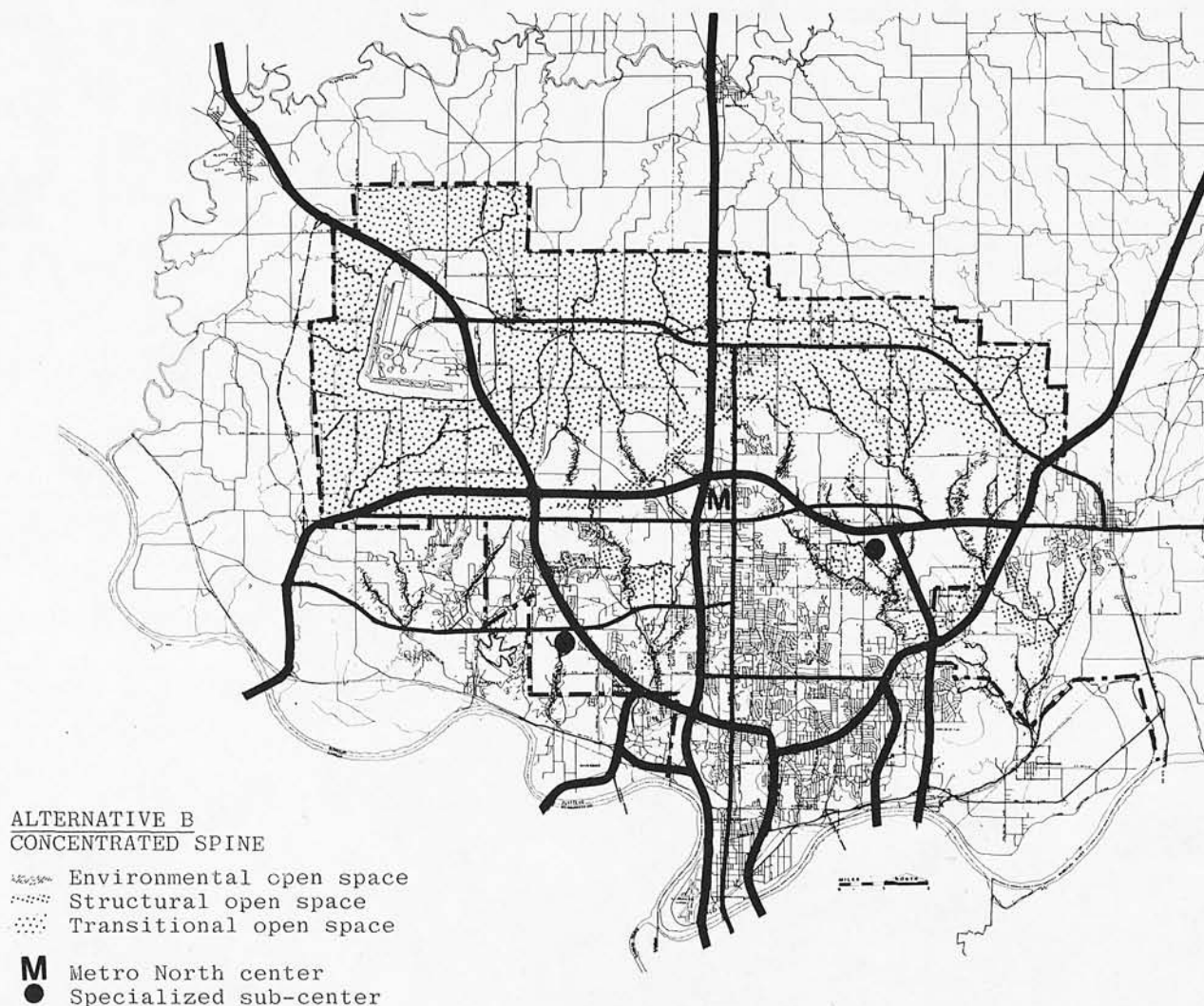
Based on the framework discussed earlier, two potential growth strategies have been investigated by the R/UDAT. These alternatives concentrate on design and planning ideas for the medium-term future; they are intended to examine ways to guide the next stage of development.

A) Existing Infrastructure

Alternative A examines the medium-term implications of growth based on currently in-place infrastructure. It concentrates development primarily south and to the northeast of Route 152, with a development corridor extending northward in the serviced area parallel to Route 169.

In order to maintain the maximum viable agricultural acreage, incentives would be formulated to ensure that farmers would be guaranteed long-term (ten-year) residency on their land; license to renew would be available at five-year intervals. This privilege would be extended to all farmers in the area north of Route 152 with the exception of those whose land falls into serviced zones.





formulated to ensure that farmers would be guaranteed long-term (10-year) residency on their land; license to renew would be available at 5-year intervals. This privilege would be extended to all farmers in the area north of Route 152 with the exception of those whose land falls into serviced zones.

B) Concentrated Spine

Alternative B explores the development resulting from the assumption that I-435 does not go ahead. (This is a possibility, given current federal review procedures relating capital investment to population location.) Under this assumption, new development could be concentrated along a corridor served by the Route 152 east-west spine.

Development sites would be defined by open space ravines and served by ridgeline cul-de-sacs and loops perpendicular to the Route 152 spine.

As land to the north of this corridor would not be served by major road access, it would provide the longer-term function of agricultural land until I-435 proceeded.

Project concepts

The R/UDAT has identified three prototype projects to demonstrate the policies and design guidelines set forth in the strategic growth plan, which calls for close coordination between the public and private sectors. The projects will be described in order of suggested planning.

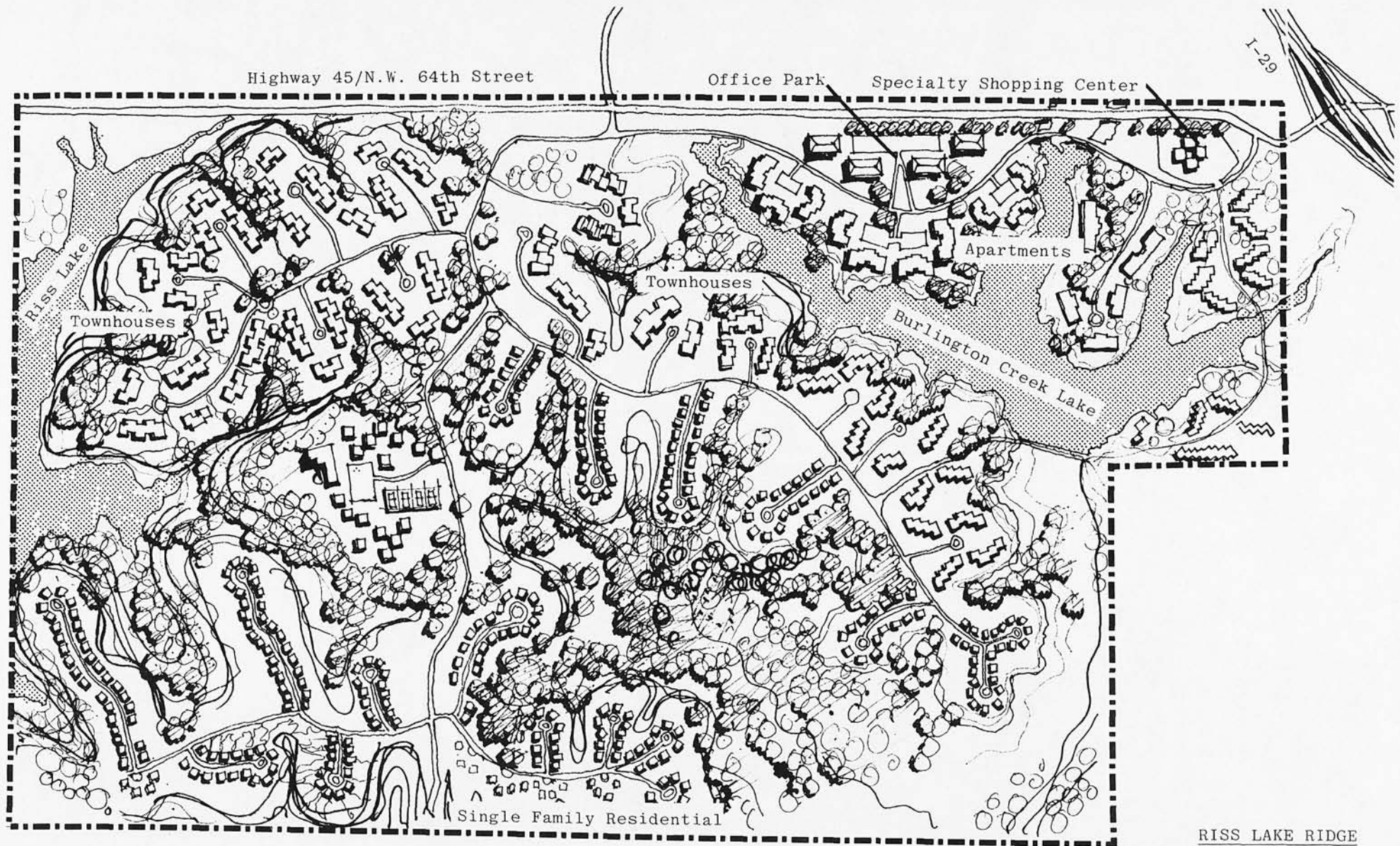
PROJECT 1: RISS LAKE RIDGE

This 700-plus-acre site is located in the southwest quadrant of the I-29 and Highway 45 intersection. The site is bounded by the 200-acre Riss Lake on the west, Highway 45 to the north, Burlington Creek on the east, and 56th Street on the south. The site straddles the north-south ridge between Riss Lake

and Burlington Street. Klamm Drive is the ridge line road and will serve as the major entry road to the project from Highway 45.

The project is intended to demonstrate the character and marketability of a large scale planned unit development with a diverse mixture of residential and commercial products and leisure time amenities. These are intended to attract a much larger share of the Northland market than a similar inventory of smaller single use projects, such as those currently in Northland. Its location further takes advantage of its quick access to the I-29 corridor and its proximity to the planned marina on the Missouri River at Parkville.



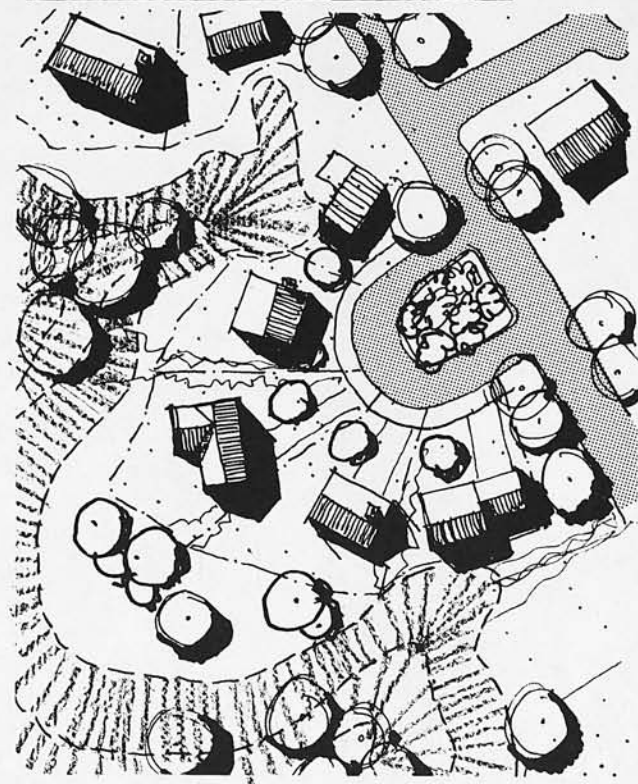


Proposed residential land uses include approximately 2,000 residential units, evenly split between single family detached and multiple family attached products. The majority of the residential units face Riss Lake or Burlington Creek permanent open space. Residential frontages to these amenities will be scalloped to create maximum frontage to interior residential units.

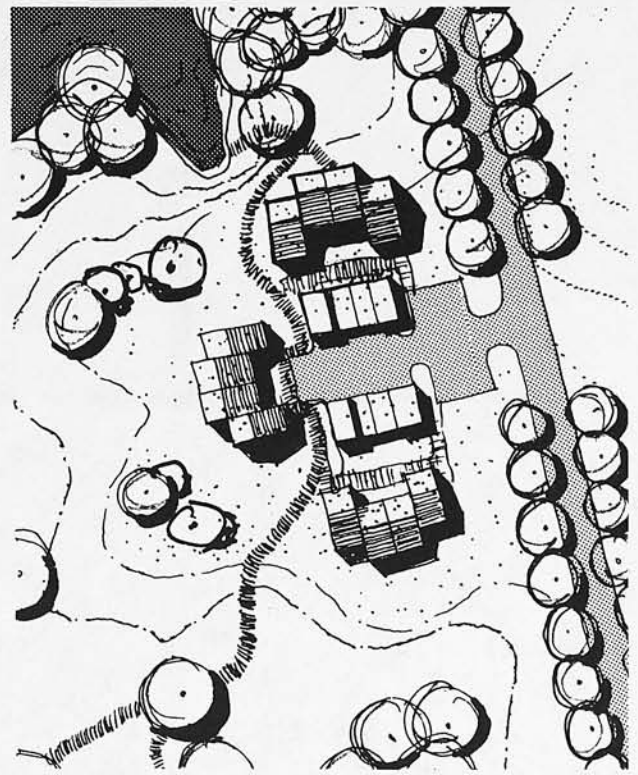
Proposed commercial land uses include a 250-plus, high room rate, resort hotel with Riss Lake frontage, a 100,000-square-foot speciality shopping center with 50 percent of the space devoted to eating and drinking facilities. With exception of the resort hotel, all commercial uses will be integrated with multi-family apartments and townhouses to create a village center image. In addition to the above uses, the village center will be abundantly landscaped and offer such additional amenities as a central plaza, bandstand, theater and childcare facilities. The village center will be accessible from I-29 by automobile or public transit and will be connected to all contiguous residential areas by pedestrian/bike trails.

The full development of this project will be assisted by the completion of the program for the N.W. 64th Street road connector, from I-29 to Broadway. A portion of that construction is in the Kansas City Capital Improvement Budget for '78-'79. The construction of the ramps on the north side of N.W. 64th Street at I-29 will give this project the kind of ingress and egress which it will ultimately require. Those ramps are currently in preliminary design. The right-of-way has already been acquired.

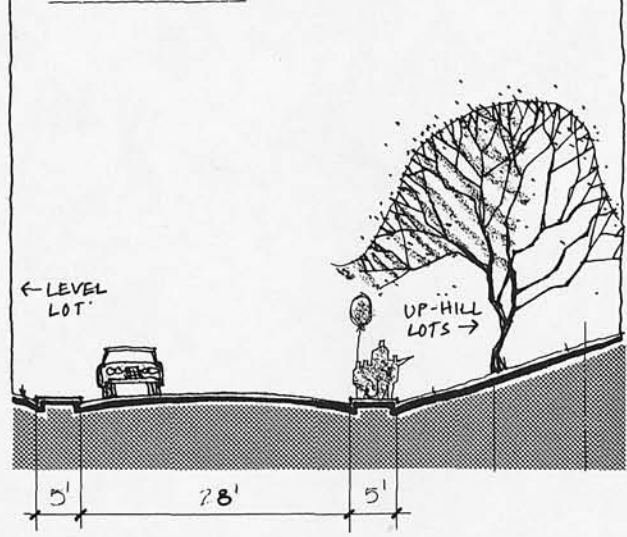
SINGLE FAMILY DEVELOPMENT SCHEME



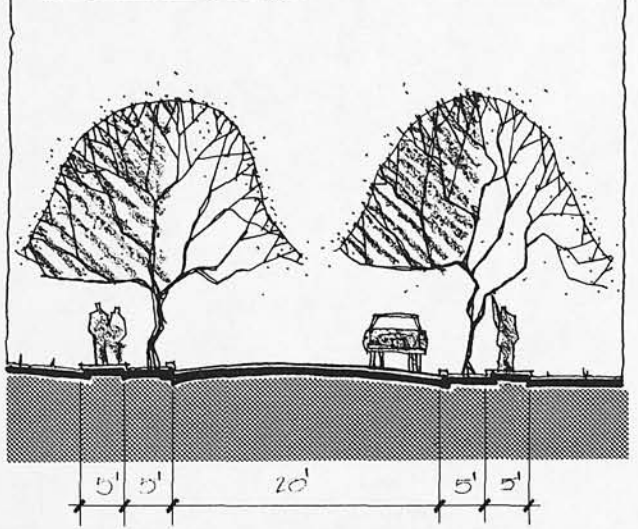
TOWNHOUSE SCHEME

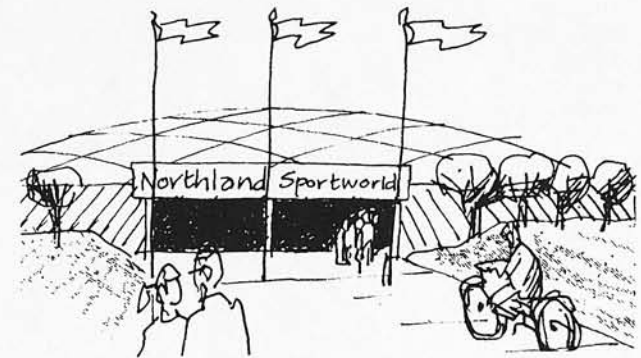
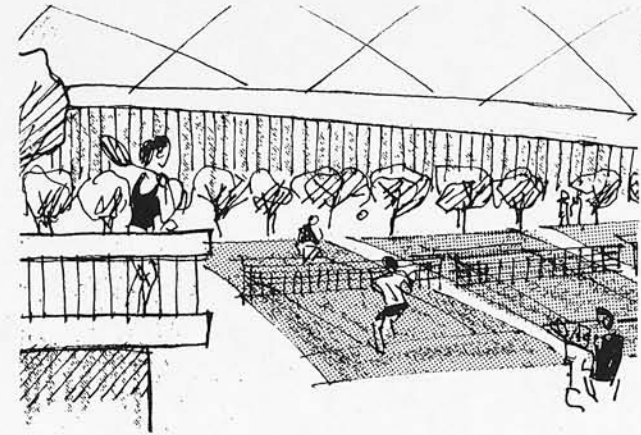
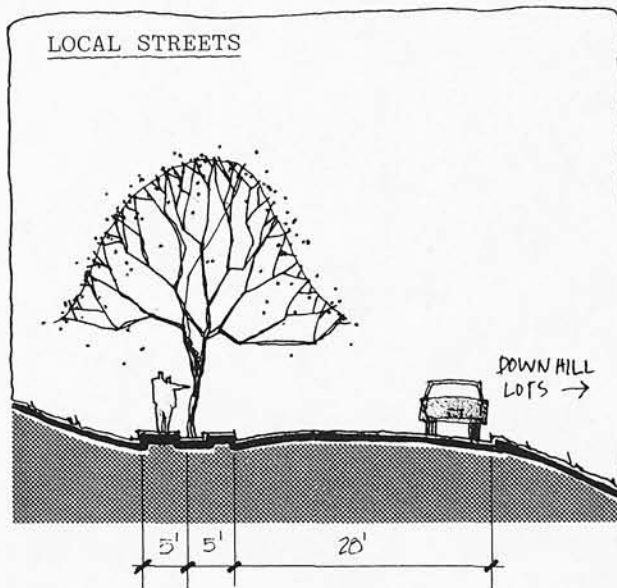


LOCAL STREETS



COLLECTOR STREETS

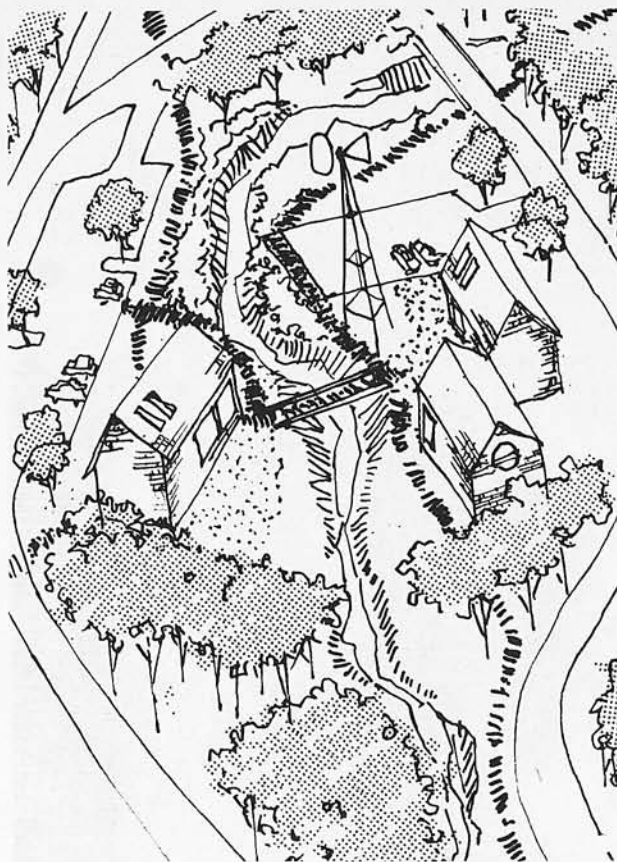




PROJECT 2: NORTHLAND SPORTSWORLD

The Northland Sportsworld concept is a large enclosed participatory sports complex, including up to 16 tennis courts, running track, squash and racquetball courts, and health club. It could be housed under an inflatable fabric roof, similar in concept to the U.S. pavilion at the Osaka 1970 Worlds Fair. Such a structure would provide a large, economic, and flexible space, within which activities can occur at a variety of levels.

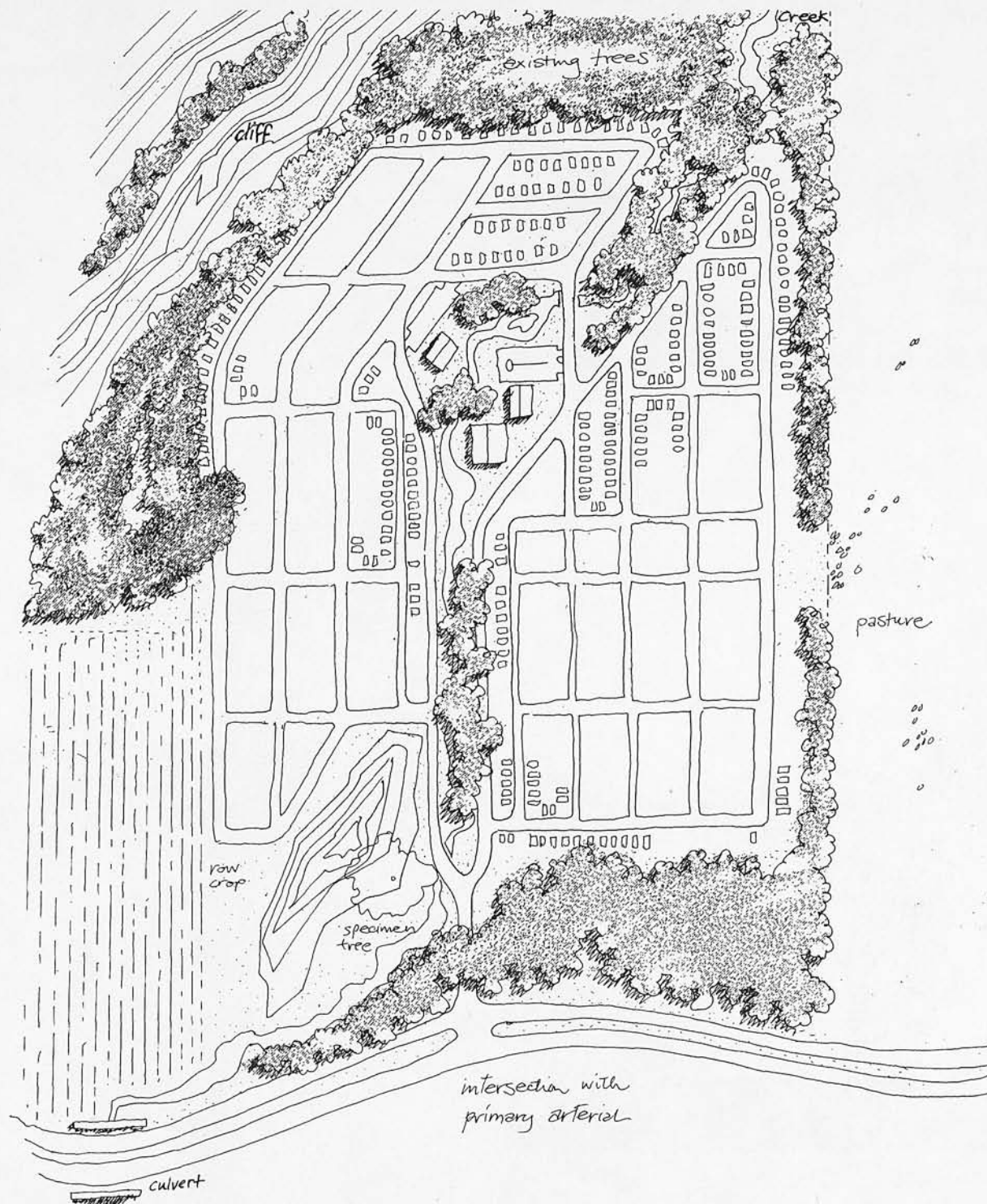
The proposed roof structure itself is a light-weight, light-transmissive, and air-supported membrane. It is composed of cells combining three fabric layers which pneumatically adjust to the changing seasons: solar energy is admitted to the interior during winter and reflected during summer.



PROJECT 3: THE RURAL VILLAGE

The area north of Route 152 is expected to be in a "transitional" stage for some period. This concept envisions a "new" settlement pattern located in the areas where an interim agricultural land use is beginning to phase out. A village center within walking distance for the residents would provide basic convenience services and a visual anchor. A rural road section, a country lane, would reinforce a rural image with surface drainage systems, and graveled pedestrian/bike lanes. Natural features would be respected and road geometry adjusted to minimize the necessity to change them.

The rural village would accommodate approximately 1,800 dwelling units at a gross density of about four per acre. A mix of density types would be utilized.



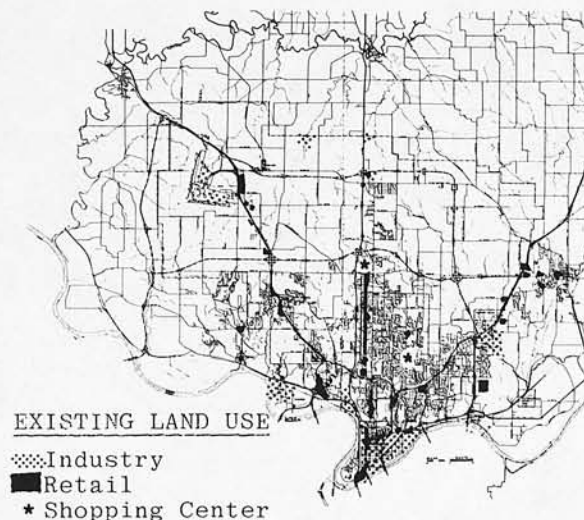


Appendix / Existing conditions

EXISTING LAND USE

The predominant land use is low density residential with scattered nodes of commercial development varying in size from neighborhood convenience stores to two regional shopping malls. Industrial and office parks provide a modest business base. Agriculture remains a viable, economically feasible land use on a large scale in areas which have not yet received urban services. Residential development has occurred along the major transportation corridors spreading north from the Missouri River, especially the I-35, I-29 and US 169 freeways which provide excellent north-south access through the area. In addition, major arterials have spread residential development to the interstitial areas between the freeway corridors. These include North Oak Street, Vivion Road and Antioch Road. Further north is Barry Road, the only major east-west arterial in the Northland at approximately 82nd Street. Several subdivisions have recently undergone development along Barry Road. Residential development north of the river has been predominantly single family low density with numerous large tract farm homesteads remaining from an earlier period.

Commercial development has occurred largely at major transportation nodes such as the US 169-Barry Road intersection in the case of Metro North Mall (a major center of over 1 million square feet constructed in the early 1970's) and the Antioch Road-Vivion Road intersection in the case of Antioch Shopping



Center, the first central mall regional shopping facility in the Kansas City area (constructed in the early 1950's, undergoing conversion to an enclosed mall in 1978). Neighborhood services and convenience retail development has occurred along the major arterials such as North Oak, Vivion Road and Parvin Road where it serves adjacent residential areas. This development ranges from older strip commercial zones with insufficient parking to well planned centers, as well as a great number of food and convenience item outlets such as 7-11 and Quick Trip which are scattered through the study area.

A major amusement park on 160 acres (Worlds of Fun) opened in 1973, east of I-35 near Parvin Road and attracts visitors from all over the metropolitan area.

Several centers of industrial activity are also apparent in the land use inventory. An older industrial district exists in a large portion of North Kansas City, a separate municipality directly across the Missouri River from the Kansas City CBD. Well over half of the land in North Kansas City is devoted to industrial purposes where it has been stimulated by excellent rail access and it has close proximity to Municipal Airport (the main Kansas City air terminal prior to the opening of KCI in 1972).

Recent industrial expansion has occurred on a large scale at two other locations, the International Trade Center East Industrial Park to the east of I-435 at Missouri Highway 210 and Air World Center at KCI Airport. Kansas City now has over 2.8 million square feet of free trade zone space. This innovation has stimulated industrial development in the 100 acre International Trade Center Industrial Park where Ryder Truck and Ford now have major facilities. This planned industrial park has excellent transportation access by both rail and interstate highway.

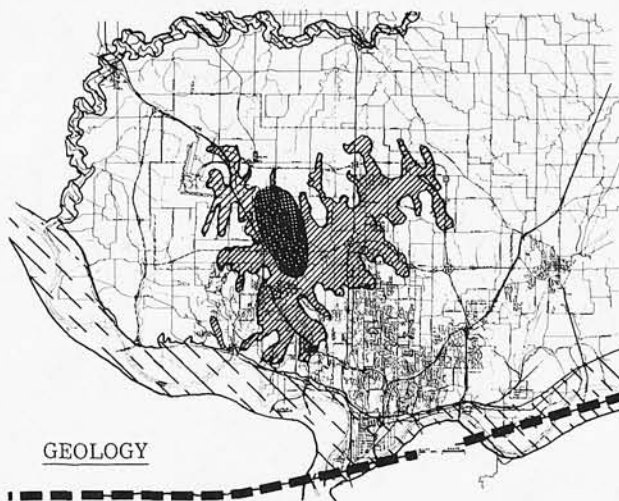
Further north along I-435 in Claycomo is a major assembly plant of Ford Motor Company.

Air World Center in contrast has developed with dependence upon air transportation and interstate highway access. Located east of KCI along I-29 corridor, this planned industrial park has attracted major warehouse and office facilities for Sony Corporation and Toyota. Trans World Airlines has built a major over-haul base and office headquarters which employs 10,000 people making it the major Northland employment center.






THE NATURAL ENVIRONMENT

Geology

In recent geologic time, the advancing Kansan ice sheet pushed large quantities of glacial drift over the area. The glaciation did not extend further south than Kansas City and then receded. This was followed by a period of intensive erosion and simultaneously the deposition of windblown loess, resulting in the attractive landforms which we see today. There are no active fault zones in the area.



GEOLOGY

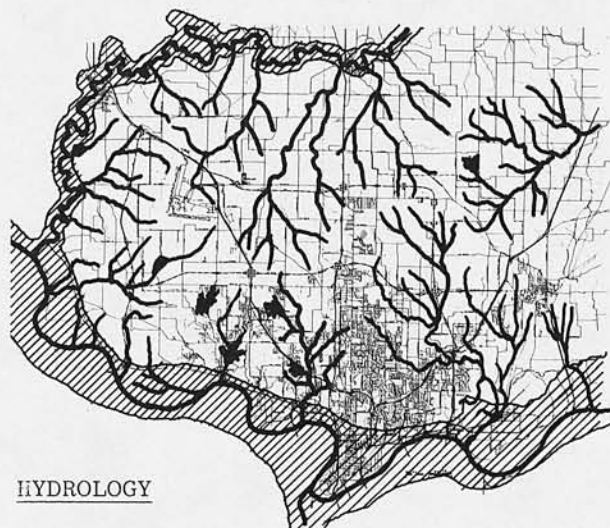
-  Alluvium
-  Alternating beds of limestone and shale
-  Mainly shales with some limestones
-  Coal deposits
-  Southern extent of glaciation

Terrain




The landforms of Northland include incised valleys cutting into the beds of limestone and shale from the broad flat alluvial plain of the Missouri River. Slopes in the south of the area are often very steep. Running ENE, NSW through Northland is a broad ridge of comparatively flat terrain, and streams north of this generally flow northward to the Platte River. These valleys are not as steeply incised as those in the south. Steep terrain is a major constraint for both urban and agricultural use in the area and the dissected nature of much of the terrain is not suitable for large scale agriculture.

Hydrology

The Missouri River is the principal water source of Kansas City and vicinity. The groundwater in the upland area of Northland is not reliable and generally yields less than 50 gallons/minute.



HYDROLOGY

-  Streams, rivers and lakes
-  Ground water yield in excess of 500 G.P.M.
-  Ground water yield less than 50 G.P.M.

Streams in the area are mostly in good health, but some have been seriously polluted by urban runoff. It seems that, unless performance controls are placed on new developments to reduce the quantity of runoff from urbanizing areas and to insure the quality of water which does run off, groundwater supply for springs will be seriously affected.

Soil

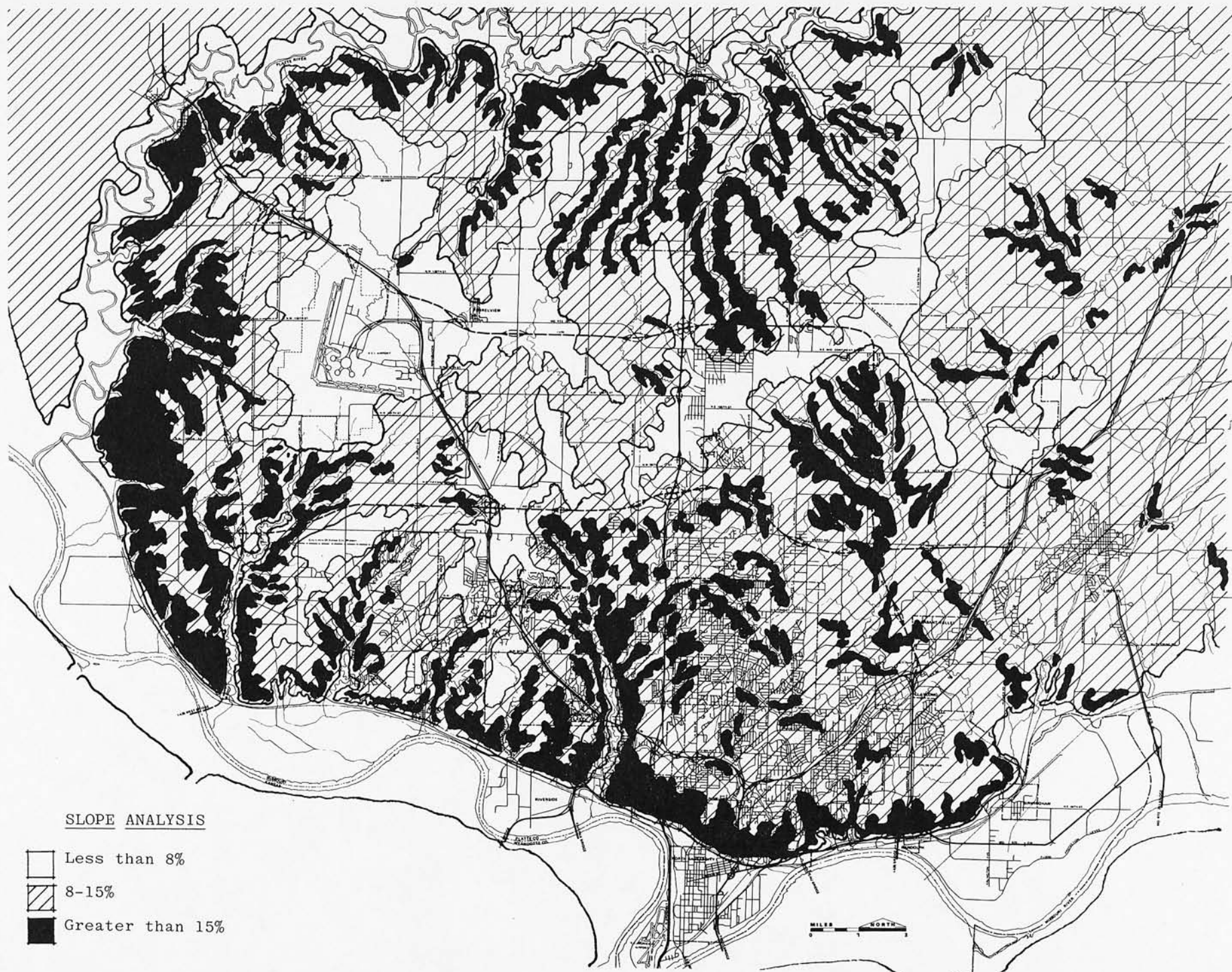
The soils of Northland are highly variable in origin but are fairly consistent in overall quality. The flat alluvial soils along the Missouri and Platte are fertile and productive agricultural soils. Upland soils are generally good for agriculture, but require erosion control measures if used for tillage crops on sloping land.

Climate

There are no climatic factors which restrict development; although locally, snow and ice in areas of steep terrain may be hazardous in winter months. Winds are generally from the south, but protection from cold winds from the north is desirable. Mean annual precipitation is 36 inches, five percent of which falls between April and September.

Vegetation

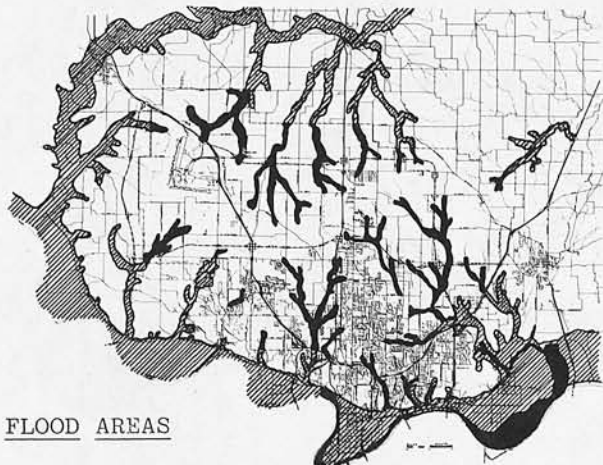
The natural vegetation of Northland is a transition between the grassland prairie and the upland oak hickory forest. The natural vegetation of the alluvial bottom land is a flood plain forest dominated by cottonwoods, silver maple, elm and mulberry. However, only remnants of natural vegetation exist over much of the area, although the steeper slopes along the stream valleys are well wooded. Because of its transitional nature the ecology of the area is unusually rich and diverse.



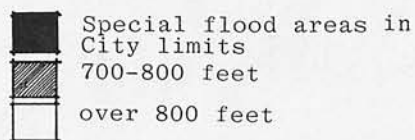
NATURAL CONSTRAINTS TO DEVELOPMENT

In the area, undoubtedly the most restrictive physical factor to development has been the topography. The deeply incised streams flowing north and south from the central ridge have restricted east-west vehicular movement severely. Steep slopes have also resulted in both increased structural costs for urban development and adverse environmental impacts due to inappropriate or irresponsible development on steep slopes. Developers appear to be increasingly aware of the 20 to 50 percent sale premium of steep, well-timbered lots with a good view. But the substantial increase in construction costs, if properly carried out, puts such a unit in the luxury market. Unfortunately, some of the development in Northland has been carried out on steep slopes without necessary care, and it is essential that performance controls are enforced in new developments if the quality of the environment in the Northland is to be maintained.

Flood plain zoning has only recently been enforced in Kansas City. In conjunction with flood plain zoning, it is advisable to control increases in runoff due to rooves and pavement.



FLOOD AREAS



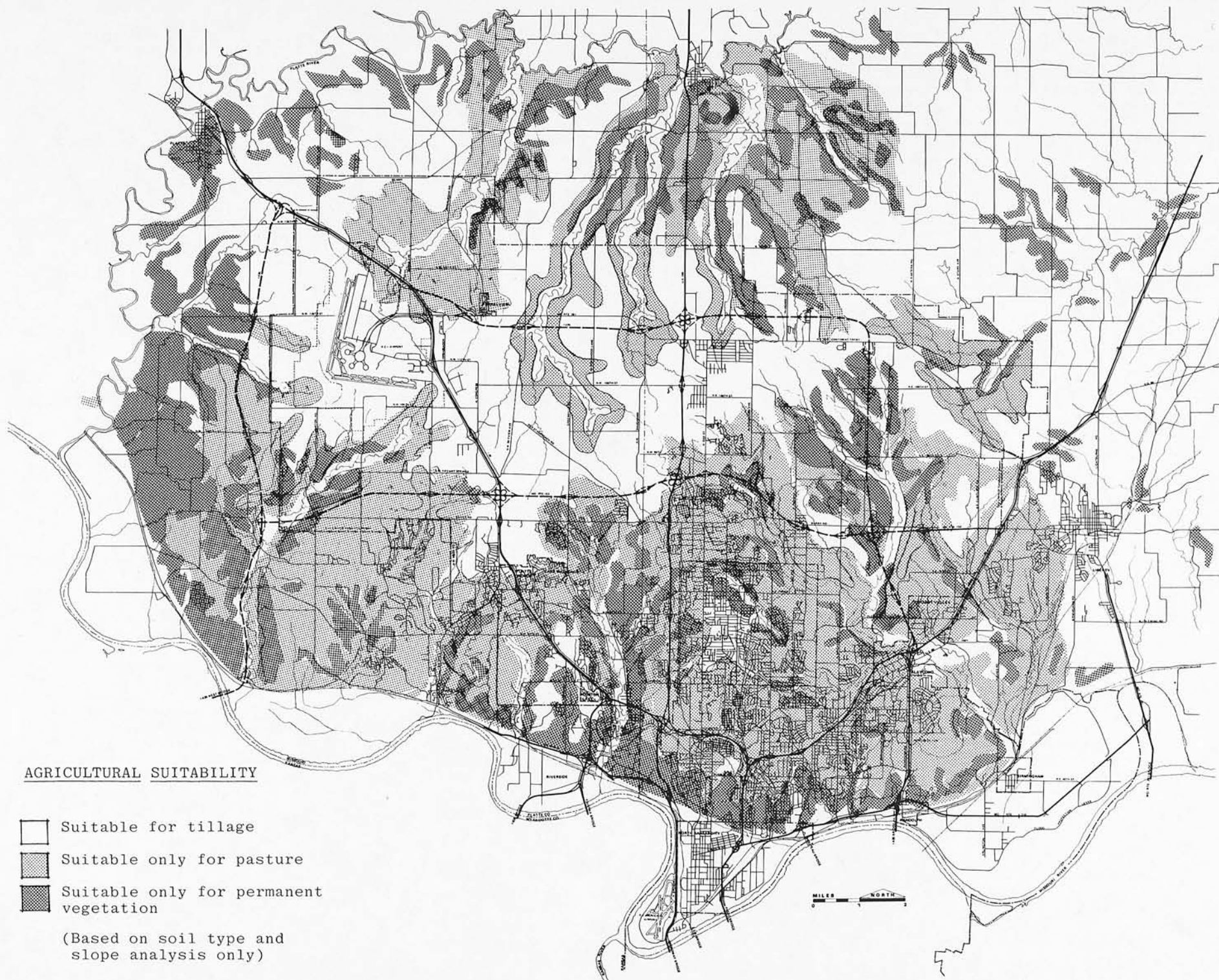
EXISTING SETTLEMENT

A survey of 844 households in the KCI environs area conducted in 1977 by the City Development Department shed some light on the characteristics of the average residents and attitudes towards the study area and its future development.

The survey indicated that a high percentage of residents own their own homes (83.4%), and have lived there for over 2 years (75%), indicating a relatively stable, non-transient population. Occupations strongly represented in the survey were professionals, managers and administrators (37%) and blue collar (38%). Over half (57%) worked north of the river with one-third employed in the KCI area. Jackson County south of the river provided jobs for 25% of the sample indicating a willingness to commute long distances to work.

When asked about likes and dislikes, over 40% said the greatest attribute was living combined with the convenience of a close city. The second most numerous response was "quiet and privacy." Over 50% said they had no dislikes, but of those who mentioned any, poor streets was number one, with school bonds not passing second.

As to attitudes on urban development, 60% preferred growth of single family, commercial and industrial development at the present rate or faster. However, compared with a survey asking the same question 5 years earlier, this percentage has declined, while the number desiring no further growth had doubled by 1977. Those desiring no further single family growth had risen from 1% in 1972 to 19% in 1977.



The team was impressed by the rural character of Northland and "the need to retain the rural character" was stressed by several local participants in this study. A somewhat ambivalent attitude exists toward this quality--both positive and negative. Negative rural images of Northland are:

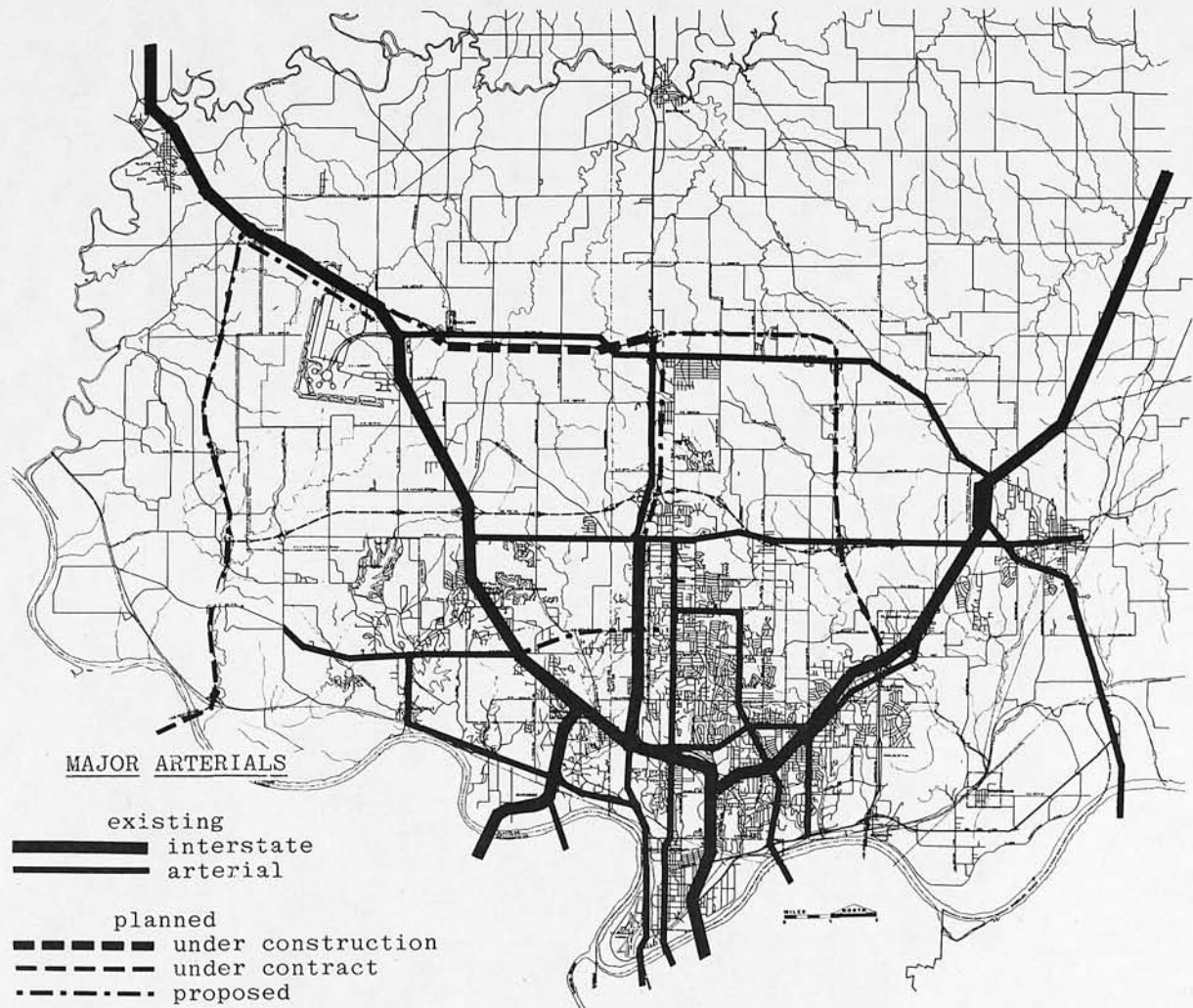
- An area that is dead--"you see nothing from the interstate but trees."
- An area isolated from urban services, entertainment, social life, etc.
- An area of ramshackle small-holdings so common in the urban fringe, (some chickens, a few rusty relics and a sick horse).
- An area full of unpleasant odors.

The image of ruralness which people appear to seek are:

- Manicured farmland, such as found in "estate country," white rail fences, sleek horses.
- "Developed" open space, preferably shady with mown grass, picnic tables, golf courses, boulevards and fountains.
- Lakes appear to be preferred to streams.

The preferred images are not rural at all, while many of the negative images are real. Attempts to preserve land in rural uses without careful consideration of the realities of modern farming often result in areas of quasi-agricultural uses and not the sylvan or pastoral romantic landscape which we like to imagine.

Although the concept of rural image is not well defined, we have been careful to consider so popular an image and have made recommendations to deal with the perceptions.

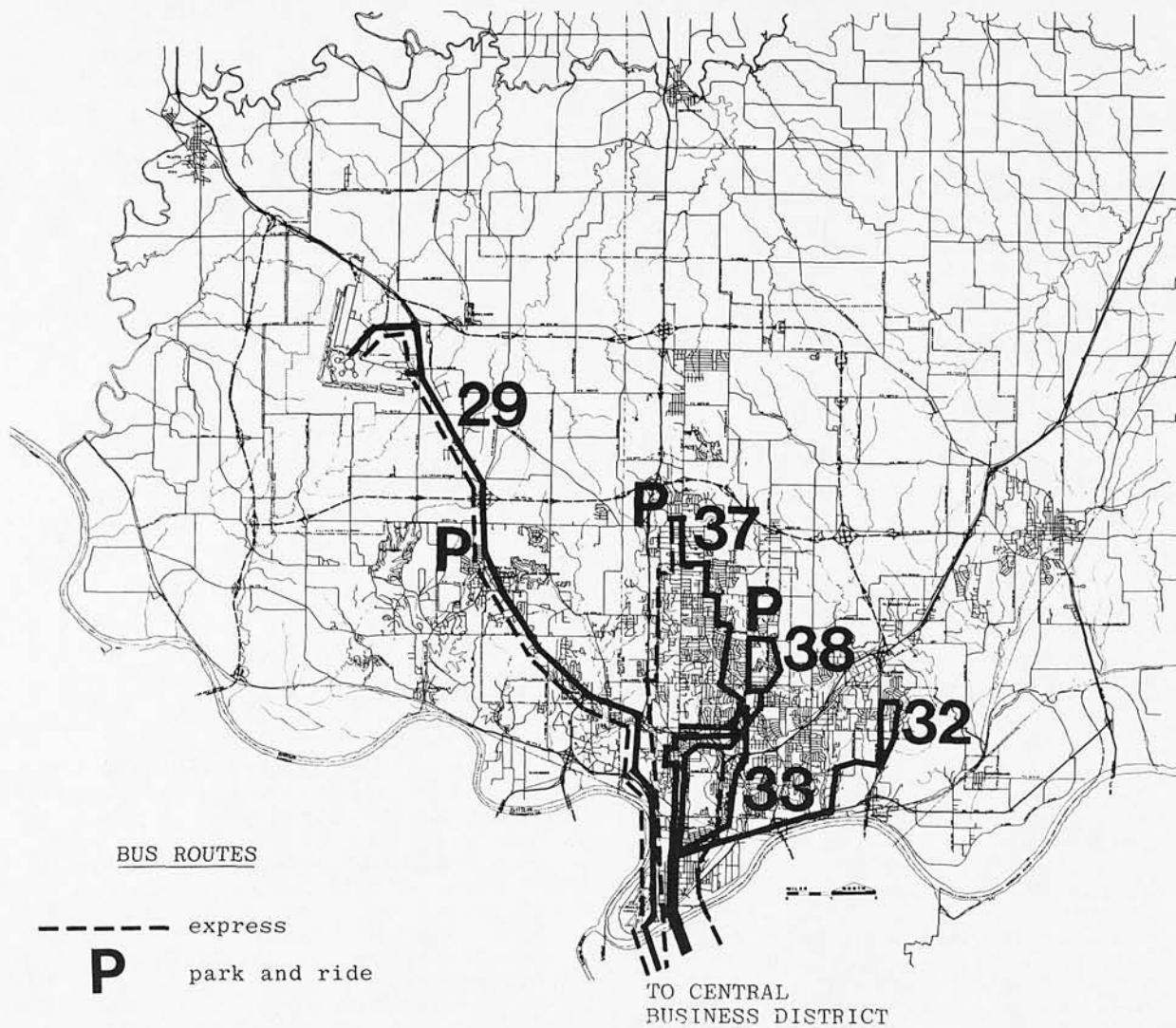


PASSENGER TRANSPORTATION

The automobile is the dominant means of transportation in the Northland area. Northland is served by two and four-lane interstates, several two and four-lane state roads, and a network of collector/distributor streets linking the local streets. There are plans to construct the remainder of the I-435 bypass around the Northland, adding four lanes of capacity to the existing State Highway 291. The road network is oriented to the expected north-south movements from the center of Kansas City

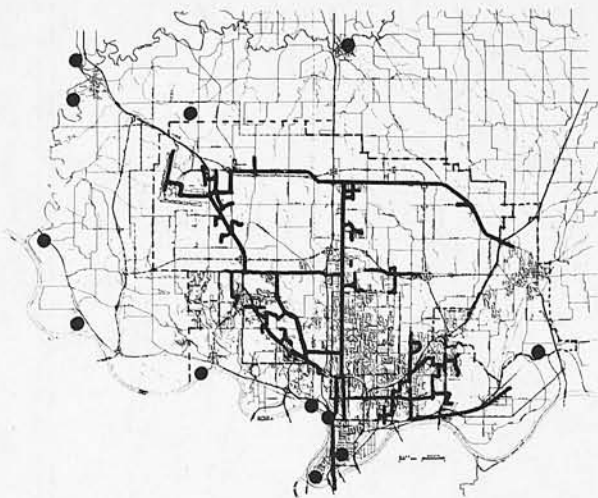
to both the Kansas City International Airport and the town of Liberty. The bulk of the street mileage in the Northland consists of two-lane rural highways oriented along section lines, frequently below standard in sight distances and pavement width. Combined with the scattered development that has occurred over the years, there are some deficiencies in the road network.

Bus service accounts for only one to two percent of all Kansas City area trips, and four to five percent of work trips. The bus work trips are half as long as the typical eight-mile auto work trip.






ROUTE NO.	29	32	33	37	38
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WEEKEND					<input type="checkbox"/>
PEAK	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
OFF PEAK			<input type="checkbox"/>		<input type="checkbox"/>

Major water mains have been extended to most of the study area. The network begins as a 26/24 inch main extending from the city's water treatment plant at 32nd and North Main Street up to KCI following the I-29 alignment. The 24 inch trunk line extends east from the airport along Mid-Continent Trafficway, close to the northern city limits, all the way to the eastern city boundary. A major water service also exists along North Oak Street and portions of Barry Road where it is readily accessible to large undeveloped tracts. Large interstitial areas without city water remain between trunk lines, requiring main extensions of limited distance to serve these areas.

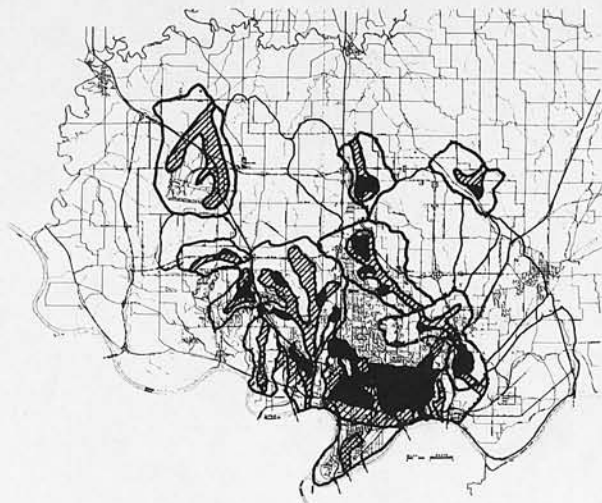


EXISTING WATER SYSTEM




-  Water main 8" or larger
-  Water district boundaries
-  Water sources

SEWERS

Interceptor sewers have been extended into many areas of the Northland. The Kansas City Pollution Control Department has been active in providing interceptor sewers for nearly all drainage basins in the Northland under a federal funding program requiring only a 10% local matching share.



EXISTING SEWER SYSTEM

-  Area within 400 yards of trunk line
-  Full service
-  Basin boundaries

Construction of lateral sewers connecting residential development to the interceptors does not qualify for federal funds. Thus the expense has had to be borne by homeowners, who in existing subdivisions using septic tanks face an assessment of 10 to 12 cents per square foot. In new subdivisions where sewer connection is mandatory, the added cost is reflected in higher lot prices which have kept lots small to spread the cost over a greater number of homeowners.

The more completely developed areas of the Northland, extending generally from the Missouri River to north of Barry Road and from US 169 to I-435, including all of North Kansas City and Gladstone, were the first areas to be served by sanitary sewers. The New Mark area (north of the more populous center) and Line Creek were the next areas to be provided with sewers followed by the Shoal Creek System in 1965.

ENVIRONMENTAL IMPACT OF EXISTING DEVELOPMENT

The most serious impact existing development is having on natural systems is probably on the hydrology and water quality of the area. Problems of runoff pollution and increased runoff peaks are problems which may be aggravated by small increases in the amount of development.

Air quality is generally good in the Kansas City metro area, although portions have been classified as non-attainment areas for ozone and carbon monoxide. Both of these are auto-related pollutants; ozone levels are also affected by stationary combustion sources. Current regulations require that actions be specified to assure compliance with the standards by 1982. Although the regional planning agency expects to meet standards by controlling stationary sources and relying on cleaner new car engines, recent data suggest that further auto strategies will be required. As pollution-reducing strategies for auto travel often have other benefits, like building a stronger mass transit system and reducing dependence on foreign oil, this may be an opportunity to create new travel habits in the still undeveloped Northland area.

Noise is also an issue in Northland because of its proximity to the Kansas City International Airport. Unlike other cities, Kansas City is fortunate to have almost no residential development within high noise areas (LDN65 and above) and zoning controls to prevent further residential development. As the contours will change with new aircraft and runway alignments, the policy to restrict development to compatible uses must remain.

Highway noise is also considered as an impact in dense urban areas. Recent work by MARC, the regional planning agency, suggests that this is a current issue throughout the Metro Area, and in the Northland. Efforts to smooth traffic flow and to reduce vehicle miles of travel are the only effective strategies to reduce noise as in the case of air pollution and energy consumption.

R/UDAT

WHY R/UDAT?

How can Kansas City's Northland realize its potential as a viable part of the city and enhance its growth? What are the city's opportunities in this large area north of the Missouri River, encompassing over half the city's land area?

An eight-member multi-disciplinary Regional/Urban Design Assistance Team (R/UDAT) was invited by the Kansas City Chapter of The American Institute of Architects to tackle these problems and develop recommendations that can be implemented.

The local AIA chapter asked the R/UDAT to focus on ways in which the city can work together with private and public sectors to insure an orderly extension of development. R/UDAT was charged with casting its recommendations in broad terms to establish a rational framework for the entire 160-square-mile area, while also making specific suggestions.

The team explored ways to enhance development opportunities, to call attention to the area's assets, and to conserve fiscal resources, the natural environment, and existing neighborhoods. Also, the team was requested to address the issue of "image."

This R/UDAT report, prepared during an intensive four-day study of the Northland, is not a detailed blueprint for the area's future. Instead, it is a catalyst to promote a comprehensive, coordinated effort between public and private groups to involve city and county officials,

community leaders, developers, merchants, and residents of Northland.

WHAT IS R/UDAT?

The Regional/Urban Design Assistance Team is a community service program provided by The American Institute of Architects through its Committee on Urban Planning and Design. Since its inception in 1967, R/UDATs have visited 58 communities, ranging in size from Detroit to Spooner and Medford, Wis., and affecting a total population of over 10 million.

The teams are composed of architects, urban designers, planners, economists, transportation specialists, sociologists, political scientists, and other professionals who apply their expertise in response to a request for community assistance. Members of R/UDATs perform these tasks on a voluntary basis with the assistance of local architects, students from schools of architecture, and other resource people. The visits, coordinated by a local AIA chapter, usually involve an intensive four-day "brainstorming blitz." During this time, the team tours the "study area" via airplane, bus, and foot before meeting with community leaders and local citizens. After gathering a potpourri of data, R/UDAT develops an analysis from a fresh perspective and offers a comprehensive approach toward solving urban problems.

Acknowledgments



Ben Cunningham, AIA, Team Chairman
Architect/Urban Designer
Minneapolis, Minn.

Mr. Cunningham, leader of the eight-member Kansas City R/UDAT, is an architect and urban planner who currently is project director for a mixed-use project in the center of Minneapolis. He also provides development process and urban design services to a national corporation. Mr. Cunningham previously served as design/planning director for the new town of Jonathan, Minn., and was a principal consultant on three Title VII new towns. He has significant experience in development management as well as in consulting. Last year, Mr. Cunningham chaired the AIA's Ann Arbor/Ypsilanti R/UDAT, focusing on inner-urban growth analysis in Michigan's Huron Valley. He also directed a growth center development strategy study for the Australian government and served as director of operations in the Arabian Gulf for Llewelyn-Davies International. He has won several urban design awards and chaired the 1976 Reynolds International Community Development Awards Jury. He is a past chairman of the AIA Committee on Urban Planning and Design. Mr. Cunningham is presently a lecturer at the University of Minnesota.



William G. Conway
Economist
New York, N.Y.

Mr. Conway is a consultant and writer on urban affairs. His firm, W. G. Conway & Co., specializes in analysis of public policy and community development issues. Mr. Conway teaches a course in real estate decision-making at the City University of New York Graduate Center and has lectured in the Smithsonian Institution's Resident Associate Program and conducted seminars at Ohio State University. Mr. Conway was previously vice president and general manager of the Atlanta Merchandise Mart and was project director for Portman Properties in Atlanta. After receiving his B.A. in economics from the College of William and Mary in Virginia, Mr. Conway was an economist in Washington, D.C. He pursued his graduate studies in public policy at the New School for Social Research. Mr. Conway's articles on urban affairs have appeared in Saturday Review magazine. He has recently completed a report on urban policy for the White House.



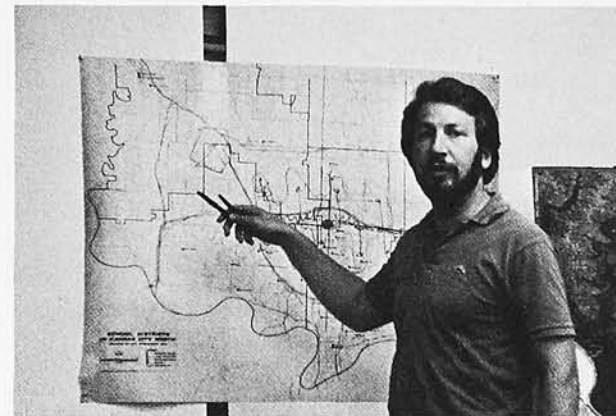
Herman Haviland Field, FAIA
Architect/Urban Designer/Political
Scientist
Shirley, Mass.

Mr. Field, an environmental planner and designer, is professor emeritus of political science and until this year, director of Tufts University's graduate program in urban social and environmental policy. His experience includes research, teaching in environmental planning, design and policy, and urban design. At Tufts, he has been project director on a number of federal grants. While long-range planning director at Tufts-New England Medical Center for 11 years, he was involved in the renewal of one of Boston's in-town neighborhoods. Mr. Field is internationally known for his professional activities in environment, transportation, and educational and urban concerns. He has been extensively published. He is active as a member of conservation and historic commissions as well as the AIA Urban Design Committee. Last year Mr. Field served on a R/UDAT in Laredo, Tex.



Lester Gross
Developer
Columbia, S.C.

Mr. Gross is president of Harbison Development Corp., a company developing the new community of Harbison, S.C. A member of the board of trustees of the Urban Land Institute, he has been elected to four successive one-year terms as president of the U.S. League of New Community Developers. Mr. Gross was the U.S. member of the ad-hoc organizing committee of the International New Towns Associates, and a member of its executive committee for two years. He is a member of the U.S. national committee of the International Council for Building Research Studies and Documentation. In 1976, he was one of a seven-member official U.S. delegation to the Soviet Union which successfully negotiated a protocol for information exchange with the Soviets on new town development. Mr. Gross has co-hosted two return visits by the Soviets to the United States, most recently in April. He practiced law prior to his involvement in the real estate development business.



Bryan Grunwald, AIA
Architect, Urban Designer and Planner
Oakland, Calif.

Mr. Grunwald, architect and urban planner, is principal of his own consulting firm, Bryan Grunwald Associates. He has over a decade of experience as project manager or contributor to numerous award winning planning and design projects. As urban designer and planner, he has initiated urban design plans for large scale community development, transportation corridors and downtown revitalization. He is involved in environmental design with environmental reconnaissance surveys, impact reports and statements and management programs. Representative urban and regional planning experiences include Washington D. C. Downtown Plan; Golden Gate Transit Corridor Plan, San Francisco; Laguna Creek Area General Development Plan, Sacramento, Calif. Projects in environmental design are Escalante Development EIR, Larkspur, Calif. and the Zintel Canyon Development EIS, Kennewick, Wash. Prior to establishing his practice, Mr. Grunwald was a partner with the San Francisco firm of Wallace, McHarg, Roberts and Todd.



Ernest W. Hutton, Jr.
Urban Designer and Planner
New York, N.Y.

Mr. Hutton is a senior associate of Llewellyn-Davies Associates, architects and planners, New York City. He has had extensive experience in urban design and planning of new communities and large-scale real estate developments. At Llewellyn-Davies Associates, he presently is project director on a major urban design and development strategy for an 18-block area of downtown Pittsburgh. He has recently prepared initial development plans for a 17,000 acre property in Venezuela. Prior to joining Llewellyn-Davies Associates as a senior planner, he worked for the Arlen Realty and Development Corp. planning and design group as senior urban designer. Previous to that assignment, he was senior urban designer for Jonathan, the first HUD-sponsored new town outside Minneapolis. He worked on many different aspects of planning and construction during the first three years of development, including detailed site planning and design controls for many of the initial neighborhoods. He has lectured at the University of Minnesota and City College of New York and has participated in design review juries at Pratt Institute, Princeton University and the University of Pennsylvania.



Sarah J. LaBelle
Transportation Planner
Argonne, Ill.

Ms. LaBelle is an assistant environmental systems engineer in the Argonne National Laboratory's Energy and Environmental Systems Division. She is currently assisting in the development and management of a group of transportation specialists within the division. She has completed the first NEPA environmental assessment of a Department of Energy transportation program and is continuing to monitor the electric vehicle research, development and demonstration program. Her experience includes urban and transportation planning, systems evaluation, engineering/computer programming, and studies for the Environmental Protection Agency and DOE on a national scope using metropolitan area case studies. She is currently serving on a steering committee for federally funded workshops on energy contingency planning. She has prepared guidelines for the review of airport project environmental impact statements for EPA. Ms. LaBelle earned her M.S. in transportation systems engineering from Northwestern and her B.S. in urban systems engineering from the University of Illinois at Chicago Circle.



Richard Westmacott
Landscape Architect
Athens, Ga.

Mr. Westmacott is a landscape architect involved in land use and countryside planning. He is a visiting assistant professor at the School of Environmental Design, University of Georgia, and is presently carrying out research studies for the Office of Water Research and Technology and the Office of Surface Mining. He has recently conducted studies of growth policies and the integration of rural and land uses in the Madras metropolitan area, India. His experience in landscape architecture and land use has been in the United Kingdom, Angola, India, Malaysia and Curacao as well as the United States. Prior to his private practice, established in 1971, he was senior landscape architect with Land Use Consultants, London, working on the City of Stoke-On-Trent Reclamation Programme. Mr. Westmacott has lectured in England and the United States and has contributed to international publications.



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