

WINCHESTER

LAND USE AND DEVELOPMENT PLAN



City of Kansas City, Missouri

**CITY PLANNING AND
DEVELOPMENT DEPARTMENT**
Planning and Urban Design Division

October 1993

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WINCHESTER

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October 28, 1993
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PREFACE

The **Winchester Land Use and Development Plan** provides a guide for future development of an area that can serve as a regional employment center at the intersection of three major traffic carriers: I-435, Highway 350, and 63rd Street Trafficway. Residents and major property owners have supported the plan as a means of focusing attention on the needs of the area and clarifying appropriate land uses for the future.

City staff initiated the plan in response to intensification of development pressures in the Winchester area, combined with a lack of recent land use planning that could be used to evaluate rezoning and development requests. The process of developing the plan was short, but intense, and involved written or phone contacts or meetings with major property owners and many residents.

This plan was prepared by Lynn Jameson, under the direction of Judy Hansen, Manager of the Planning and Urban Design Division of the City Planning and Development Department. Becca Freese, Carolyn Case, and Joe Perry prepared the graphics and layout for the plan.

We would like to thank Winchester residents and property owners, and staff from City Planning and Development and other departments, for their participation in the preparation of this plan.

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INTRODUCTION

The **Winchester Land Use and Development Plan** reviews the functions of the Winchester area, its assets and constraints related to the environment, infrastructure, existing land use and zoning, and urban design elements. The **Plan** considers the area's potential as a regional employment center and makes recommendations on future land use and approaches to development.

There are no recent general plans for the area. A Master Plan Study prepared in 1966 does not reflect current development trends and the effect of such major projects as the Winchester Business Center. This new plan considers current data and recent planning efforts.

Purpose of the Plan

The purpose of the **Winchester Land Use and Development Plan** is to provide a basis for future development and zoning decisions, and to guide growth and public expenditures in the Winchester area.

Description of the Winchester Area

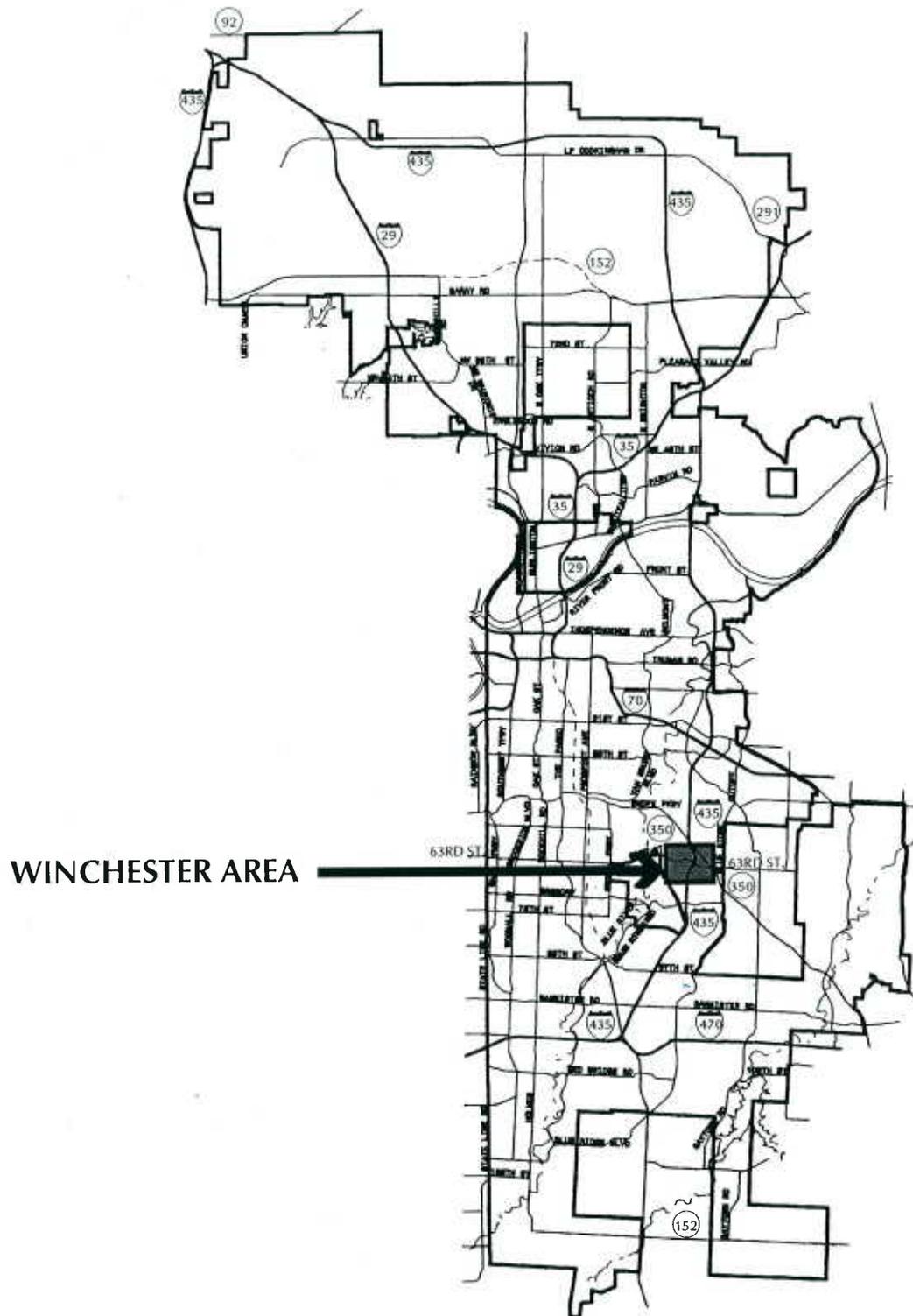
The Winchester plan area is located between 59th Street on the north, 67th Street on the south, the KC Southern Railroad on the west, and James A. Reed Road on the east. It is located at the conjunction of three major roads: I-435, U.S. Highway 350, and the 63rd Street Trafficway (see Maps 1 and 2). Industrial and commercial uses cluster along 63rd Street, with predominantly single family residential uses in the southern part of the area. The Winchester Business Center at the southwest corner of I-435 and 63rd Street is the single largest development.

Goals

The goals of the plan are:

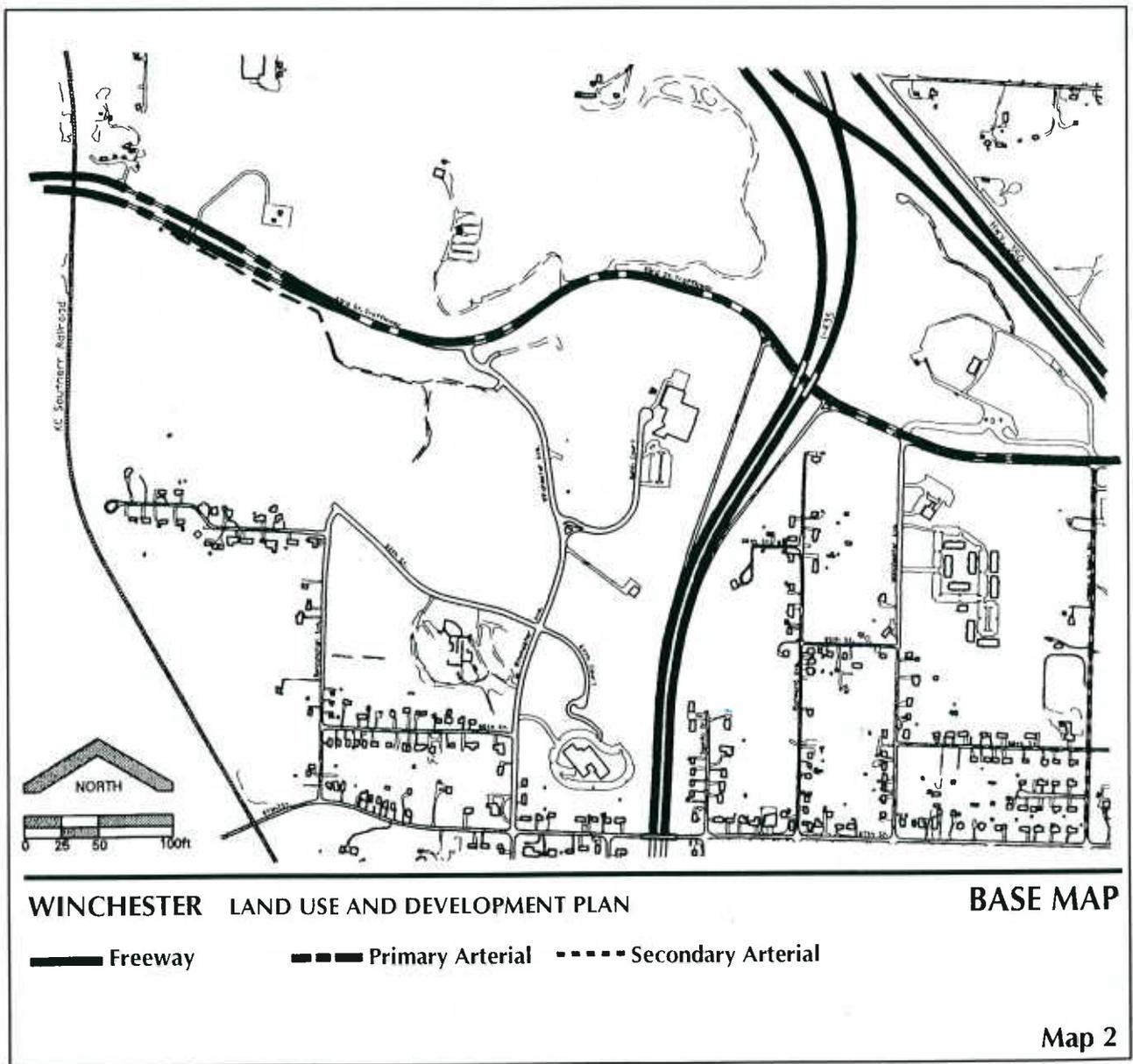
- To build on the Winchester area's potential as a regional employment center.
- To protect residential areas from commercial and industrial incursion.
- To improve basic services to residential areas.

LOCATION MAP WITHIN KANSAS CITY, MISSOURI



Map 1

- To strengthen the image of the Winchester area as an employment center.
- To strengthen the image of the Winchester area as a gateway link in the 63rd Street east/west corridor stretching from State Line to Lee's Summit, and leading to Swope Park and the New Zoo.



EXISTING CONDITIONS AND ANALYSIS

This section reviews population and housing information, and assets, constraints, and existing conditions in the environment, in infrastructure, land use and zoning, and urban design.

Population and Housing

There is no geographic area of census data that precisely fits the planning area. The data on population and housing are derived from field surveys of housing units made in September, 1993, information from the City of Kansas City's Real Estate files, and estimates based on 1990 Census data for larger areas that include the planning area. Highlights of the data are as follows:

- There are approximately 850 people living in the Winchester area in 359 housing units.
- Of the 359 units, 175 (48.7 percent) are in single family dwellings. The remaining 184 units are in one apartment complex on Manchester south of 63rd Street.
- With the exception of the one apartment complex, all the remaining residential land is in single family lots ranging from a half acre in size, to two to four acres, and even larger, in size.
- Eighty percent of the single family units are owner occupied.
- The percentage of owner occupancy varies somewhat, with 70.1 percent of the single family units on the east side of I-435 being owner occupied, and 86.1 percent of the single family units on the west side of I-435 being owner occupied.
- The population is predominantly White (approximately 75 percent), with the remainder of the population being Black.
- The median age of the population is younger for the planning area than for Kansas City as a whole, and there is a higher percentage of children under 18 years.

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- About 80 percent of the employment in 1990 was in non-managerial, non-professional jobs, including technical, sales, service, administrative support, production, repair occupations, and laborers.
 - Most of the housing units were built in the 1950's.
 - Based on the field survey, the vacancy rate appears to be low.
 - The condition of the housing varies, with most appearing to need only minor repairs. Housing conditions on the west side of I-435 appear to be substantially worse than on the east side of I-435.
 - There appear to be scattered nuisance code violations, including parking of construction equipment in residential areas.

Environmental Factors

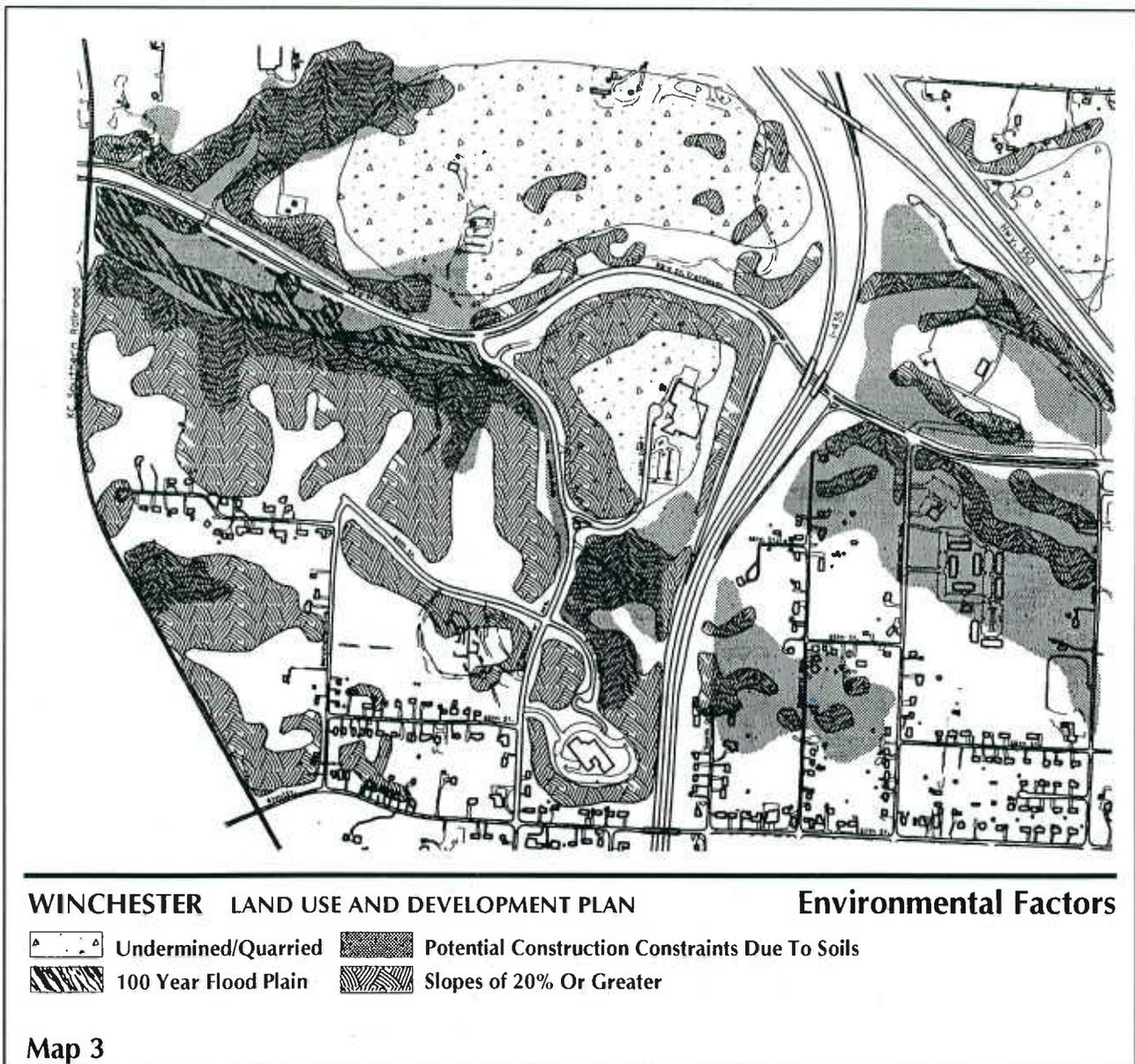
The area has a number of environmental features that can affect development (See Map 3). Some, such as tree cover and topography that can provide dramatic settings for development, can be assets. Others, such as steep slopes, large areas that have been undermined or quarried, a flood plain, and areas of soils that can pose construction problems, can be constraints on development.

Slopes with a grade of 20 percent or greater are generally considered unbuildable. For every ten feet in distance, these slopes rise two feet. The information available on topography in the Winchester area, with the exception of some new development areas, is not recent. The attached map, however, gives a general idea where steep slopes are located. Steep slopes in the Winchester area tend to be located on either side of the major roadways, limiting access and visibility. Some steep slopes are also located in the interior of the plan area.

Undermined or quarried areas cover a major portion of Winchester north of 63rd Street and west of I-435, northeast of Highway 350, and at the southwest corner of 63rd Street and I-435. The underground space in this last area is in active use for storage of data and for limited office space. Construction over

undermined space requires special engineering and is more expensive than over non-undermined spaces.

A **100 Year Flood Plain floodway fringe** is located just south of 63rd Street, starting at the Blue River and going east to Winchester. Grading is allowed within the floodway fringe if the grading does not increase the flood elevation and if the City's Codes Administration Department provides a Flood Plain Certificate. In a substantial portion of the planning area, **soil types** can constrain construction. The **Soil Survey of Jackson County**,



Missouri, published by the Soil Conservation Service in 1984, shows that some soils in the Winchester area have high shrink-swell potential, stones in the soil, steep slopes, and low depth to bedrock. The Environmental Factors Map shows those areas. These factors can make development difficult and therefore expensive.

Infrastructure: Transportation

The transportation infrastructure serving the planning area is good at the regional level, and poor at the local, internal level. One of the chief assets of the area is that three major regional traffic carriers serve the area: I-435, US Highway 350, and 63rd Street Trafficway (see Map 4). I-435 and Highway 350 are classified as “freeways” in the **Major Street Plan**; 63rd Street Trafficway is a primary arterial. Sixty-third Street is designed for a 120-foot right-of-way with a median at this location. This street will eventually connect the western boundary of Kansas City at State Line, with the eastern boundary at Lee’s Summit.

The three major streets present the following traffic and circulation problems: a) the traffic and access pattern from I-435 and Highway 350 to 63rd Street is confusing; traffic from I-435 cannot exit directly onto 63rd Street, nor enter directly from 63rd Street; b) traffic often is congested at rush hours on 63rd Street between I-435 and Highway 350; c) only the south half of a diamond interchange at the intersection of I-435 and 63rd Street was constructed.

A fourth street, James A. Reed Road, on the southeastern border of the Winchester area, is designated as a secondary arterial (80-foot right-of-way) on the **Major Street Plan**. James A. Reed Road does not meet City standards for paving width, sight distances, grades, and curbs and sidewalks.

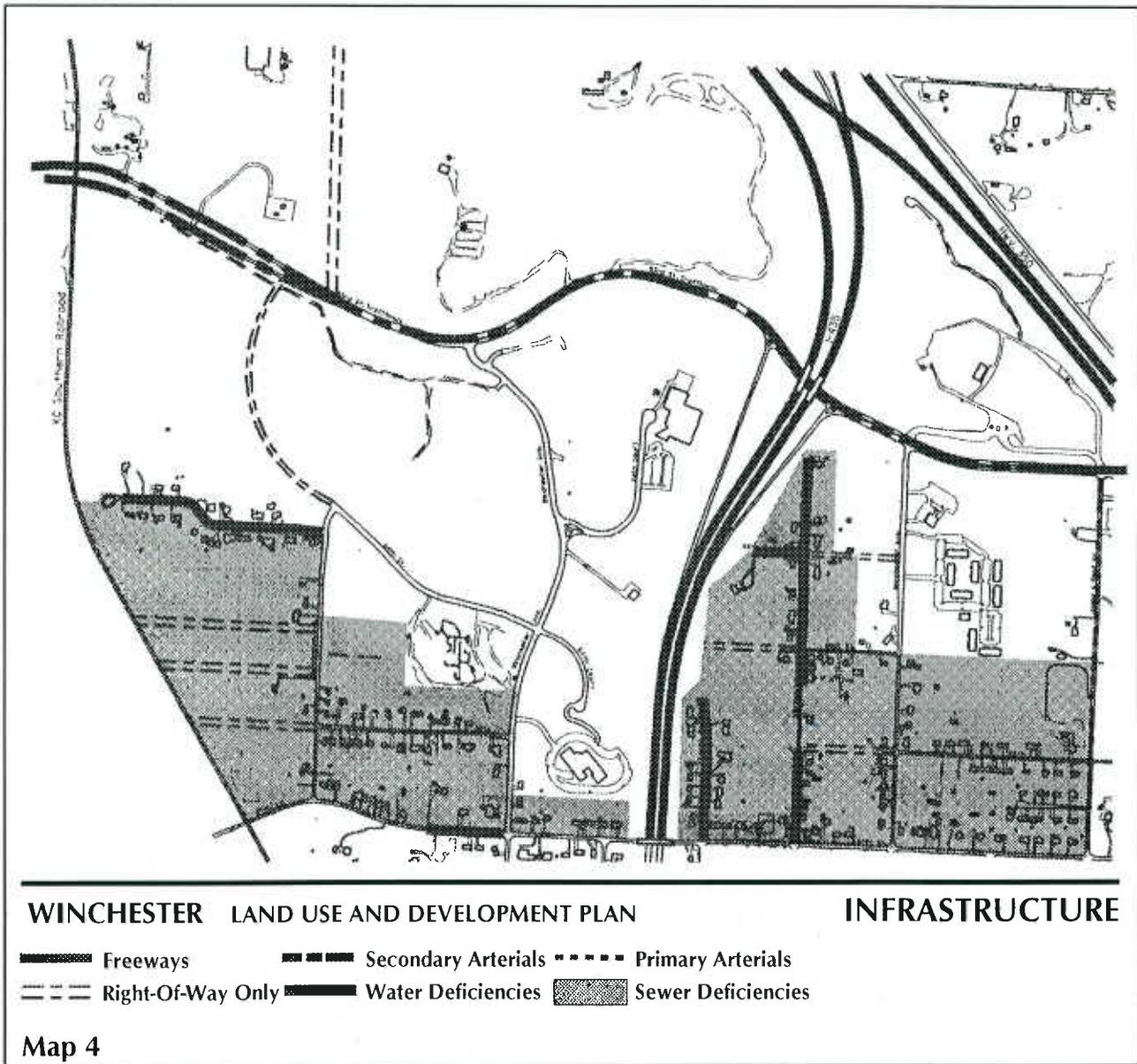
Local streets throughout the area with few exceptions are unimproved: i.e. they are not of a standard width and do not have curbs and sidewalks. Many streets have dedicated rights-of-way but are not built. Map 4 shows where the dedicated, but unconstructed, rights-of-way are.

There is no public transportation in the area. The closest bus line is on Blue Ridge, a half mile to the east. Census data for 1990 confirm that residents of the Winchester area do not use public

transportation to get to work. Sidewalks in the area are rare, so pedestrian movement is difficult.

**Infrastructure:
Water and Sewer**

Residential development in the planning area is constrained by lack of sewers, and by small waterlines. The residential areas on both sides of I-435 are served by septic tanks. On the eastern side, none of the soils are of a type that are suitable for septic



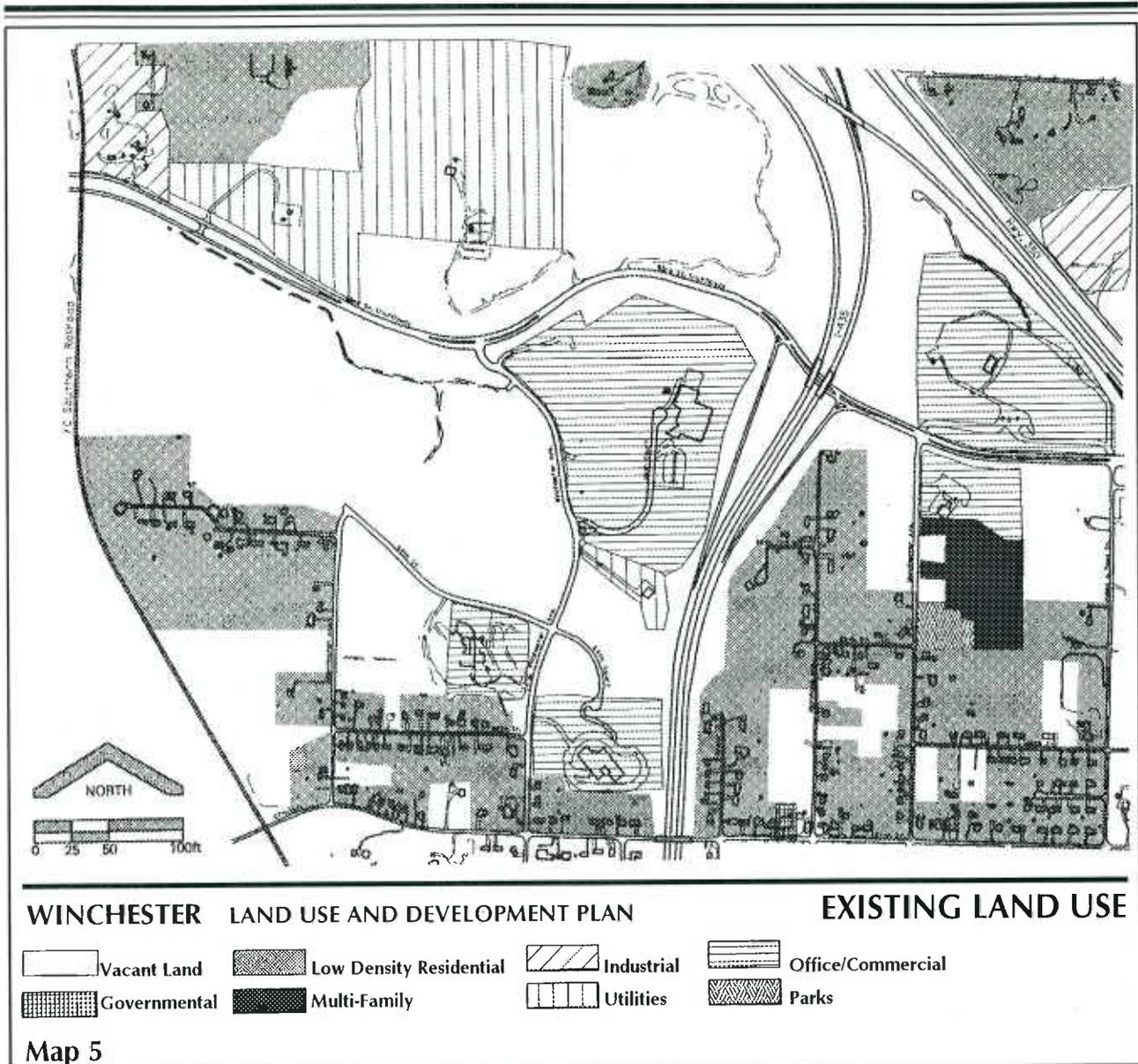
tank use, according to the **Soil Survey of Jackson County, Missouri**. Although some of the lots are large, many of the lots on both the eastern and western sides are not large enough for septic tank use, even if the soils were suitable. When septic tanks are used in soils that are not suitable for septic tanks, problems can occur such as excessively slow absorption of effluent, surfacing of effluent, and seepage or contamination of ground water.

Map 4 shows areas where the water lines are too small for the area served and/or the Water and Pollution Control Department has received complaints on water line breakages. In addition, the Department states that the water service for property in the triangle formed by I-435, Highway 350, and 63rd Street, is inadequate for fire protection for a commercial use. If the use of the property is intensified, the water line serving the property should be connected to the water line on James A. Reed Road, to upgrade the water service.

Existing Land Use

Map 5 shows existing land use in the Winchester area. A substantial portion of the area is vacant. Although the northwest corner of I-435 and 63rd Street is shown as vacant, much of it has been undermined, and there has been some surface grading. Other uses in that section north of 63rd Street include a KCPL substation, a microwave tower and a radio tower, and the Marley Cooling Tower company. South of 63rd and west of I-435, the Winchester Business Center has DST as its primary business, along with two others. State Farm Auto Insurance, a drive-in theater/swap shop, and a quarry are the businesses east of I-435. Almost all the residential areas are located south of 63rd Street. With the exception of one apartment complex, all are single family dwellings, some on large acreages. There are eleven residential properties on the northern border of the planning area that front on 58th Street, 58th Terrace and 59th Street.

With the exception of the swap shop on 63rd Street, there are no retail or basic services in the area, and no churches or schools. The only parkland is privately owned open space serving the apartment complex. Because of the regional road system, people living in the area have easy access by automobile to the Brywood Shopping Center, just east of Highway 350, or to the Bannister Mall area at 95th and I-435, but they have no access to commercial areas by walking or public transportation.



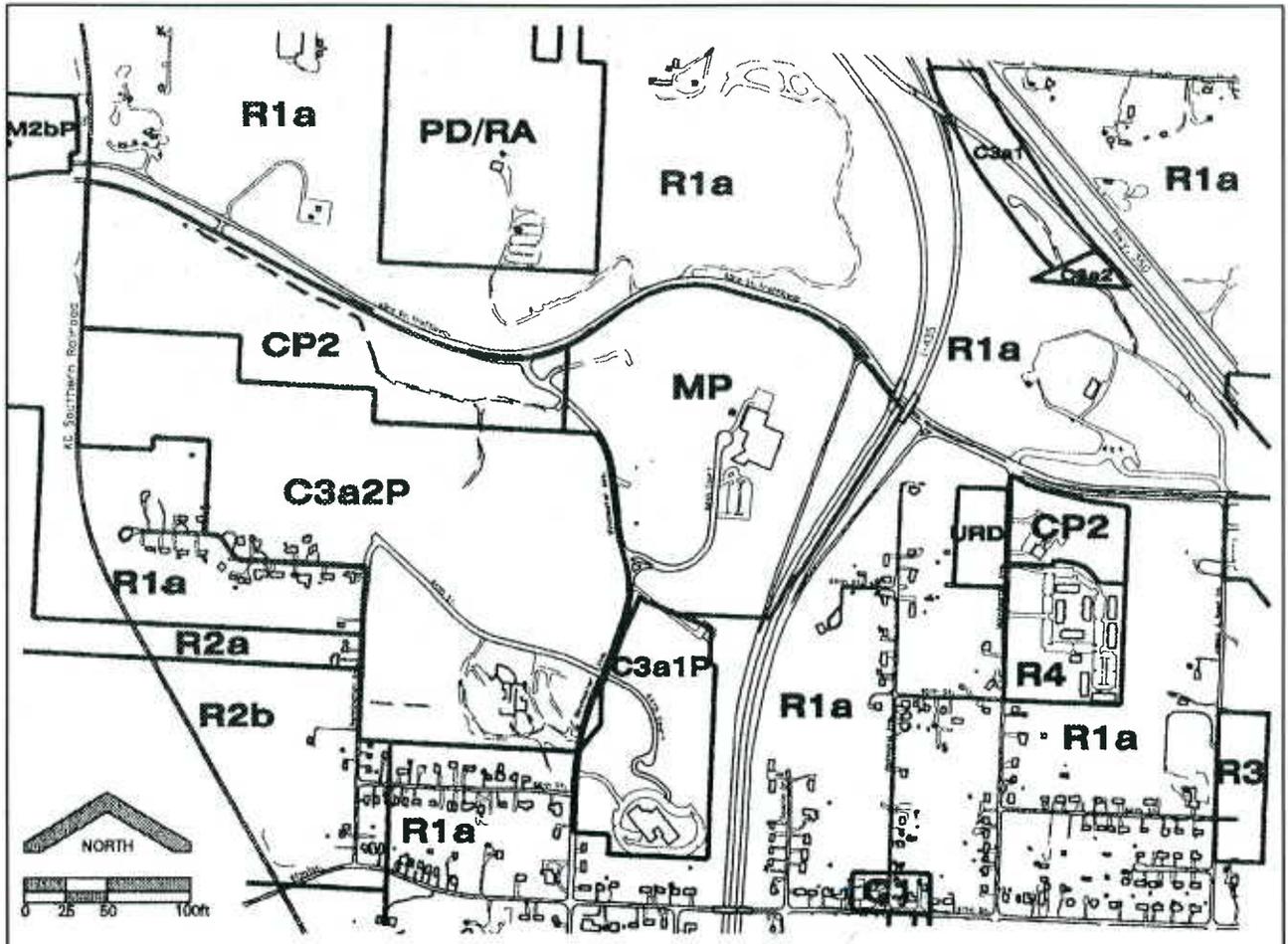
Analysis of Existing Zoning

Map 6 shows existing zoning. A comparison of existing zoning with existing land use shows many divergencies between what the current zoning would allow the property to be used for, and what its actually use is or what its most appropriate use would be. The proposed land use plan, later in this document, will recommend appropriate uses for the land.

Most of the land north of 63rd Street is zoned for single family residential uses, but most is used for industrial purposes or for utilities. Only a few properties on the northern boundary of the

area are used for residential purposes. All of them have access from the north. The industrial and residential sections of the Proposed Land Use Plan address the appropriate uses for this property.

A section of the far southwest portion of the planning area is zoned R2-Two Family Dwellings. Most of it is undeveloped and



WINCHESTER LAND USE AND DEVELOPMENT PLAN

EXISTING ZONING

- PD/RA** Planned Development Agriculture
- R1a** One-family Dwelling (medium density)
- R2a** Two-family Dwelling (low density)
- R2b** Two-family Dwelling
- R3** Low Apartments (low density)
- R4** Low Apartments

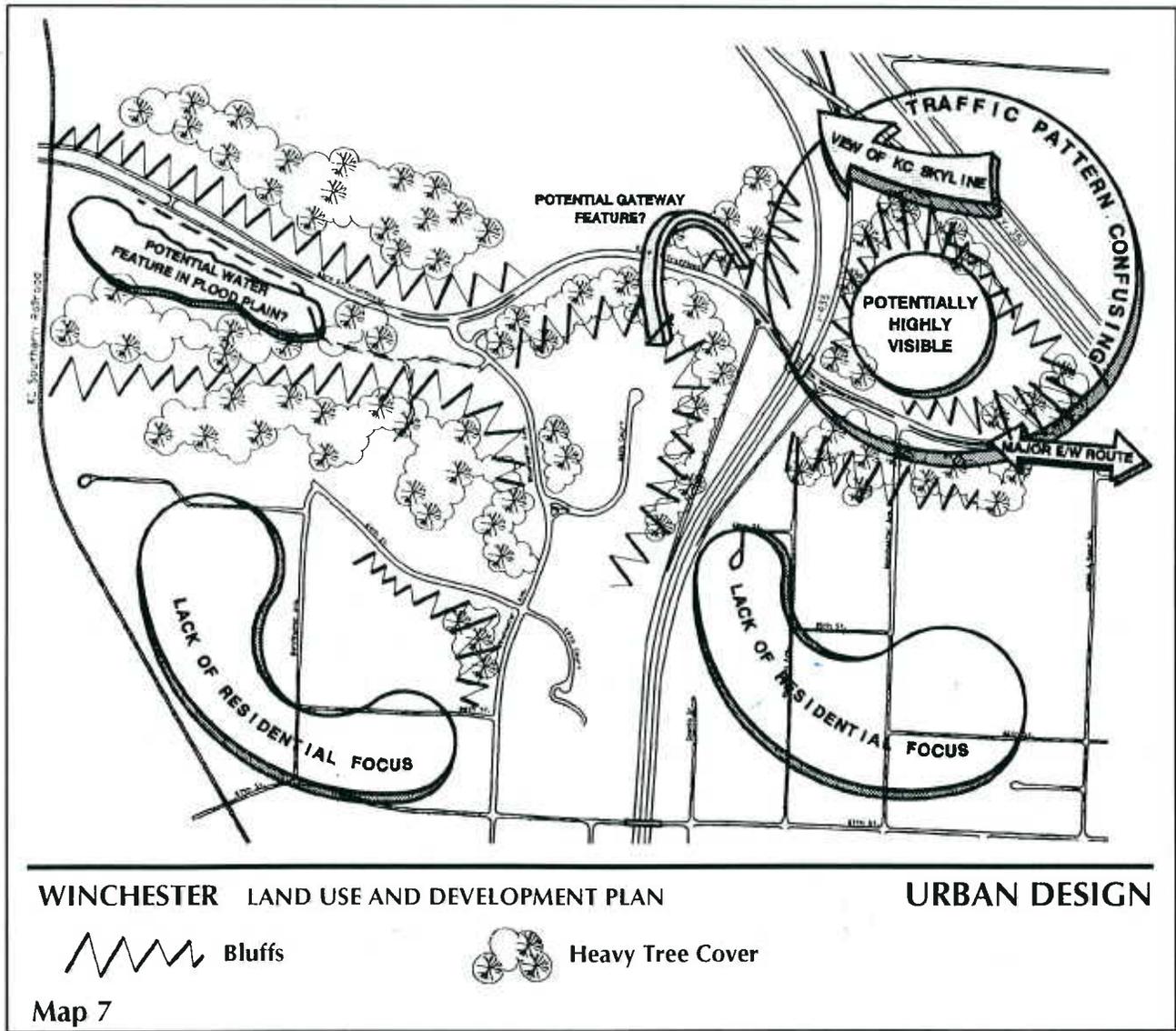
- C1** Neighborhood Retail Business
- CP2** Local Planned Business Centers
- C3a1** Intermediate Business (low buildings)
- C3a1P** Intermediate Business (limited)
- C3a2** Intermediate Business (high buildings)
- C3a2P** Intermediate Business (limited)

Map 6

none of it is used for duplexes. Because the property is isolated from commercial and other services, lacks public transportation, has problems with slopes and soils, this area is unsuitable for higher density development.

Urban Design Characteristics and Features

Map 7 shows Urban Design characteristics and features. The urban design characteristics explored include linkages, quality of design in public and private improvements, identity and image. The Winchester area has features that contribute to its character: bluffs, ravines, tree cover, strong linkages to other areas because



of major traffic-carrying roads, some highly visible sites, a view of the downtown skyline. These are features that can give it a regional identity. It lacks features that can give it a neighborhood focus: neighborhood services within walking distance, sidewalks, a neighborhood center, street design that encourages neighborhood interaction.

Urban design features should support the regional identity, particularly as perceived from the major roadways. The plan recommends working within the environmental constraints such as bluffs, rock outcropping, and tree cover to emphasize the uniqueness of the development's design. The plan suggests that highly visible locations be reserved for uses that can take advantage of the visibility to help create a regional identity for the Winchester area. The plan calls for quality design in public and private improvements.

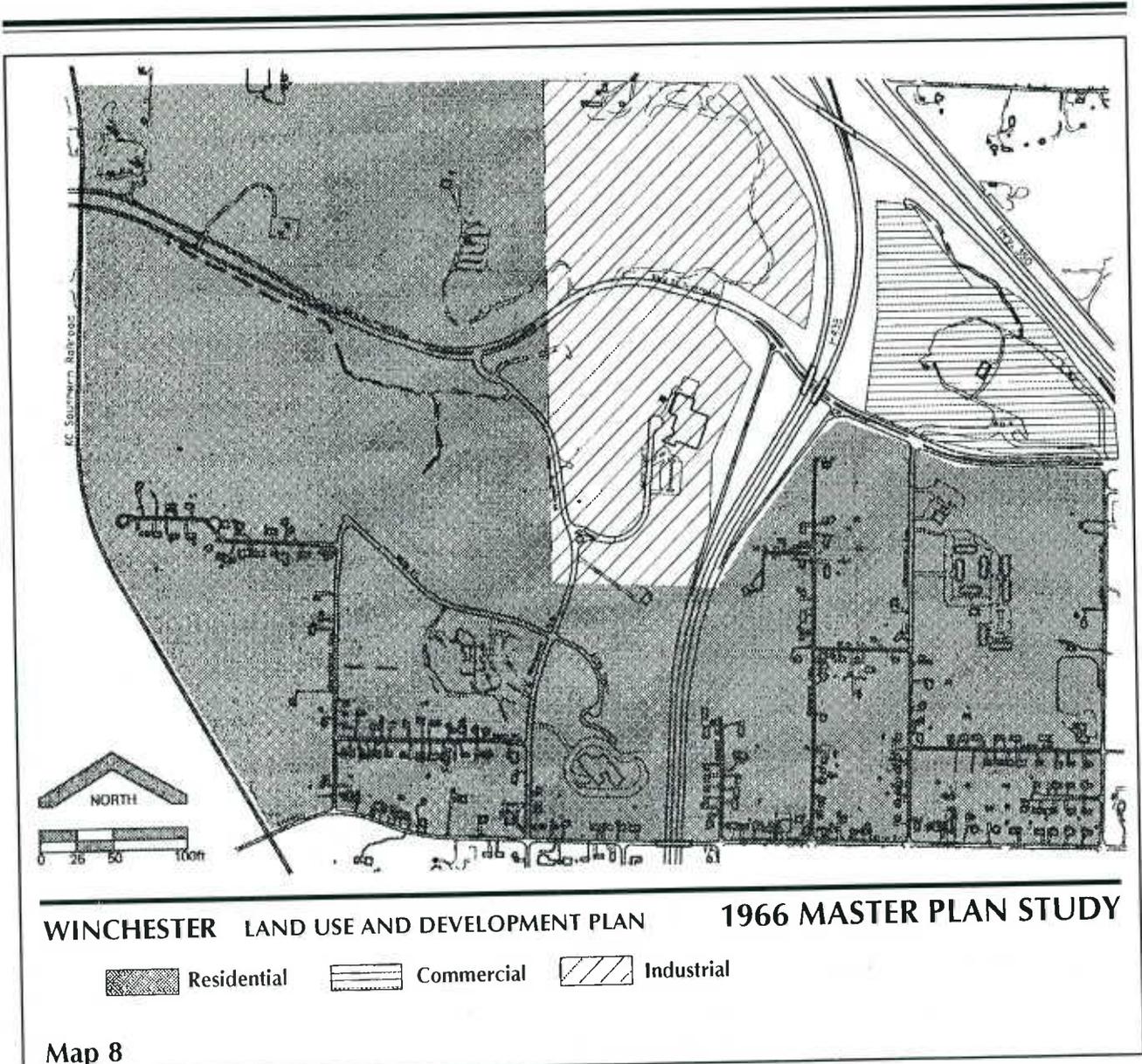
Treatment of 63rd Street will be key to helping create an identity for the area. 63rd Street will eventually become one of the major east/west transportation links in Kansas City, stretching from State Line to Lee's Summit when it is completed through the Little Blue Valley area east of Raytown. The fact that the Winchester area is almost precisely in the middle between the east and west borders of Kansas City, and is served from the north and south by I-435, makes it an ideal location for some sort of gateway/entryway/linkage theme.

PROPOSED LAND USE

Map 8 shows the recommendations of the 1966 Master Plan Study. The map shows industrial uses in areas that were being mined at the time, commercial uses at the intersection of the three major roadways, and residential uses in the remaining area. The study map does not reflect the major Winchester Business Center development, nor other industrial and office uses that are now located along 63rd Street. These factors plus environmental and infrastructure factors were considered in developing the Proposed Land Use Map for the Winchester area (Map 9).

Residential

The plan recommends primarily low density for residential uses, and that residential uses should be located primarily in the southern third of the planning area and on the northern fringe of the planning area. The residential uses north of 63rd Street should be



limited to the northwestern and northeastern edges of the planning area because the only access is from the north through existing residential areas and those areas are currently in residential use. On the northwestern edge, the boundary between the residential and light industrial areas would be approximately 400 feet south of 58th Street because this follows the northern line of adjacent land in active industrial use and generally follows the southern boundary of the area in active residential use. Allowing industrial uses further north would probably mean that their access would be from 58th Street through residential areas, and industrial uses along 58th Street might also tip the balance of uses

to the north toward industrial, causing existing residential uses to be less stable. For this reason, the plan recommends residential uses along, and for 400 feet south of, 58th Street. Residential lots would be served by 58th Street. In the northeastern corner of the plan area, the southern boundary of the residential area follows the southern boundary of the residential lots. Any industrial area to the south should maintain a buffer of deciduous and evergreen trees and shrubs along the northern border with the residential area to visually screen industrial uses from the residential uses.

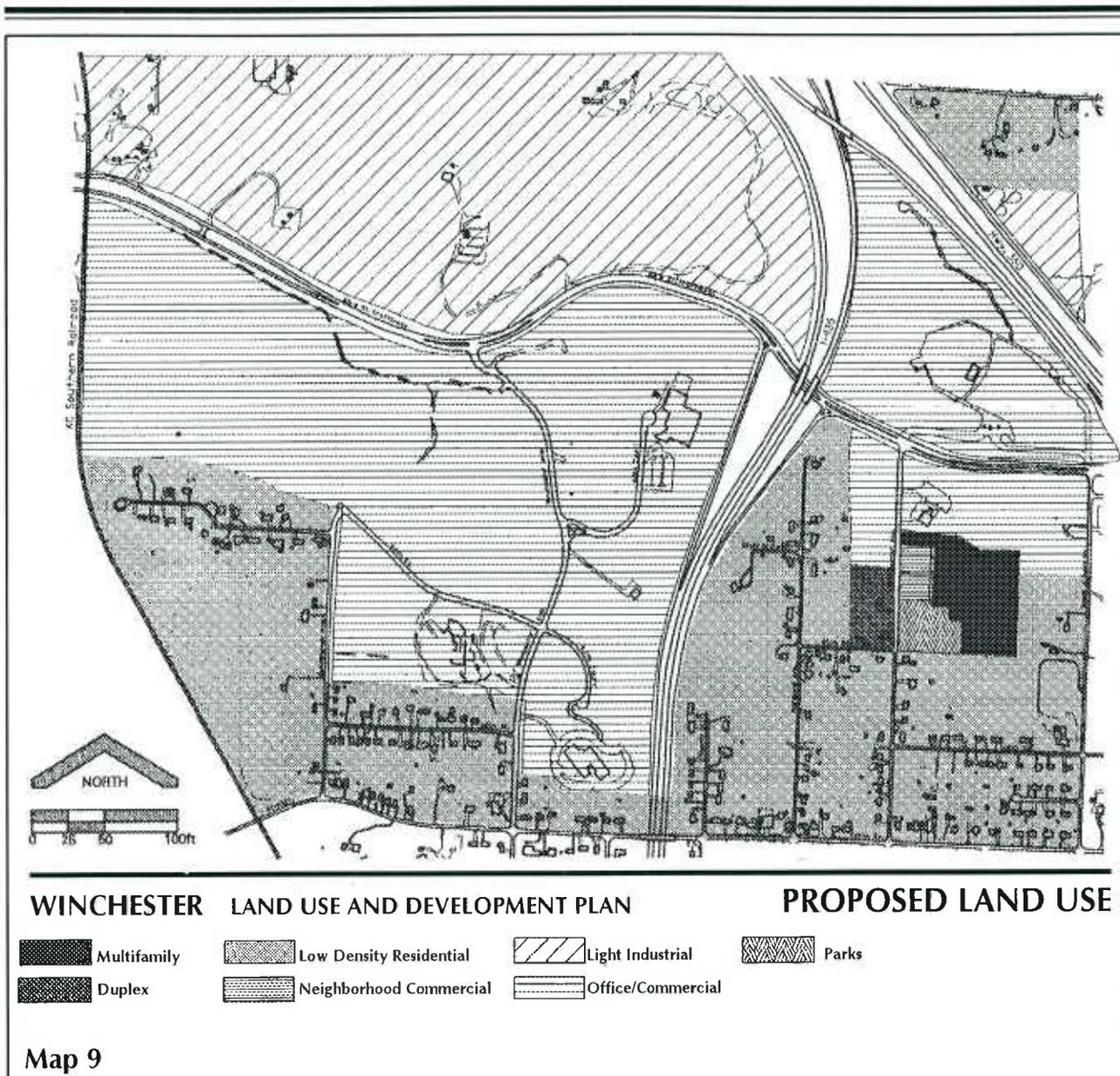
The plan recommends that the boundaries of **residential areas south of 63rd Street** be as shown on Map 9 because all reflect the existing boundaries of residential areas, all have access only to streets designed and planned to carry only local traffic (with the exception of those adjacent to James A. Reed Road, an unimproved secondary arterial), because they form contiguous areas of residential use, and because current public improvements would not support more intensive uses.

The plan recommends that residential uses remain low density with two exceptions. The exceptions are the existing multifamily development at 63rd and Manchester, and a half block area across the street on the west side of Manchester between 64th and 65th Streets, which is recommended for duplexes as a long range land use.

The plan recommends no further expansion of multifamily uses in the plan area because of its isolation, lack of public transportation, lack of commercial and other services in the area, environmental factors such as slopes and soils that can further isolate residential areas, and lack of adequate infrastructure. The plan recommends that existing residential uses located next to existing or proposed industrial, commercial or office uses be isolated from those uses by screening, landscaping, and site planning that keeps signage, lighting, and traffic patterns away from the residential boundaries.

Commercial

The Winchester area should serve a regional market for several reasons: a) it is located at the intersection of three major regional roadways; b) it has a relatively small population base around it because of the low density residential uses in the immediate vicinity, and the presence of Swope Park on its western edge; c)



its development does not have a residential scale or focus. The largest development, the Winchester Business Center, has attracted regional office type businesses and is expected to continue that way. The area on the east side of I-435 and south of 63rd Street has continued the office trend. If the area north of 63rd Street and west of I-435 continues with light industrial development, the Winchester area could be firmly established as a regional employment area.

The area is more suited for office development than for retail commercial development. The Brywood Shopping Center is located just east of the planning area on 63rd Street. It is only a short distance by car to the Bannister Mall area for regional shopping. Retail commercial uses should be limited to those that could serve the office and industrial uses as the developments are completed.

The plan recommends **office/commercial uses**: a) for the Winchester Business Center, b) for the south side of 63rd Street between James A. Reed Road west to the eastern half of the 6300 block of Manchester, and c) for the triangle formed by I-435, Highway 350, and the 63rd Street Trafficway, because in general these are in established business areas, are contiguous, have access to major streets, and have fairly high visibility.

The plan recommends a small area of **neighborhood commercial** on Manchester adjacent on the west side of the multifamily development and on the north side of the private open space/parkland. This could be developed for commercial or personal services to serve the residential area. The plan recommends no further expansion of commercial or office uses into existing residential areas. The lot at the southeast corner of I-435 and 63rd Street should not be designated for commercial uses because it is located too close to the intersection for a curb cut on 63rd Street to be suitable, and the topography is steep and soils are difficult to develop.

Since the property in the triangle formed by I-435, Highway 350, and 63rd Street Trafficway is isolated from adjacent areas by the roadways and is surrounded by bluffs, it has the potential for being highly visible and serving a regional function. This unique site seems most suited to uses that could take advantage of its visibility, regional access and isolation. Some sort of regional recreational or entertainment use would be appropriate, especially one with interesting structures and lively, highly visible signage, perhaps with neon lighting, would take advantage of the site. Some examples could be restaurants, night clubs, hotels, carnivals or small scale amusement parks.

The northwest corner of the intersection of I-435 and 63rd Street could be considered for a regional commercial use, such as hotels

or restaurants, should the diamond interchange at that location be completed and the completion of the business center generate the need for additional services to serve the businesses. This could be a potentially good location for such uses because of its orientation toward two major roadways, visibility, access (should the interchange be completed), and isolation from residential areas.

Industrial

The plan recommends light industrial uses west of I-435 between 63rd Street on the south and approximately the right-of-way line of 59th Street on the north. The exception is that the boundary of the light industrial uses would dip south at the northwest corner of the planning area, to provide approximately 400 feet between the proposed industrial uses and the 58th Street right-of-way as it dips south. The area designated north of 63rd Street is appropriate for light industrial uses because: it has excellent access to major roadways designed to carry heavy traffic; the traffic would have access only through non-residential areas; the intense uses could be adequately buffered from less intense uses to the north; the use would be compatible with the function of the area as a regional employment center; the area is undermined and difficult to develop for residential uses; and existing uses on the property are primarily industrial.

The other proposed light industrial area is the area containing an existing quarry in the northeast corner of the planning area, adjacent to Highway 350. Until and unless the quarrying is terminated and the land reclaimed through grading, addition of top soil, and planting, non-industrial uses of the property would be difficult.

As stated previously in the residential section, residential areas adjacent to industrial areas should have a buffer strip that is landscaped and screened with deciduous and evergreen trees and shrubs, and the boundaries should be shielded from signage, lighting, and traffic circulation that would intrude into the residential uses.

OTHER PLAN RECOMMENDATIONS

Zoning Recommendations

- Staff should support requests for rezoning that are compatible with the proposed land uses, and associated recommendations and guidelines in this plan.

Infrastructure Recommendations

- Construct 63rd Street Trafficway with a 120-foot right-of-way and a median. Construct it as an enhanced arterial with landscaping, lighting, walkways, and design features in order to highlight its role as a major east/west link through Kansas City.
- Ask the Missouri Highway and Transportation Department to assess the feasibility of completing the diamond interchange at I-435 and 63rd Street, with costs and a time-table, in order to improve access to the Winchester area and improve the confusing traffic pattern in the area.
- Assess the cost of improvements to residential infrastructure in the area east of I-435 and south of 63rd Street, including installation of sewer systems, upgrading of water lines, and street improvements; develop alternative methods of financing and consider these improvements for the City's capital improvements program.

Urban Design Recommendations

The following are actions that residents, property owners, and business owners in the area, working with the City and other agencies, can take to support the goals of the plan that relate to urban design characteristics.

- Develop a unified theme or identity for the area that can help market the Winchester area as a regional employment center.
- Highlight the image of 63rd Street as a primary east/west linkage in Kansas City by developing a coordinated design for public improvements, signage, landscaping, and a gateway feature just east of I-435.

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- Coordinate with the Parks and Recreation Department on signage or other features that would publicize the area as a gateway to Swope Park and the New Zoo.
 - Work with the Missouri Highway and Transportation Commission to obtain additional landscaping along I-435 and Highway 350.
 - Assure quality in public and private improvements by adopting the Urban Design Guidelines in this plan.
 - Develop design approaches for new development in the triangle of land formed by the intersections of I-435, Highway 350, and 63rd Street, including a site design that would enhance its liveliness and visibility.

Urban Design Guidelines

The Winchester area can serve as a regional employment center on a major east/west link in Kansas City. Since much of the area is undeveloped, quality urban design can help create an area with a unique identity, that fits well within its environment and functions well within the region. The following urban design guidelines should be used to review development and redevelopment proposals:

- New development should create an integrated, unified design.
- All new development or redevelopment should include street trees of a size, spacing, and type to be approved by the City Forester.
- All new development or redevelopment proposals should include landscaping that includes landscaping and screening of parking lots, and landscaping within parking lots, maintenance of landscaping, and pedestrian connections within parking lots.
- All new development should attempt to fit well with the natural environment by preserving mature trees, siting buildings within the existing topography where possible, and integrating natural features, such as rock outcroppings, within the design, where possible.

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- ❑ A location for a major gateway/entranceway feature in the vicinity of the intersection of I-435 and 63rd Street Trafficway should be identified and preserved as the area develops or redevelops.
 - ❑ 63rd Street should be developed with a median and a boulevard-like character, greened and softened by significant plantings and coordinated public improvements such as street lighting, planters, and underground utilities.
 - ❑ Signage to identify uses in the area should be coordinated, fit within the proposed image of the area, be non-distracting, and add to the ease of understanding the area and locating activities. A signage plan should be developed for the triangle of land between I-435, Highway 350, and 63rd Street, that would emphasize the special lively image of the area as it develops. Off-site advertising signs would not contribute to the image of the area as a regional employment center, and would have a negative visual impact on the development of the area. Monument signs are encouraged.

IMPLEMENTATION

Property owners and residents of the Winchester area should work with City staff, the Economic Development Corporation staff, and the staff of the Missouri Housing and Development Commission staff to implement this plan.

- ❑ Property owners should explore expansion of the Tax Increment Financing (TIF) District with the Economic Development Corporation and with other property owners in the Winchester area that are currently within the boundaries of the TIF, as a possible means of assuring unified, coordinated development and potential financing for some needed public improvements.
 - ❑ Property owners should develop a unified approach to expressing their support for completion of the diamond interchange at I-435 and 63rd Street. They could meet with City staff, and consider making a presentation to the City's Transportation and Development Committee for their recommendation.
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- Property owners should consider developing requests for Public Improvements Advisory Committee funds, with a private fund match, for the gateway/entranceway feature and special lighting or other public improvements along 63rd Street that would contribute to the area's identity.
 - City staff should prepare capital improvement data sheets on infrastructure improvements needed in the Winchester area to be included in the City's capital improvements program analysis.
 - Property owners should work with City Planning, and Parks and Recreation staff to develop ideas for a gateway feature at 63rd and I-435.
 - Property owners should initiate requests for rezoning consistent with the Winchester plan as needed to pursue specific development projects.

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