CENTRAL CITY ECONOMIC
DEVELOPMENT SALES TAX BOARD

STRATEGIC PLAN 2020 - 2027

KANSAS CITY, MISSOURI

October 2020

HLDC Harrison-Lee Development Consulting

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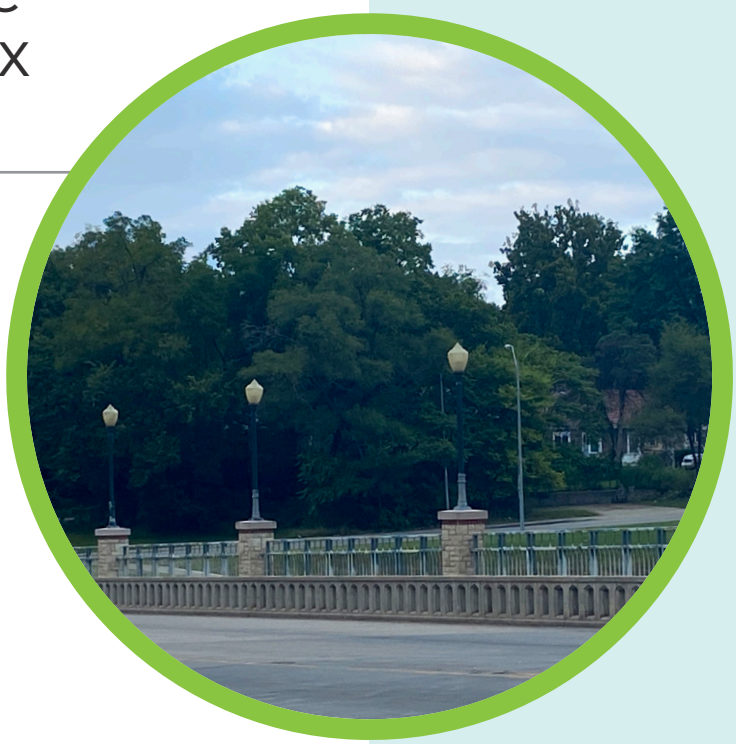
CENTRAL CITY ECONOMIC DEVELOPMENT SALES TAX BOARD



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FORMER BOARD MEMBERS

- Keith Brown
- Ron Finley
- Herb Hardwick
- Donna Wilson

EXECUTIVE SUMMARY

PROTECTING AND RESTORING THE CENTRAL CITY DISTRICT

The Central City District is bounded on the North by 9th Street, South Gregory Boulevard, East Indiana Avenue and the West by Paseo Boulevard, and has a long thriving and historical connection to Kansas City's past. In recent decades, the community has undergone economic decline due to urban sprawl, racial injustice, and economic disparity. However, with the enactment of the 1/8 percent sales tax legislation, a dedicated source of revenue through 2027 is being allocated for the purpose of stimulating economic development and neighborhood sustainability.

The strategic plan positions the Central City District for economic success well into the future, while ensuring that the neighborhoods and overall community remain authentic to their history. The strategic plan is based upon input from residents, local business and stakeholders. Harrison-Lee Development Consulting, LLC, the Consultant, developed the strategic plan with insight from past and recent planning efforts and public processes. The plan provides a vision for long-term economic sustainability and establishes the framework for the Central City District to become an exciting, vibrant, and diverse place for residents, businesses, and visitors.

PLANNING APPROACH

The strategic plan's focus is the implementation of its goals, objectives, and tactics along with the performance measures. The plan builds on previous planning initiatives undertaken by Kansas City, Missouri in conjunction with the community. These tools provide a foundation for the Central City Economic Development Board's (CCED) momentum to sustain efforts toward full realization of economic self-sustainability. These comprehensive plans are crucial to ensure that core values and principles are followed, but they must be flexible enough to encourage development interest and innovation while adaptating to unforeseen economic, social, and demographic changes. This principled flexibility will guarantee long- term goals are achieved, even if their physical manifestation differs from initial concepts.

5 Intertwined Goals Have Guided the Central City District Strategic Plan:

EXECUTIVE SUMMARY

Balancing these perspectives in all their complexities will shape a rich and well-informed framework that addresses the needs and aspirations of the people who live in, work at, and visit the Central City District.

Five overarching goals have guided the development of this framework:

1. Create Organizational Capacity to Accomplish Goals and Projects
2. Foster and Maintain Diverse and Sustainable Neighborhoods
3. Create and Expand Employment Opportunities
4. Create Opportunities for Access, Equity, and Shared Prosperity
5. Enhance Opportunities for Small and Minority-Owned Business Development

Achieving these goals both protects the character of the existing community and prepares the district for the future. Preserving and growing the district enables existing businesses to remain and expand. It provides opportunities for residents' access to equity and shared prosperity. Realizing these goals also opens the Central City District to new businesses that will strengthen the district's commercial and retail character.

Following this executive summary, the strategic plan is presented in eight sections as follows:

1. Introduction and Background
2. Strategic Planning Process
3. Mission Statement, Vision Statement, and Core Values
4. Demographics
5. Environmental Scan
6. Strategic Goals, Objectives, and Tactics
7. Performance Measures
8. Next Steps

INTRODUCTION AND BACKGROUND

The initiative currently identified as the Central City Economic Development Sales Tax is a product of grass-root efforts and civic engagement to create a dedicated revenue source to address economic development activity on the east side of Kansas City, Missouri. Three principal organizations, Urban Summit, the Southern Christian Leadership Conference of Kansas City and Freedom Inc. helped to organize and lead the effort to collect enough signatures to warrant a citizen initiative petition. The Kansas City Council voted on January 12, 2017 to put the sales tax initiative on the ballot in a Special Election to voters in Kansas City, Missouri and Jackson County, Missouri. Voters had a choice of voting for or against instituting the 1/8 percent sales tax for 10 years to fund economic development projects in the Central City. The ballot initiative was approved on April 4, 2017 by 60% of the voters.

The area identified as the Central City is bounded by 9th Street on the north, Gregory Avenue on the south, The Paseo on the west, and Indiana Avenue on the east. The tax is expected to generate about $10 million annually.

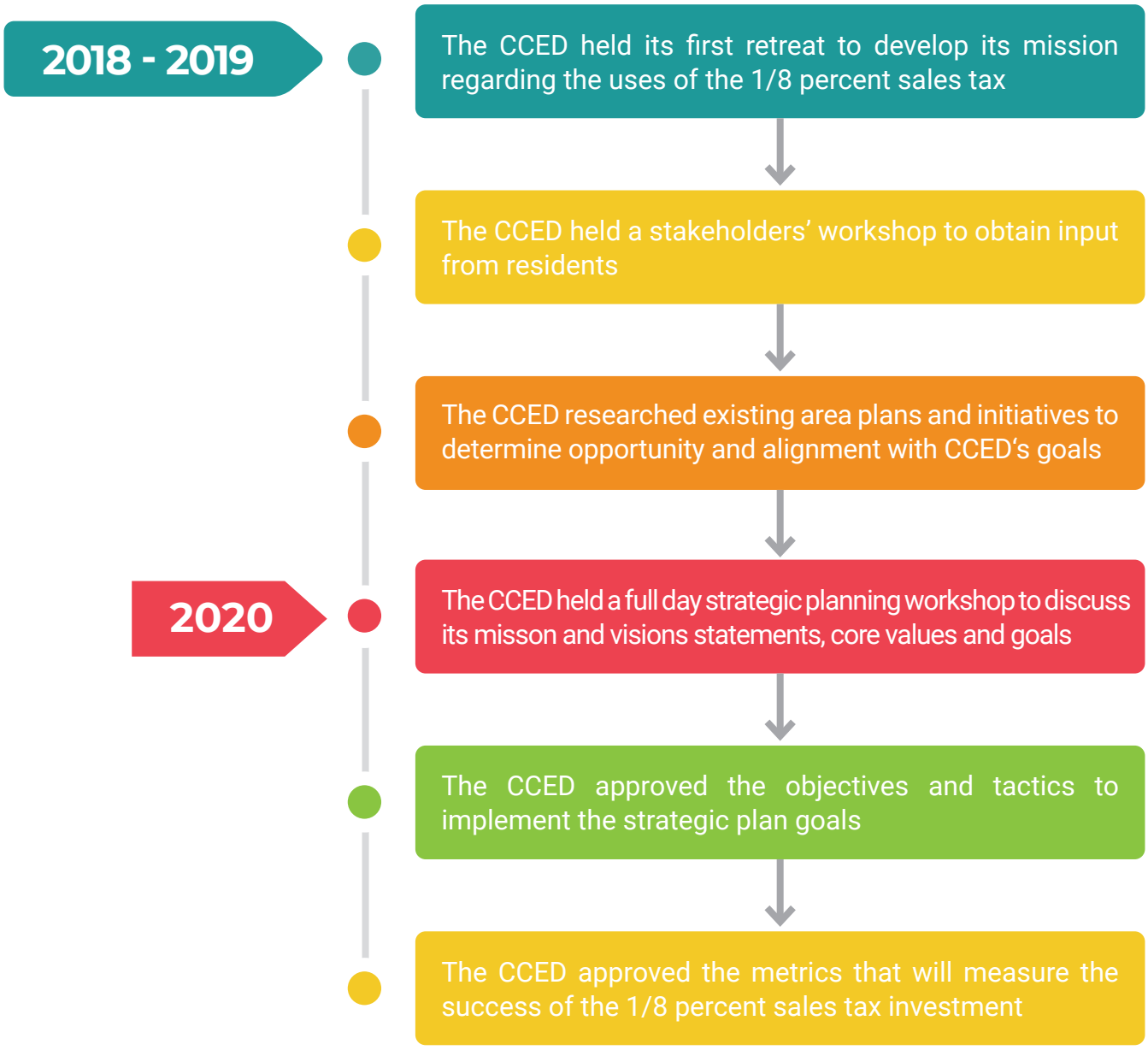
A five-member Central City Economic Development Sales Tax Board was appointed by the Mayor and approved by the City Council. The board makeup includes one member representing the Kansas City, Kansas Public Schools, one member representing Jackson County, Missouri and the remaining three are City of Kansas City, Missouri appointees. The CCED Board's role is the administration of funds for economic development projects, designation of an economic development area, and seeking public feedback and input on the best ways to move forward.

In order to aid the Central City Economic Development Board, tools have been developed to help shape the discussions and give residents and the board clearer direction for how the tax revenue can be used. The City Planning and Development Department has prepared a Central City Sales Tax District Databook, containing information about the demographics of the area, development trends and redevelopment opportunities.

The focus of the revenue generated from the 1/8 percent sales tax will be for commercial/industrial and residential redevelopment and new construction. The sales tax will be used for both catalytic and incremental projects. Project infrastructure improvements will be considered for funding with the sales tax dollars for all developments. Through this approach, the Board will strive to:

- Provide access to capital
- Assist developers
- Facilitate job creation
- Enhance the tax base and
- Support existing businesses, including minority-owned and small businesses.

THE STRATEGIC PLANNING PROCESS



MISSION, VISION, AND CORE VALUES

CCED SALES TAX BOARD MISSION

Protecting and restoring the Central City District for long-term economic viability and growth.

CCED SALES TAX BOARD VISION

Support a thriving and stable Central Business District where businesses and residents share in the success and enhancement of the community.

CCED CORE VALUES

CIVIC INVOLVEMENT:

We value broad participation among the community stakeholders

INNOVATION:

We will work to develop creative examples of change, resulting in a positive impact on the residents

ECONOMIC OPPORTUNITY:

We will promote fair and genuine opportunities for stakeholders to participate in the economic main stream and achieve economic security

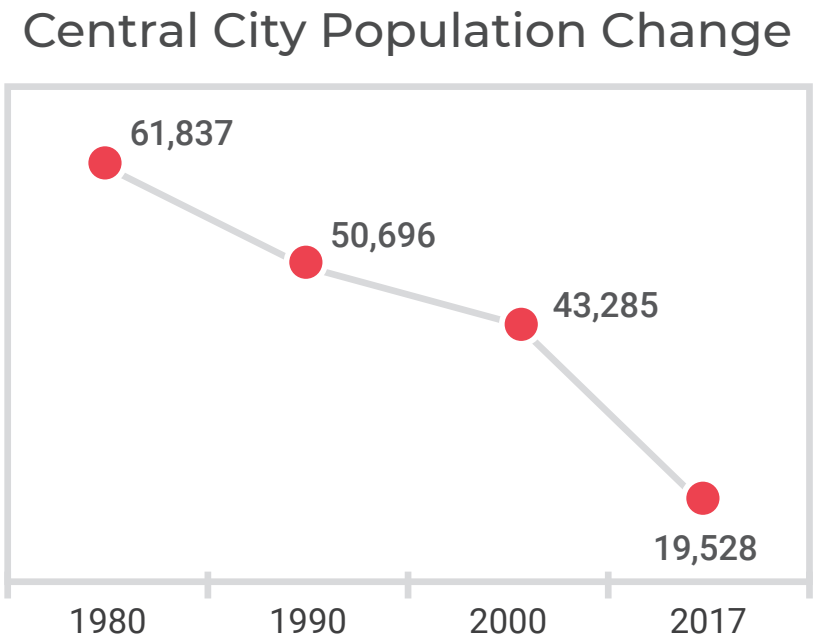
COLLABORATION:

We aim to build a stronger community and achieve our vision of greater economic opportunity by leveraging resources

AREA DEMOGRAPHICS

POPULATION

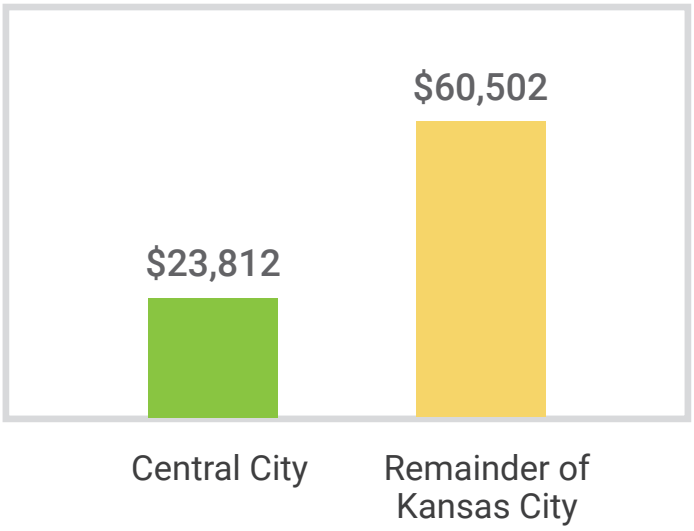
The population of the Central City District is estimated to have grown slightly since 2010. In the two prior decades, the neighborhoods experienced a 21.5% decrease in population. The funding of CCED projects is projected to stimulate growth that will reverse this demographic trend by retaining existing and attracting new residents.



INCOME

The estimated median household income for the Central City District in 2015 was $23,812, compared with a median household income of $60,502 for the remainder of the City.

Median Household Income

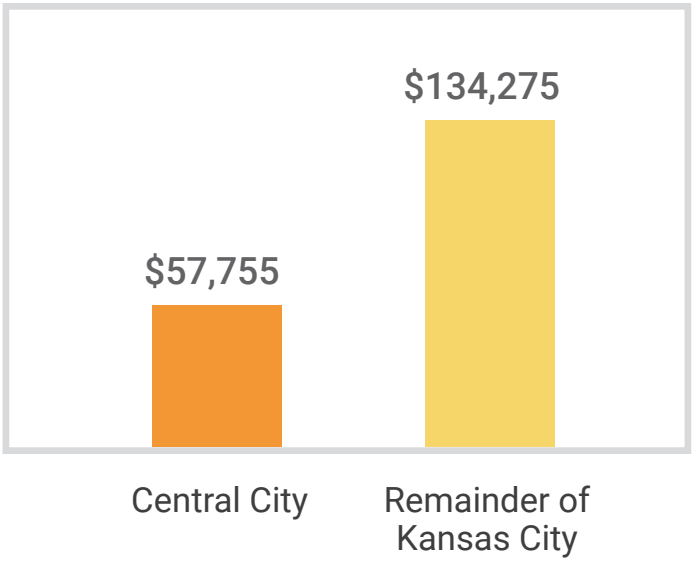


HOUSING

The median cost for a house in the Central City was estimated at $57,755 in 2015, compared with a median cost for a house in the remainder of Kansas City, Missouri of $134,275.

The Central City housing stock is comprised of single-family homes that are owned and rented. A large number of housing units have been demolished, creating a number of available vacant parcels for the construction of new housing. The preservation of existing homes and the construction of new housing units will contribute to the sustainability of the district.

Median Housing Costs



ENVIRONMENTAL SCAN

ENVIRONMENTAL ANALYSIS

An environmental analysis of the Central City District involves an assessment of the major influencing factors of economic performance and opportunities. The analysis helps to identify strategies that are needed to move the community forward toward accomplishing its economic development goals and objectives. A comprehensive assessment of the area's economy, its economic base, and how it functions, including existing conditions, historical trends and future growth opportunities, should be conducted. This assessment can provide a foundation for identifying existing and new businesses driving local economic and employment growth.

The 1/8 percent sales tax provides a dedicated revenue source to incentivize economic growth in the Central City District. The greatest challenge to economic success in the Central City District is the growing blight. It exists as a result of vacant and abandoned properties that create a profoundly negative impact on the entire community. Blighted properties decrease surrounding property values, erode the health of the District's local housing market, pose safety hazards, and reduce the local tax revenue. As blight has flourished, economic disinvestment has increased. Economic disinvestment in the Central City District has manifested itself in the closing of businesses, creating unemployment and worker migration, which, in turn, has led to out migration of its population, who have left vacant and abandoned housing structures. These abandonments have resulted in a loss of revenue for the City of Kansas City, Missouri, which can no longer afford adequate public services, such as code enforcement action. All of these actions make the District less attractive as more people continue to move away and new people don't move in. Even those who are interested in remaining or moving into the District and want to invest through homeownerships will find it difficult to find a lender willing to approve a mortgage because of the neighborhood's general conditions and the lack of real estate activity to create comparable values.

Many national best practices for alleviating neighborhood blight involve gaining control of the vacant and abandoned properties and developing and implementing housing initiatives. Housing initiatives can mitigate blight and offer residents of the Central City District a variety of housing types that are affordable to a range of family incomes. It can also be a wealth building factor for families. Data from economic and community development activities across the country has shown that the availability of housing that is safe, sanitary, and affordable helps to create a more sustainable community. These practices and others are incorporated into this strategic plan as catalytic activities to restore the Central City District as a viable residential part of the Kansas City, Missouri landscape.

Based on the most recent data, the Central City District housing stock is currently 24% homeownership and 31% rental. The "2019 State of Black Kansas City," published by the Kansas City Urban League, indicates that from 2015 to 2019, homeownership among blacks dropped by nine percent. Conversely, during the mid-20th century, the homeownership rate was considerably higher than the rental rate. To be clear, rental housing is a vital part of any community, particularly for low income families for whom ownership may not be a realistic or desirable alternative. However, homeownership supports wealth building and sustainability.

Homeownership provides households with economic power. The benefits of maintaining stable housing cost and building equity and tax incentives over time allows a household to build wealth. The City of Kansas City, Missouri and the residents of the Central City District agree that building and preserving homes are key components to the revitalization of the Central City District and the economic empowerment of its residents.

A recently completed milestone involved strategic visioning and planning to enhance the Central City's economic vitality consisting of:

- Identification and mapping of community assets to determine what makes Central City District unique, special, and competitive relative to other communities
- A competitive assessment
- Environmental analysis of the area's strengths, weaknesses, opportunities, and threats
- Evaluation of capacity
- Organizational capabilities and leadership for implementation of economic redevelopment

STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT) ANALYSIS

An analysis of a community's strengths, weaknesses, opportunities, and threats identifies the internal and external factors that make the district a competitive location or that may constrain potential economic growth. A SWOT analysis also considers what factors are in place, or need to be put in place, to ensure the community's economic resiliency or long-term success. The analysis provides a framework for identifying local action items and priorities and for creating a list of action items under each category to help decision-makers build on a community's strengths, address weaknesses, take advantage of opportunities, and prepare for threats.

ECONOMIC DEVELOPMENT SWOT DEFINED

STRENGTHS are community relative competitive advantages such as industry supply chains and clusters, transportation modes, infra-structure, broadband assets, specialized workforce skills, higher education levels, regional partnerships, and often are internal in nature.

WEAKNESSES are local issues or characteristics that limit or constrain a community's economic growth. Weaknesses are internal limitations or constraints that make the local economy less competitive unless or until they are eliminated or minimized.

OPPORTUNITIES are conditions that, if capitalized on, contribute to improvement or progress in achieving economic development objectives.

THREATS are external factors or trends that, if realized, can endanger a community's economic growth, leading to a weaker economy or decline, such as worker layoffs or local companies relocating to a lower cost location, due to global changes or shifts in consumer demand.

The Central City Economic Development Board's SWOT Analysis is described further below:

	Helpful	Needs Improvement
Internal Factors	**STRENGTHS** ▪ Lower land values ▪ Established commercially zoned area ▪ Close ratio of owner and rental housing ▪ Lower housing costs compared to rest of city ▪ Historic legacy ▪ Vacant land ▪ Neighborhood leadership	**WEAKNESSES** ▪ Concentration of rent-subsidized properties ▪ Low household incomes ▪ Limited number of transformational projects ▪ Limited transportation options ▪ Low levels of educational attainment ▪ Workforce readiness ▪ Unequal balance of employment inflow vs. outflow ▪ The proliferation of blight
External Factors	**OPPORTUNITIES** ▪ Housing preservation ▪ Mixed-income housing to include affordable, workforce, market rate ▪ Transit investment along Prospect ▪ Ability to incorporate transit oriented and sustainable principles ▪ TIF incentives, opportunity zone and other redevelopment financing ▪ High impact projects	**THREATS** ▪ Expiration of 1/8 percent tax as a resource ▪ Increased expense associated with aging housing stock ▪ Population decline due to less desirable living environment ▪ Continued demolition of bighted buildings

STRENGTHS

LOCATION:

The Central City District is located east of downtown Kansas City, Missouri with access to Interstate 70.

NEIGHBORHOOD PLANNING:

The residents of the Central City District have been involved in several area and neighborhood planning initiatives. These planning initiatives have identified the needs and desires for improvement of the Central City residents and businesses.

FINANCIAL CAPACITY:

The Central City District Economic Development Sales tax provides a source of funding that can be leveraged with other federal, state and local resources to address economic development activities.

HISTORIC LEGACY:

The Central City District is home to many of Kansas City's historic structures. Preservation of these structures for reuse can contribute to the economic renewal of the district.

WEAKNESSES

EXISTING ECONOMIC OPPORTUNITIES:

All economic indicators for the Central City District have less value than the same indicators in other Kansas City, Missouri neighborhoods.

TRANSPORTATION ISSUES:

The Central City District was established around an auto-centric transportation plan. There is a need to incorporate new transit development initiatives.

EDUCATIONAL ATTAINMENT:

More enhanced educational opportunities are needed in order for residents and business owners to increase their economic power.

BLIGHT AND HOUSING CONDITIONS:

The existence of blight, as seen through the number of dilapidated housing units and vacant parcels, decrease property values and prevent economic wealth building relative to the economic growth experienced by that of residents and property owners in other Kansas City, Missouri neighborhoods.

OPPORTUNITIES

DEVELOPMENT AND REDEVELOPMENT:

The Central City District has designated funding and the development tools to implement the economic aspects of plans that have been developed over the years. Strategic practices can be used to preserve appropriate existing assets and create new ones.

GROW THE TAX BASE:

The economic stimulus from the Central City Sales Tax will increase the growth of all other forms of state and municipal taxes to City of Kansas City, Missouri and the State of Missouri. Increased homeownership will yield an increase in property taxes.

SECURITY AND WELL-BEING:

Residents should live in communities where the conditions promote mental and physical health, connectedness and resilience. These factors create strong neighborhoods, and the strongest communities are the safest.

PARTNER WITH OTHER ENTITIES:

The City of Kansas City, Missouri through the CCED Board, can identify and partner with other economic development entities with best practices for implementing the Central City District goals and objectives.

THREATS

EXPIRATION OF THE 1/8 PERCENT SALES TAX:

It is imperative to analyze and implement as much economic development activity as possible that can be allocated to the sales tax revenue before it expires.

LOSS OF POPULATION:

If there is no evidence that the Central City District neighborhoods are improving, residents will continue to move away.

THE COST OF ECONOMIC INVESTMENT GROWS:

If financial investments and policy adjustments are not made to correct economic challenges in the Central City District, the issues will continue to intensify and require more revenue to correct.

STRATEGIC GOALS, OBJECTIVES, AND TACTICS

STRATEGIC GOALS SUMMARY:

Create Organizational Capacity to Accomplish CCED Goals and Projects

Establish a structure for implementation

Foster and Maintain Diverse and Sustainable Neighborhoods

Maintain and strengthen the economic and social benefits of the neighborhood

Create and Expand Employment Opportunities

Foster occupations that will pay a living wage

Create Opportunities for Access, Equity, and Shared Prosperity

Introduce best practices for wealth building

Enhance Opportunities for Small and Minority-Owned Business Development

Establish and grow small businesses

GOAL 1: CREATE ORGANIZATIONAL CAPACITY TO ACCOMPLISH CCED GOALS AND PROJECTS

OBJECTIVE:

Establish an effective and efficient long-term structure for developing and implementing a strategic plan action plan and other CCED Advisory Board work.

TACTICS:

1. Develop a step-by-step implementation plan that details a vision for accomplishing each of the goals, objectives, and tactics of the CCED Strategic Plan.
2. Establish a mechanism to research, identify, and recommend partnerships and resources that support the achievement of all CCED projects and activities to the Board.
3. Ensure that periodic reports are provided to the CCED Board documenting the status of all CCED activities.

GOAL 1: CREATE ORGANIZATIONAL CAPACITY TO ACCOMPLISH CCED GOALS AND PROJECTS

OBJECTIVE:

Coordinate and manage the work of the CCED Advisory Board.

TACTICS:

1. Research and evaluate best practices for the CCED Advisory Board to provide oversight of economic activity in the target area.
2. Ensure the availability of adequate staffing to support the daily operations of the organization. Ensure that staff possesses a range of skills necessary to lead internally and advocate on behalf of the Board to maintain good relationships with the City, CCED Board, residents, and businesses of the Central City District.
3. Develop a budget that sufficiently funds initiatives to support and sustain successful implementation of the strategic plan.
4. Require the CCED staff to coordinate with city staff, neighborhood associations, community partners, and community businesses to establish a forum for communicating actions by the CCED Board.

GOAL 2: FOSTER AND MAINTAIN DIVERSE AND SUSTAINABLE NEIGHBORHOODS

OBJECTIVE:

Increase the number of new single-family and multi-family housing units from 257 over the past 10 years to 600 units for the period 2020 to 2027, generating an increase in residential real property from approximately $4,883,000 to approximately $11,400,000.

TACTICS:

1. Prioritize funding for the construction of mixed income housing of various types in the CCED Request for Proposals (RFP).
2. Implement a blight and clearance initiative to gain control of and remove blighted housing structures and redevelop the parcels for new housing.
3. Prioritize the funding of housing proposals for construction of new housing and the preservation of existing owner-occupied housing, using a “block by block” approach.
4. Establish a requirement in Request for Proposals that sellers of new homes marketed to first-time homeowners must ensure that the borrower completes a HUD-approved housing counseling and money management program.
5. Incorporate the construction of new rental housing into mixed use developments and preserve existing rental housing as appropriate.

GOAL 3: CREATE AND EXPAND EMPLOYMENT OPPORTUNITIES

OBJECTIVE:

Coordinate efforts for job creation and job training for employment of Central City residents by January 2021.

TACTICS:

1. Review existing partnerships that Kansas City, Missouri has for workforce development training.

   Action Items:

   a. Encourage the location of existing programs to increase their accessibility to Central City residents.

   b. Identify and focus on categories of job losses and future job opportunities by Central City businesses to define the employment and training needed.

   c. Ensure that a variety of job training methods, i.e., classroom-based instruction, interactive, on-the-job, and online learning, are offered.

2. Communicate with local and state economic development organizations to understand the expansion of current and emerging job opportunities.

   Action Items:

   a. Work with area institutions of higher learning and technical schools to develop certification programs that result in job opportunities that pay a living wage.

   b. Work with Kansas City, Missouri economic development organizations to identify and prepare residents for employment at new or expanded businesses in the Central City District.

   c. Use CCED funding to partner with a workforce development agency that provide a variety of supportive services, like day care, transit passes, emergency rent, mortgage and utility assistance, legal aid, or clothing assistance for Central City residents while they are completing training programs.

GOAL 3: CREATE AND EXPAND EMPLOYMENT OPPORTUNITIES

OBJECTIVE:

Create Opportunities for Economic Stability of Central City Residents by October 2021.

TACTICS:

1. The CCED should explore, with the assistance and approval of the City, a program proposal for a grant application to a major private foundation.

GOAL 4: CREATE OPPORTUNITIES FOR ACCESS, EQUITY, AND SHARED PROSPERITY

OBJECTIVE:

Increase Support to Existing Central City District Businesses by January 2021.

TACTICS:

1. Award emergency funding to assist Central City residents negatively impacted by COVID 19.
2. Assess the needs for sustainability of merchants' associations in the Central City District.

   Action Items:

   a. Encourage all business owners to become members of a merchant association.

   b. Identify community institutions that are willing to provide guidance to members of local merchants' associations.

   c. Facilitate the development of partnerships between community institutions and merchants' associations.
3. Support the creation of new small businesses.

   Action Items:

   a. Underwrite the cost for the participation of a number of Central City residents to enroll in a business incubation training annually.
4. Support the recruitment of national companies to the Central City District that offer job opportunities.

GOAL 5: ENHANCE OPPORTUNITIES FOR SMALL AND MINORITY-OWNED BUSINESS DEVELOPMENT

OBJECTIVE:

Support the Growth and Stability of Minority-Owned and Small Businesses by June 2021.

TACTICS:

1. Funding for Small Businesses.

   Action Items:

   a. Identify and secure the services of a non-traditional lender that focuses on education, training, loans, and investments of small and minority businesses.

   b. Use CCED funds to create a micro-loan pool to support business start-up.

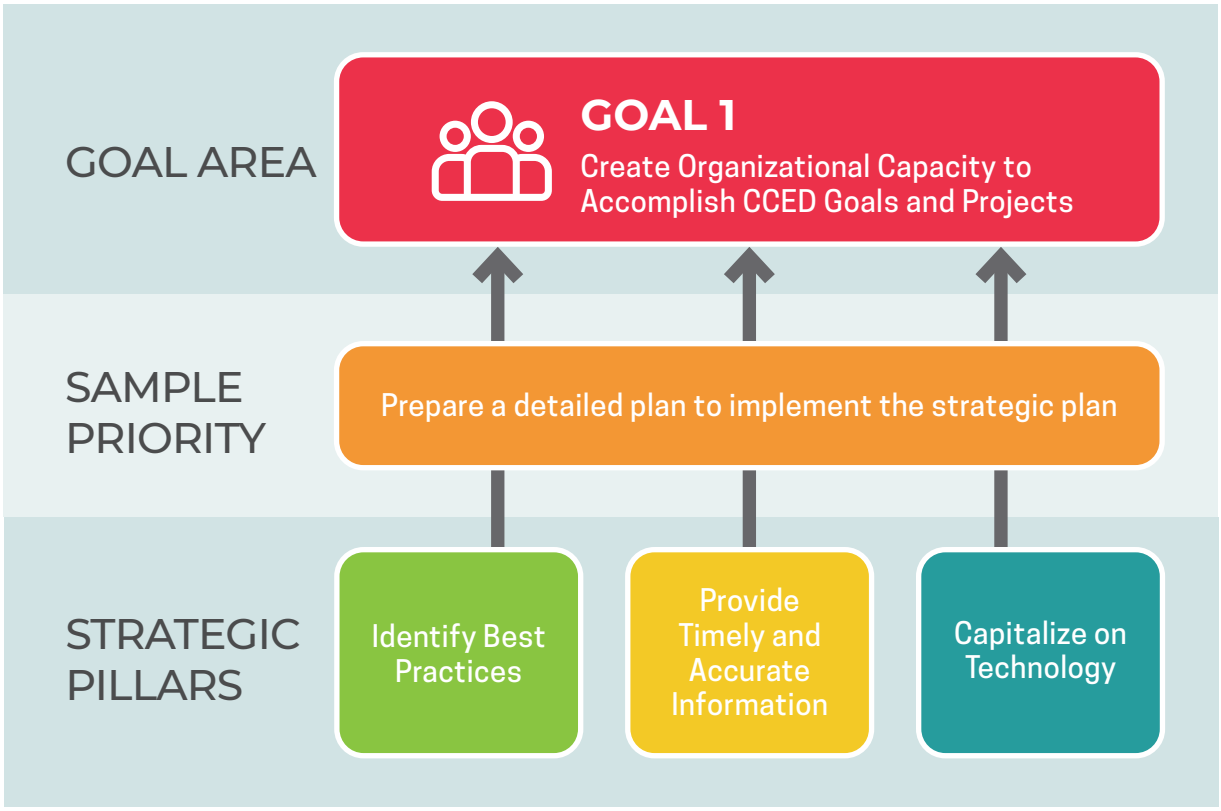
2. Support small and minority-owned businesses to become certified minority businesses by local and the state governments.

   Action Items:

   a. Recruit mentors to assist small and minority businesses through the certification process.

3. Create an annual event where Central City District business owners can interact with community business leaders to learn best practices.

THE GOAL AND PRIORITY FRAMEWORK



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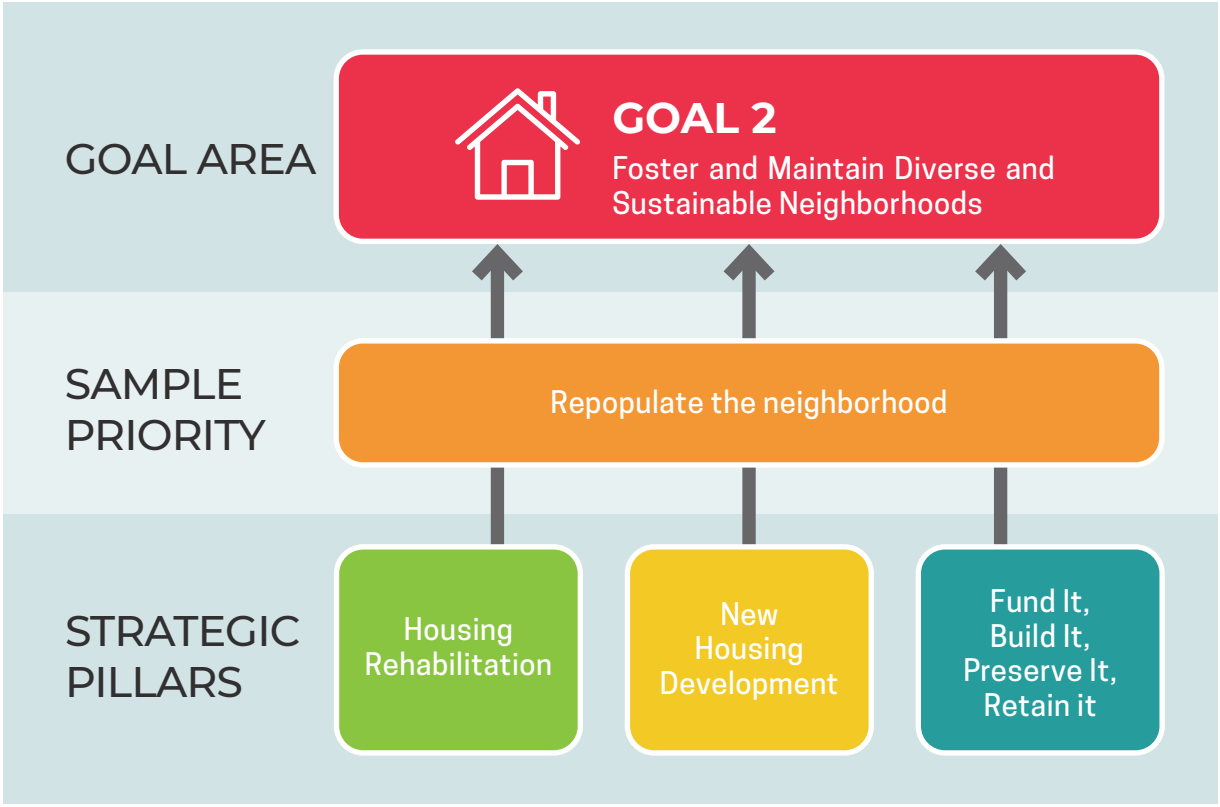

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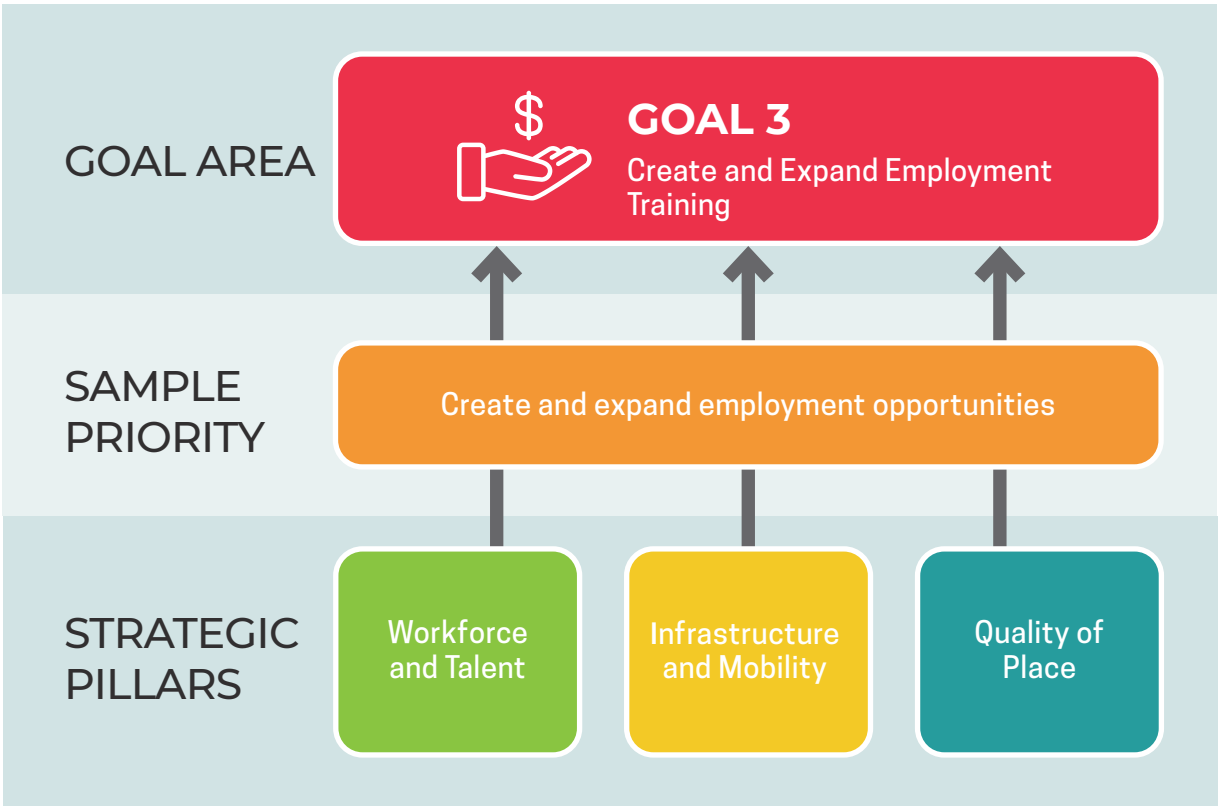

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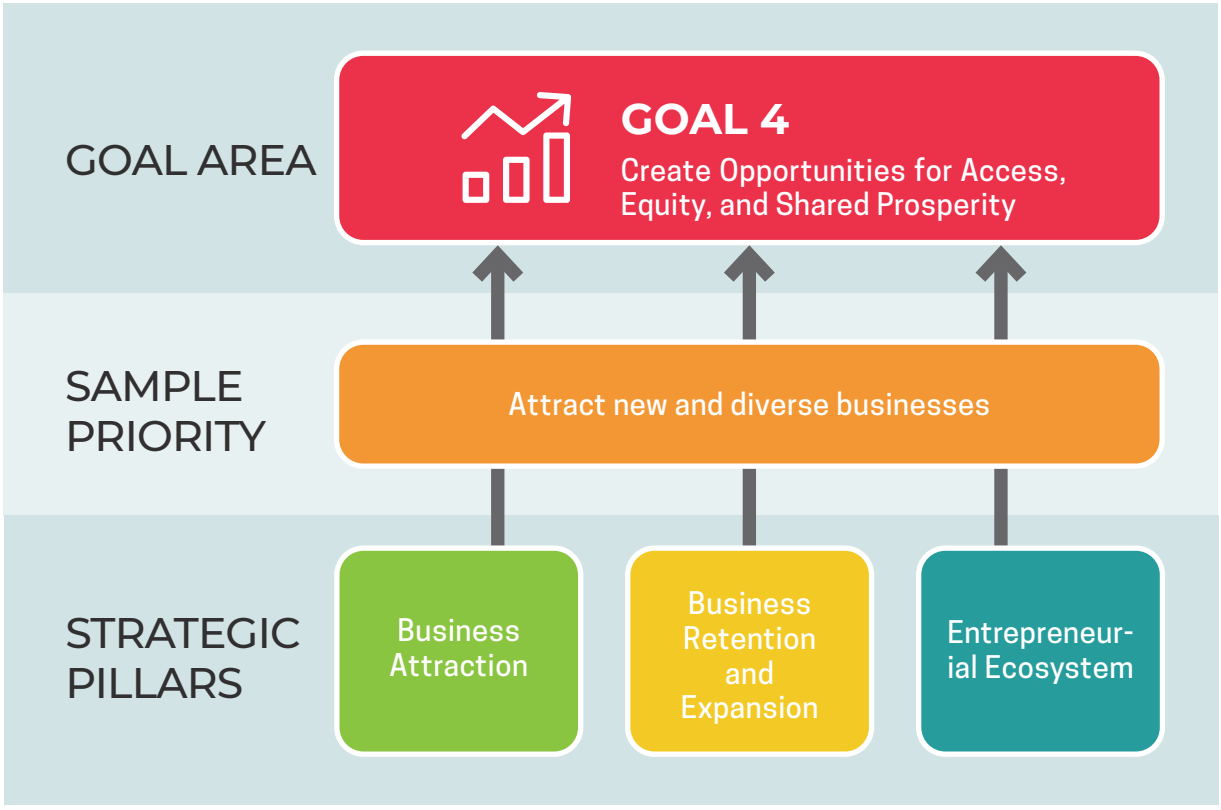

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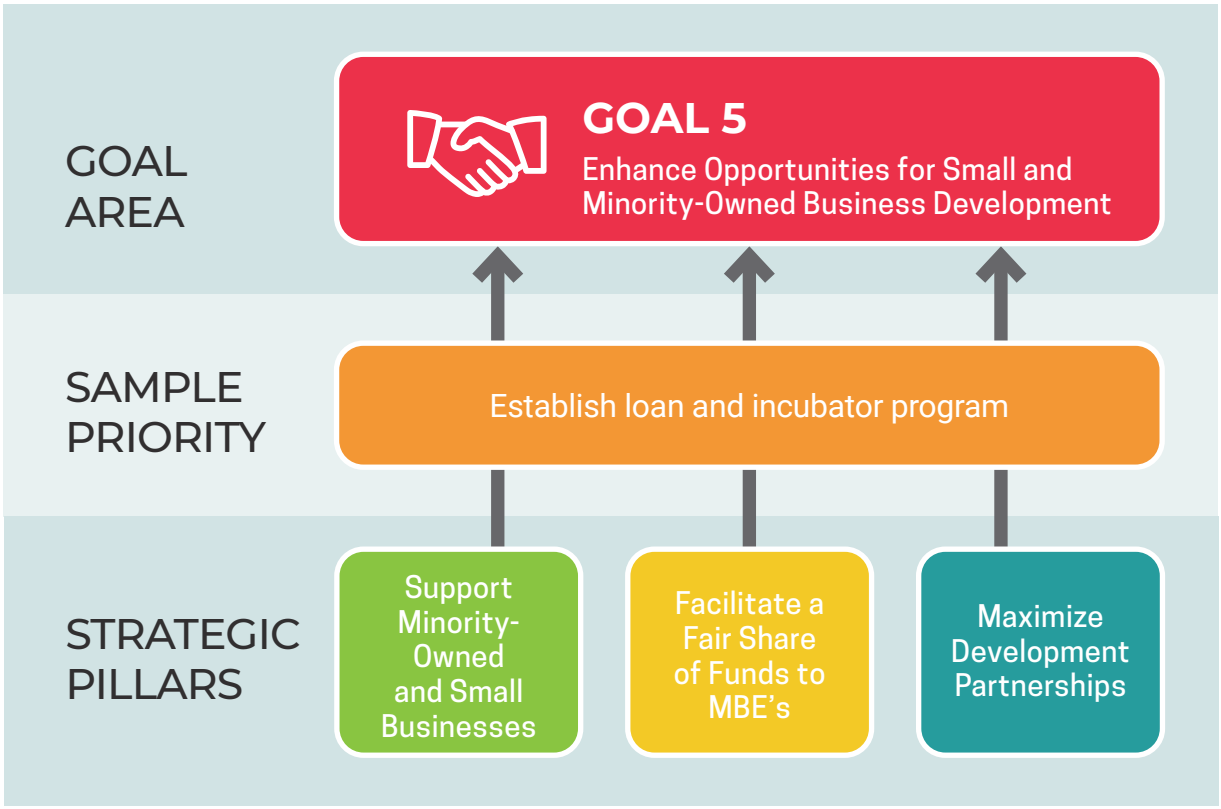

PERFORMANCE MEASURES

Performance measures should flow from the organization's strategic plan with the specific metrics selected to measure in accomplishing the plan's objectives. The performance measures emanating from this strategic plan are below:

	METRICS	SWOT ANALYSIS	FREQUENCY
GOAL 1	**CREATE ORGANIZATIONAL CAPACITY TO ACCOMPLISH CCED GOALS AND PROJECTS**		
	Quarterly implementation update reports of the strategic plan submitted to the board	Opportunity	Quarterly
	Detailed monthly action plan update reports submitted to the board	Opportunity	Monthly
	Quarterly projects updates reports submitted to the board	Opportunity	Annually
	Monthly budget to actual reports submitted to the board	Weaknesses	Quarterly
	"Best Practices" updates reports submitted to the board	Opportunity	Annually

METRICS		SWOT ANALYSIS	FREQUENCY
GOAL 2	**FOSTER AND MAINTAIN DIVERSE AND SUSTAINABLE NEIGHBORHOODS**		
	# of affordable and and market rate senior housing units	Opportunity	Annually
	% or ratio of affordable and and market rate senior housing units to total housing units	Opportunity	Annually
	# of housing units rehabilitated	Opportunity	Quarterly
	# of new affordable housing units constructed	Opportunity	Quarterly
	% of new homes constructed for rental versus home ownership	Opportunity	Annually
	Dollar value of transit-oriented investment in proximity to the rapid transit corridor	Opportunity	Annually

METRICS		SWOT ANALYSIS	FREQUENCY
GOAL 3	**CREATE AND EXPAND EMPLOYMENT OPPORTUNITIES**		
	# of persons employed by major jobs type in the community	Weakness	Annually
	# of workforce partnerships	Weakness	Quarterly
	# of new two-year and four-year higher education partnerships	Opportunity	Annually
	# of new investment-ready sites in the community	Opportunity	Quarterly
	Average household income within the community	Weakness	Annually

METRICS		SWOT ANALYSIS	FREQUENCY
GOAL 4	CREATE OPPORTUNITIES FOR ACCESS, EQUITY, AND SHARED PROSPERITY		
	# of infill projects completed	Strength (lower land value)	Annually
	# of commercial redevelopment projects completed	Strength (lower land value)	Annually
	# of transformational projects completed	Weaknesses	Annually
	# of blighted buildings rehabbed or preserved	Strength (Vacant Land)	Quarterly

METRICS		SWOT ANALYSIS	FREQUENCY
GOAL 5	CREATE AND EXPAND EMPLOYMENT OPPORTUNITIES		
	# of development partnerships established	Opportunity	Quarterly
	# of developer organizations / companies participating in capacity building events	Opportunity	Annually
	# of MBE's bidding on development projects	Opportunity	Quarterly
	# of new investment ready sites in the community	Opportunity	Quarterly
	# and % of MBE's, including subcontractors, receiving funding for development projects	Opportunity	Quarterly

NEXT STEPS

In light of a number of simultaneous initiatives that the Board is currently undertaking as well as potential sales tax declines, the following next steps are contemplated for the near term:

- Revisions to the Board's Request for Proposal based upon the newly-adopted strategic plan and the organization's goals and priorities.
- Redesign of the CCED proposal scorecard.
- Launch a housing initiative that will facilitate substantial homeownership and preserve the existing housing stock for current and future residents.
- Implementation of a performance measurement quarterly and annual reporting process aligned with the strategic plan.
- Acquiring or contracting for an automated/"on-line" application program to streamline the funding review, evaluation, selecting, and reporting process.
- Initiation of webinars to internal and external stakeholders, prospective CCED applicants and awardees in the areas of strategic planning, proposal development and writing, and the Board's evaluation/scorecard process.

HLDC Harrison-Lee Development Consulting