



Coffeyville
KANSAS

East Coffeyville Redevelopment Plan

December 2015



ACKNOWLEDGEMENTS

Project Partnership

The East Coffeyville Redevelopment Plan is a joint effort of the City of Coffeyville, Coffeyville Resources Refining, and Coffeyville Resources Nitrogen Fertilizers.

Coffeyville City Commission

Chris Williams	Mayor
Justin Martin	Vice Mayor
Marcus Kastler	Commissioner
Craig Powell	Commissioner
Jim C. Taylor, Jr.	Commissioner

Coffeyville Planning Commission

Mike Mongan	Chairman
Nelson Christian	Commissioner
Doug Misch	Commissioner
Terry Rittenhouse	Commissioner
Max Williams	Commissioner
Steve Cornell	Commissioner
Randall Hills	Commissioner

Coffeyville City Staff

Kendal Francis	City Manager
Trisha Purdon	Assistant to the City Manager
Cindy Price	City Clerk
Dennis Jacobs	City Planner/Architect

Consultant Team

Ochsner Hare & Hare, LLC
Canyon Research Southwest, Inc.
TranSystems

Table of Contents

1.0	Introduction	
1.1	Background	6
1.2	Purpose	8
1.3	Change	8
1.4	Content	8
1.5	Maintaining the Redevelopment Plan	9
1.6	Audience	9
1.7	Overarching Theme/Vision	9
1.8	Project Process	10
2.0	Existing Conditions	
2.1	Introduction	12
2.2	Redevelopment Plan Boundaries	12
2.3	Land Use	16
2.4	Zoning	18
2.5	Housing	20
2.6	Parks, Trails, & Open Space	23
2.7	Topography and Flood Zones	24
2.8	Transportation Systems	24
2.9	Utility Infrastructure	27
2.10	Character of the Built Environment	32
3.0	Economic & Market Analysis: Summary of Major Findings	
3.1	Introduction	34
3.2	Summary of Major Findings	34
4.0	Redevelopment Plan & Recommendations	
4.1	Introduction	42
4.2	Redevelopment Plan	42
4.2.1	Future Land Use Plan	43
4.2.2	Commercial	46
4.2.3	Residential	47
4.2.4	Industrial	50
4.2.5	Parks, Trails, and Open Space	51
4.2.6	Transportation Systems	53
4.2.7	Utility Infrastructure	55
4.2.8	Aesthetics	60
4.3	Preliminary Opinion of Development Costs	62
4.4	Additional Plan Recommendations	66
4.5	Next Steps	67
Appendix A	Economic & Market Analysis	
A	Full Report	75

Table of Contents

List of Key Figures and Tables

Figure 2.1	Redevelopment Area Boundary Map.....	13
Figure 2.2	Ownership Map	14
Figure 2.3	Vacant Parcels Map	15
Figure 2.4	Existing Land Use Map	17
Figure 2.5	Existing Zoning Map	19
Figure 2.7	Existing Housing Conditions Map	21
Figure 2.8	Existing Structures Map	22
Figure 2.15	Existing Topography Map	25
Figure 4.2	Conceptual Master Plan	43
Figure 4.6	Future Land Use Plan	45
Figure 4.14	Aerial Perspective of Conceptual Master Plan	51
Figure 4.18	Street Infrastructure Plan	54
Figure 4.19	Electrical Infrastructure Plan	56
Figure 4.20	Water Infrastructure Plan	57
Figure 4.21	Sanitary Sewer Infrastructure Plan	58
Figure 4.22	Stormwater Infrastructure Plan	59
Figure 4.26	Conceptual Streetscape Sketch	61
Figure 4.27	Land Use Parcel Numbers Plan	62
Table 1	Street Modifications, Opinion of Probable Cost	63
Table 2	Electrical Distribution Modifications, Opinion of Probable Cost	63
Table 3	Water Distribution System Modifications, Opinion of Probable Cost	64
Table 4	Sanitary Sewer Modifications, Opinion of Probable Cost	64
Table 5	Heavy Industrial Redevelopment Cost	65
Table 6	Light Industrial Redevelopment Cost	65
Table 7	Commercial Redevelopment Cost	65



Fig. 1.1 - A bird's eye view of the East Coffeyville Redevelopment Area during the flood of 2007.

1.1 BACKGROUND

In 2007, a devastating flood caused extensive damage to the eastern portion of the City. Unfortunately, water topping the levy also became contaminated, affecting properties in the area. In the clean-up efforts, both Coffeyville Resources Refining (CVRR) and Coffeyville Resources Nitrogen Fertilizers (CRNF) acquired numerous properties in the redevelopment area, the majority of which had been zoned for use as single family residences. Seven years removed from the natural disaster, the area remains largely underutilized. Water, sewer, electric, and transportation infrastructure all remain in place, serving vacant lots with no immediate plans for redevelopment. There have been few changes

in land use or zoning, and no significant efforts to capitalize on the potential redevelopment opportunities that may exist.

Coffeyville Comprehensive Plan

In 2010, the City adopted the Coffeyville Comprehensive Plan, the culmination of a collaborative planning process that aimed to guide present and future growth for the City. The Plan established the long-term vision, guiding principles, and goals for the City, as well as identifying recommendations and strategies to achieve said goals.

Vision

Coffeyville will achieve a competitive advantage among southeast Kansas cities by:

- Capitalizing on its location for industrial and business growth;
- Creating a downtown that invites economic success and community focus;
- Building strong neighborhoods with amenities and housing choice;
- Adopting growth patterns that maximize transportation connections and desirable development areas; and
- Demonstrating pride and commitment throughout the community.

Guiding Principles

Guiding principles identified in the planning process include:

- Encouraging economic investment, especially in the downtown area;
- Efficient use of land and infrastructure;
- Effective rehabilitation of existing housing and promotion of appropriate infill housing;
- A greater mix of housing choices focused on high-end single family, affordable single family, and market-rate multi-family housing;
- Promotion of a wide variety of approaches to accomplish development;

- Providing amenities that ensure quality of life for future generations;
- Preservation and management of historic sites; and
- Conservation and enhancement of environmental resources.

Goals

Below are the eight goals identified in the Comprehensive Plan:

1. **Future Land Use:** Develop an orderly and balanced growth pattern through adequate infrastructure, preservation of natural resources, and the maximizing of development and infill opportunities.
2. **Residential Development:** Ensure that all Coffeyville residents have access to safe, well-maintained housing. Focus community attention on alleviating blighted housing throughout the community; maximize infill housing opportunities by offering a range of affordable housing choices in Coffeyville's first neighborhoods; preserve housing that represents Coffeyville's history; provide housing to attract the professional workforce now living outside of the community; introduce housing opportunities in downtown Coffeyville and in mixed use developments.
3. **Commercial Development:** Establish a strong, high-quality commercial base in the area that provides diversified, accessible, and convenient services.
4. **Industrial Development:** Promote industrial growth to strengthen local financial health and expand the employment base.
5. **Transportation:** Provide transportation systems, public services, facilities, and utilities that exceed standards and provide a supportive structure for community growth and economic vitality.
6. **Public Facilities:** Ensure that future land development and public facilities and services are mutually supportive.
7. **Parks and Recreation:** Introduce parks and green spaces throughout the community; improve neighborhood access to parks and green spaces; increase usage and amenities in existing parks and recreation facilities; utilize parks and green spaces as

gateways to the City, especially in the vacated flood area.

8. **Economic Development/Downtown:** Sustain an economy that ensures quality of life for all residents. Establish downtown Coffeyville as the core of the City and support a comprehensive revitalization; increase business and industry by introducing appropriate locations that offer connectivity and amenities; capitalize on retail and business opportunities along existing corridors; build a stronger, more focused economic development program with agencies and organizations serving Coffeyville, Montgomery County, and the State of Kansas; attract more visitors by capitalizing on Coffeyville's unique history.

Each of these eight goals is supported by a series of recommendations. The list of recommendations is quite extensive, but the one that most directly addresses the need for an East Coffeyville Redevelopment Plan can be found under Future Land Use (#1), and reads as follows:

Develop a revised Future Land Use Plan for the flood affected area by:

- Working with Coffeyville Resources to determine an agreed upon future for its property;
- Involving the community in a public workshop to discuss the desired use of the properties; and
- Developing a site-specific plan and implementation strategy for reuse of the flood affected area.

The East Coffeyville Redevelopment Plan is the product of this recommendation and the next logical step in the redevelopment of the flood affected area. Its content will aim to consider all relevant recommendations from the Comprehensive Plan, while also providing a new series of recommendations specific to the redevelopment and revitalization of East Coffeyville.

It is also important to note that the East Coffeyville Redevelopment Plan is a joint effort between the City of Coffeyville, CVRR, and CRNF, with all three parties being active participants throughout the planning process.

1.2 PURPOSE

So why a Redevelopment Plan? Any successful development, campus, district, or corridor needs an articulated vision and a plan to implement that vision. In this case, the plan is a roadmap for the future redevelopment of East Coffeyville as it continues to evolve in the wake of the 2007 flood.

Ultimately, the purpose of this plan is to chart a course for the next 20 years of development and decision making in East Coffeyville. It begins with the inventorying and analysis of site conditions, collection and summarization of community input, and surveying of current economic/market conditions. This information is then synthesized and transformed into a redevelopment plan that provides recommendations for changes in land use, zoning, and infrastructure. The recommendations are crafted with the goal of encouraging redevelopment and enhancing the functionality of the redevelopment area.

The end product will serve as a tool that can be conveniently referenced to help inform, guide, and direct the decision making process as implementation of the Redevelopment Plan moves forward.

1.3 CHANGE

One critical issue that the community and the City of Coffeyville need to consider is change. It can be said that no matter what you do or do not do, change will occur. It is the goal of the East Coffeyville Redevelopment Plan to create a document that assists in the decision making process as change occurs.

There are three approaches to addressing change:

- Do nothing and not react; or
- React to it as it occurs; or
- Plan for it so you direct and guide it.

By choosing to prepare a Coffeyville Comprehensive Plan in 2010, and now the East Coffeyville Redevelopment Plan in 2014, the City of Coffeyville has chosen to PLAN FOR CHANGE.

1.4 CONTENT

The East Coffeyville Redevelopment Plan consists of the following content:

Chapter 1 – Introduction

The introduction provides background information on how this document came to be, as well as how it is intended to be used, and the overall vision that was developed to help guide the process.

Chapter 2 – Existing Conditions

This chapter presents a thorough summary of the conditions of the physical environment that define the redevelopment area.

Chapter 3 – Economic & Market Analysis: Summary of Major Findings

This chapter consists of summaries for economic and demographic indicators, analysis of competitive markets, and recommendations for potential growth in the redevelopment area.

Chapter 4 – Redevelopment Plan & Recommendations

This chapter presents the final redevelopment concepts, a culmination of all the analysis and input gathered throughout the planning process. The concepts are accompanied by a series of recommendations and implementation strategies for moving the plan forward.

Appendix A – Community Engagement Process

This appendix details the entire community engagement process, and then summarizes the common themes that emerged from this process.

Appendix B – Economic & Market Analysis: Full Report

This appendix is presented as a comprehensive economic and market analysis report consisting of economic and demographic indicators, analysis of competitive

markets, and recommendations for potential growth in the redevelopment area.

1.5 MAINTAINING THE REDEVELOPMENT PLAN

The Redevelopment Plan is a “living document,” meant to represent the desired vision for future enhancement and redevelopment of the area. The advantage of a living document is that it can be modified at any time to help it remain relevant as community needs and desires change over time. Periodic reviews should be conducted by the City to determine if an update needs to be conducted to keep the Redevelopment Plan up-to-date and accurate. This will help ensure its continued usefulness.

1.6 AUDIENCE

The Redevelopment Plan is to be used by the City of Coffeyville when making decisions about the redevelopment area in regard to issues such as zoning and land use, redevelopment and infill, utility infrastructure, and character of the built environment. The ultimate success of the Redevelopment Plan is dependent on the commitment of the City to implement the procedures outlined in this document.

In addition to providing guidance to the City, the Redevelopment Plan can be a valuable resource for residents, business owners, property owners, organizations, and potential developers within the project area. Anyone with the desire to positively impact East Coffeyville can take advantage of the insight that the Redevelopment Plan offers.

1.7 OVERARCHING THEME/VISION

A vision is an expression of future aspirations. When developing a redevelopment plan, it is essential to identify such an expression so that it can be used to help guide the creation of the proposed recommendations that will define the plan. Based upon the community engagement process, the following overarching theme or vision was identified for the East Coffeyville Redevelopment Area:

The East Coffeyville area is an underutilized resource for the Coffeyville Community. Redevelopment of East Coffeyville should encourage economic development, revitalize existing housing, utilize recreational opportunities, and improve overall aesthetics of the area.

The key principles for achieving this vision are:

Economic Development

1. Encourage the development of commercial opportunities;
2. Redevelop existing underperforming or underutilized development;
3. Infill new development within/near/adjacent existing successful developments;
4. Provide for new land uses that can capitalize on the areas assets; and
5. Expand successful businesses.

Housing

1. Identify and revitalize the existing neighborhood;
2. Provide for infill housing opportunities within the existing neighborhood; and
3. Provide for new housing.

Recreation and Parks

1. Expand existing parks;
2. Provide new park and open space opportunities;
3. Provide trails and sidewalks to connect commercial, residential, and parks and open space resources within the project area and to the rest of the community;
4. Utilize existing open space as a community resource; and
5. Create significant and dense buffers between incompatible uses.

Aesthetics

1. Create a positive and encouraging first impression for the City;
2. Create an aesthetically pleasing streetscape experience for residents and visitors to the area; and
3. Enhance the overall quality of aesthetics of existing and new development in the area.

1.8 PROJECT PROCESS

The development of the East Coffeyville Redevelopment Plan was the result of a staged process. The initial stage gathered existing conditions data and is summarized in Chapter 2. The next stage of the process involved the development of the market analysis, which is summarized in Chapter 3, and is presented in its whole in Appendix A.

During the planning process, a Leadership Committee was formed to act as a review board for the development of the plan. It was made up of representatives from the business community, the healthcare community,

the government community, and prominent property owners. The Committee met three (3) times throughout the process, and was critical in the development of concepts, evaluations, and the final plan. Additionally, a neighborhood meeting was conducted to identify residents' issues and potential solutions for the redevelopment of the project area.

Finally, Chapter 4 represents the synthesis of ideas, concepts, and data into a final set of plans and recommendations for the East Coffeyville Redevelopment Plan.

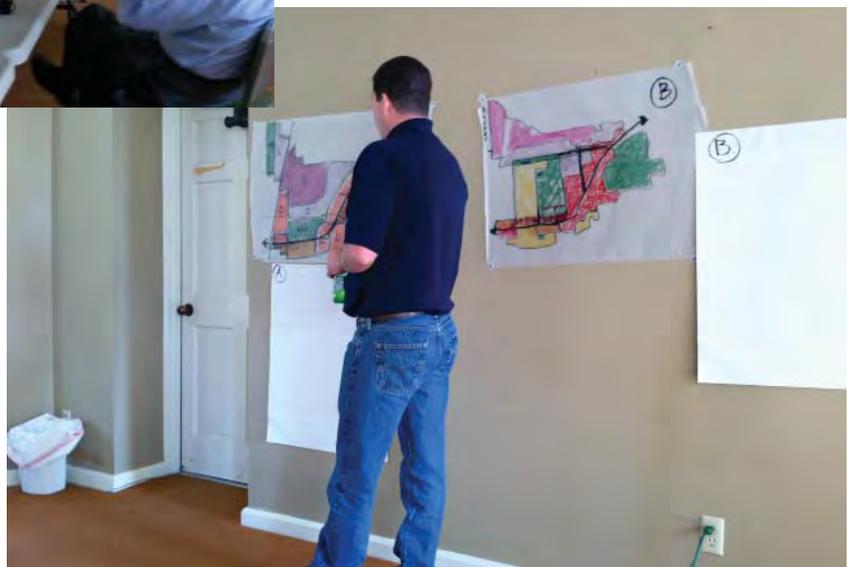


Fig. 1.2 & 1.3 – Members of the Leadership Committee presenting and discussing their ideas for the Redevelopment Plan.



2.1 Introduction

This chapter presents a thorough summary of the conditions of the physical environment that define the redevelopment area. The data, background information, and observations used to develop the existing conditions inventory were identified and collected by the planning team in the following ways:

- On-Site Inventory – Surveyed the redevelopment area, either by foot or by car, and recorded all relevant observations. Photos were also taken at this time to document the existing conditions of the area.
- Available GIS Data – Identified and collected all the relevant GIS data that was available through both the City and the County.
- Google Earth – The Google Earth application has a variety of useful tools that were used to verify and supplement information gathered in the inventory process.
- Coffeyville Comprehensive Plan (2010).
- American Community Survey data (United States Census Bureau).

The collected information was then used to create a series of maps, spreadsheets, and image boards to help the planning team understand the redevelopment area in its proper context.

2.2 Redevelopment Plan Boundaries

The establishment of the East Coffeyville Redevelopment Area boundaries, as shown in Fig. 2.1, was heavily influenced by three major factors:

- 2007 flood
- Ownership
- Existing neighborhood

The 2007 flood is the primary catalyst for the Redevelopment Plan; therefore, it makes sense the Plan would include properties that were most impacted by the flood. According to the 2010 Comprehensive Plan, “459 homes and 71 businesses on the City’s east side were affected by the flood waters.” 327 of those homes were impacted by the release of oil in the flood water; and of those 327 homes, 313 were purchased and demolished by CVRR and CRNF. To view the specific properties owned by CVRR and CRNF, as well as those owned by the City of Coffeyville, refer to Fig. 2.2.

When examining the boundaries for the redevelopment area, it is important to understand the boundaries were selected with the intent of including all flood-affected properties currently owned by one of the three parties involved in the creation of this plan.

Another consideration in determining boundaries was the concept that the plan should be compatible with, or take into consideration, the adjacent residential properties that could be impacted by the problem.

To the north, the boundary extends to the edge of the adjacent oil refinery and fertilizer plant. To the south, the boundary is defined by the railway. To the east, the boundary abuts the Verdigris River. And to the west, the boundary zigs and zags to ensure that it incorporates the contaminated properties most affected by the flood.

Chapter 2.0 Existing Conditions

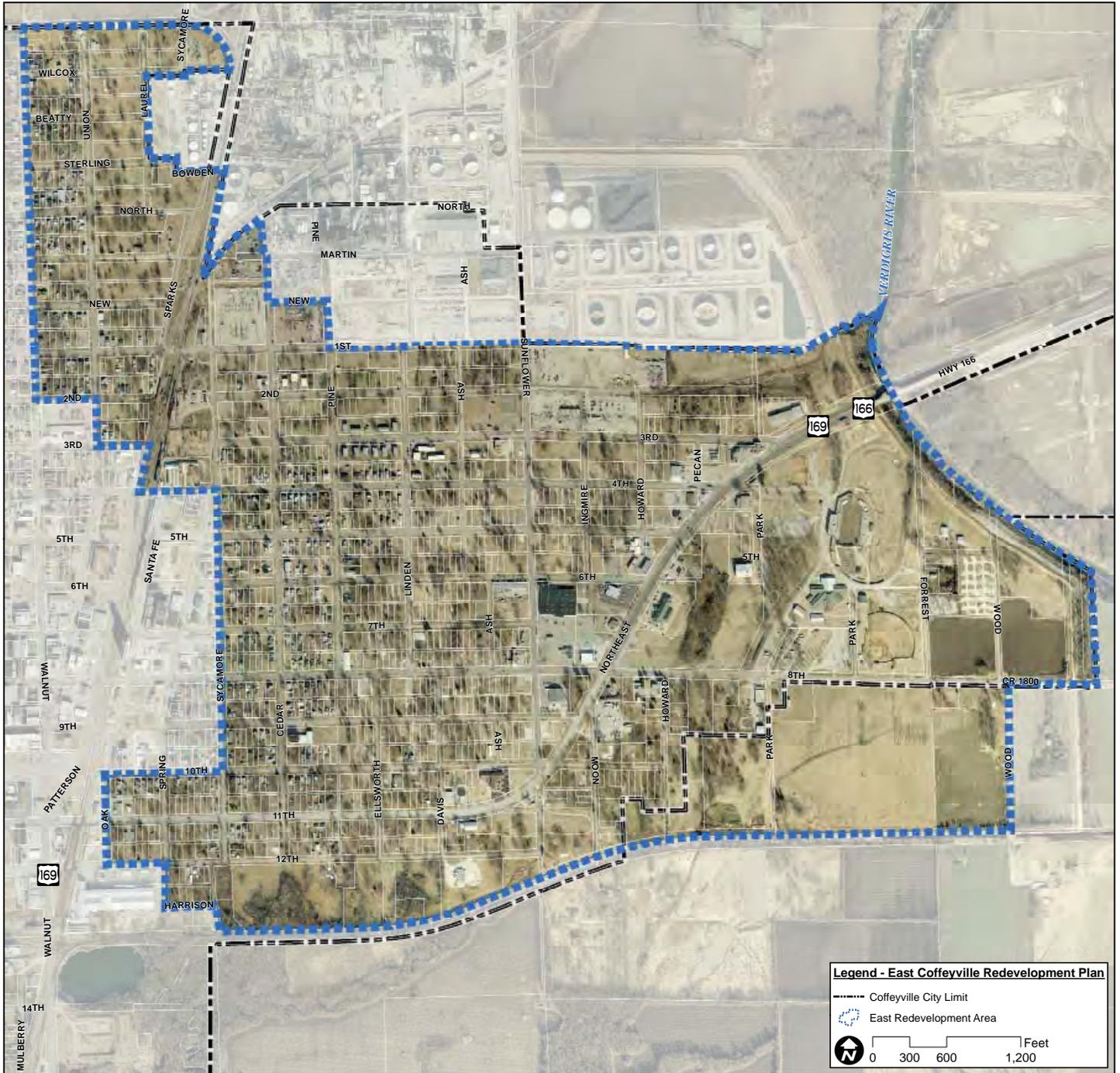


Fig. 2.1 – Redevelopment Area Boundary Map

Existing Conditions

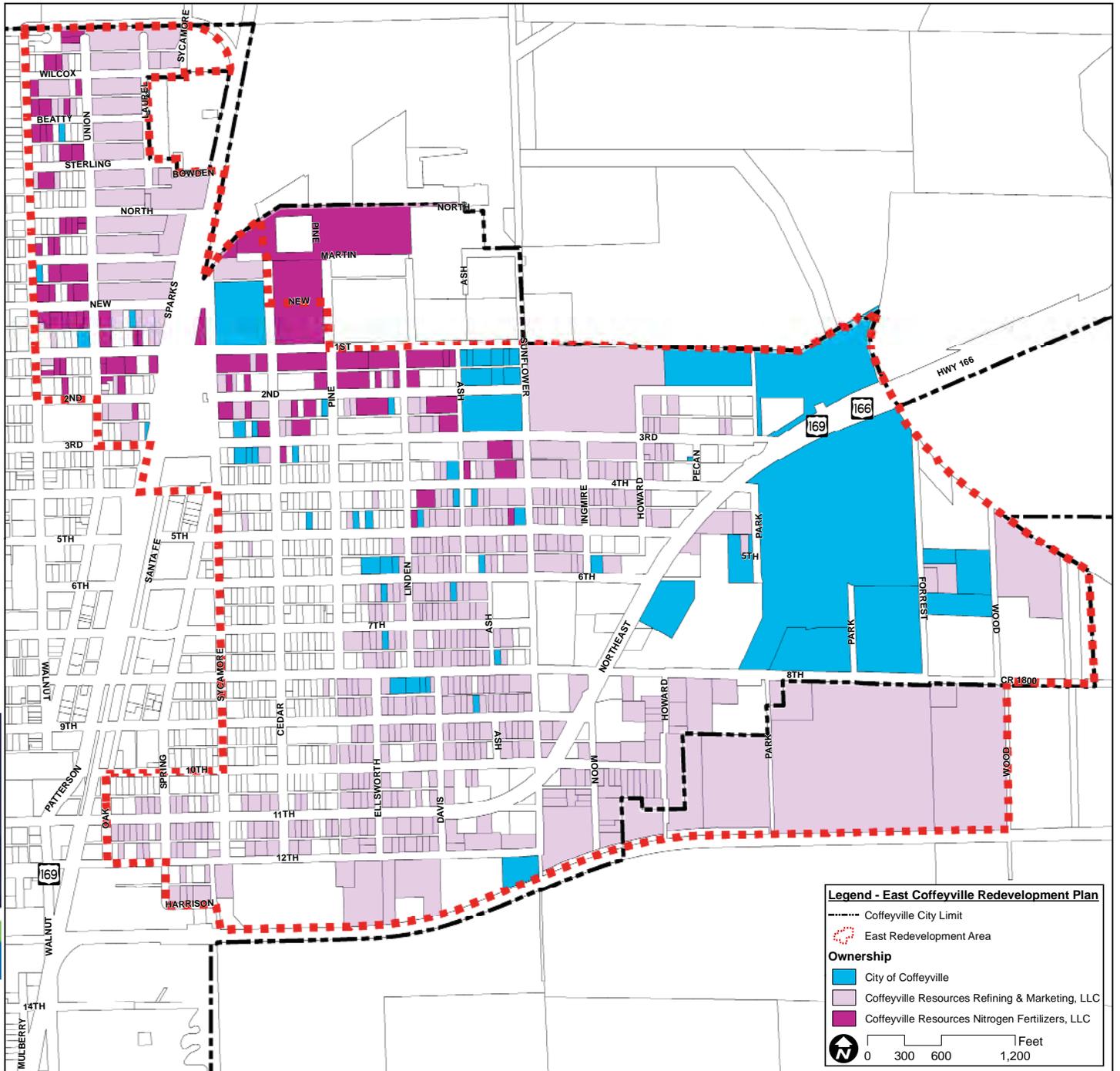


Fig. 2.2 – Ownership Map

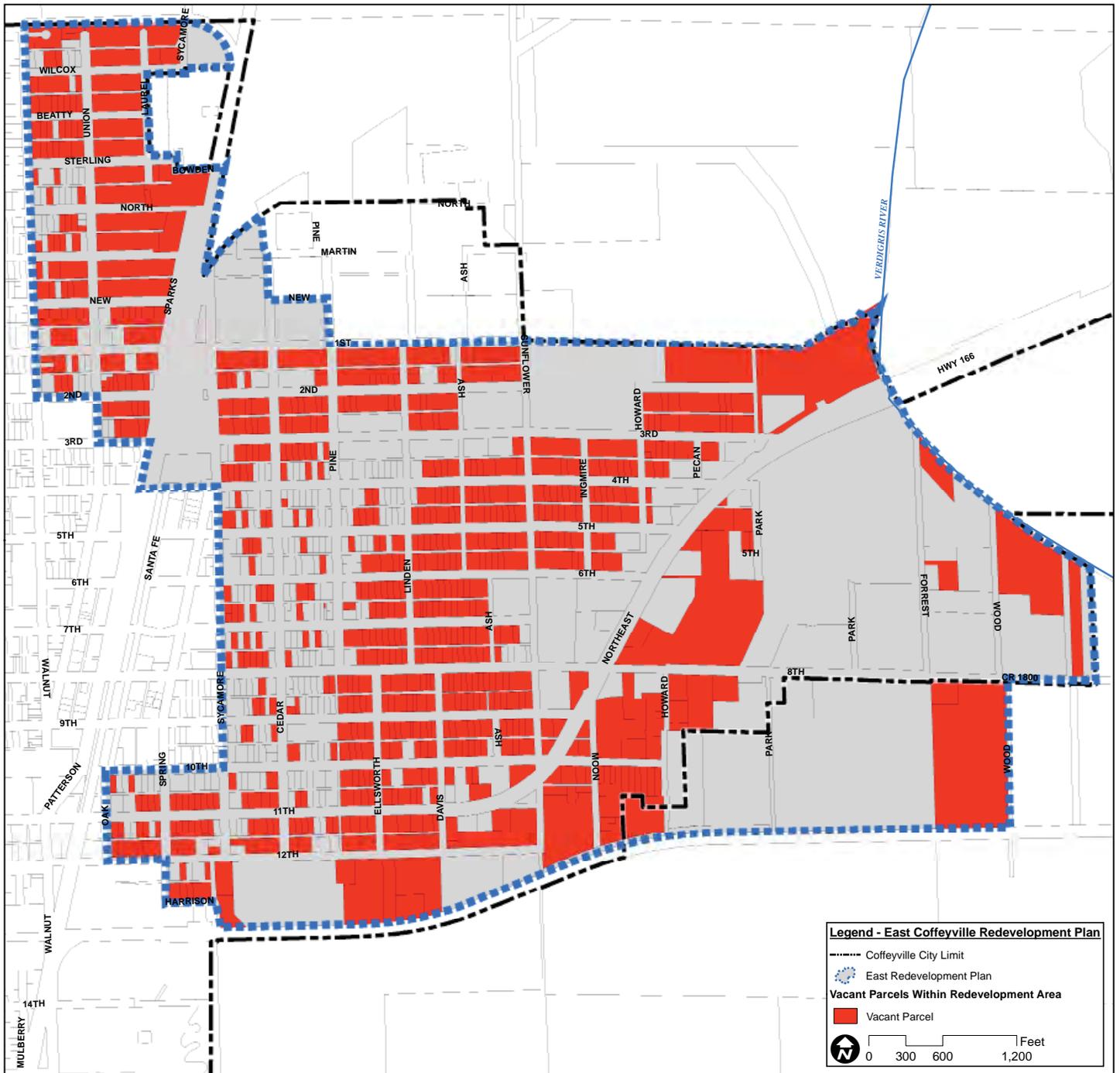


Fig. 2.3 – Vacant Parcels Map

2.3 Land Use

Though the redevelopment area includes a reasonable mix of uses, as shown in Fig. 2.4, it is mostly defined by its high rate of vacancy, highlighted in Fig. 2.3. In fact, 68% of the properties within the area are currently vacant. When cross-referencing the existing land uses with existing zoning (see Figure 2.5), it is clear that the majority of these vacant properties are zoned to be residential in nature. The majority of those residentially-zoned properties are meant to be single family residences. There are also a number of flood-affected commercial properties that remain vacant. Beyond the high vacancy rate, land use in the redevelopment area can be summarized as follows:

- Northeast Street is fronted by a combination of hotels, motels, gas stations, and auto repair shops.
- The area includes one neighborhood park (Harmon Park) and one regional park (Walter Johnson Park/Campgrounds).
- There are 64 acres of agriculture/farmland in the southeast corner of the redevelopment area currently in use.
- Numerous single family residential properties still exist along the west edge of the redevelopment area. However, the east half of the area is almost completely devoid of residential properties.
- Though the residential neighborhood is predominantly single family, a collection of multi family structures do exist along 2nd and 3rd Streets, between Cedar Street and Ash Street.
- Some light industrial uses exist, and are mostly located in close proximity to Northeast Street.
- There are also a few heavy industrial uses located along the north edge of the redevelopment area, adjacent to the refinery.

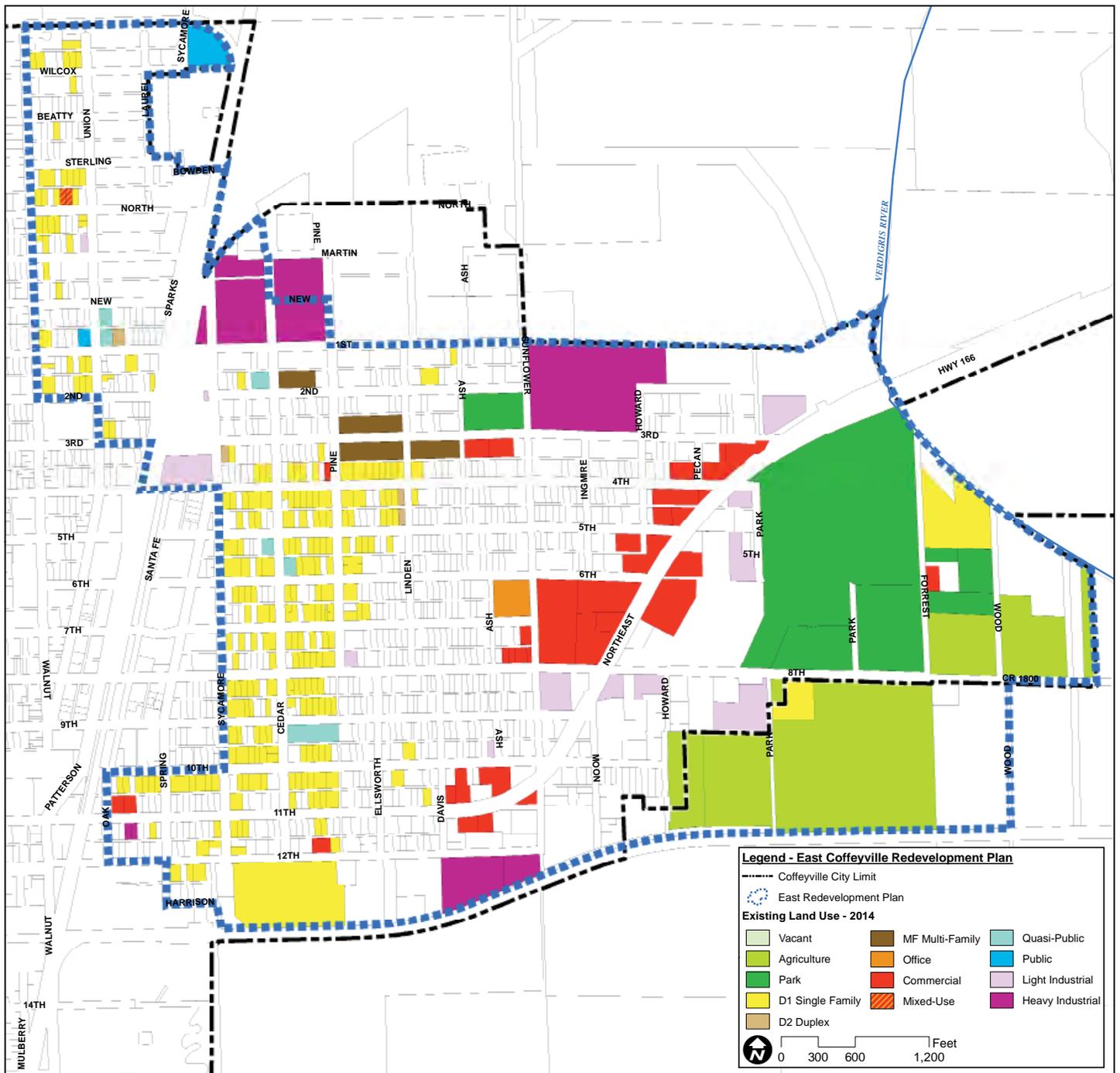


Fig. 2.4 – Existing Land Use Map

2.4 Zoning

The City of Coffeyville regularly updates the citywide zoning map, which projects development of the City in a manner that protects the health, safety, prosperity, and general welfare of its residents. Zoning within the redevelopment area, as depicted in Fig. 2.5, includes the following districts:

- **A-1** Agriculture
- **R** Single Family Residential (10,000 sqft min. lot size)
- **R-1** Single Family Residential (7,000 sqft min. lot size)
- **R-2** Two Family Residential
- **R-4** Multiple Family Residential
- **M** Mobile Home Court
- **C-3** Business
- **C-4** Service Commercial
- **I-1** Light Industrial
- **I-2** Heavy Industrial

A large majority of the redevelopment area west of Northeast Street is zoned “R-1” single family residential. In addition to single family residences, this district also permits uses such as schools, parks, and group homes. Lots in this zoning district are required to be a minimum of 7,000 square feet in area.

There are several small pockets of properties currently zoned “R-2” two-family residential and “R-4” multiple-family residential scattered throughout the redevelopment area. This appears to be the result of piecemeal rezoning, as opposed to a strategic effort to identify ideal locations for affordable housing options.

Most of the properties fronting both 8th Street and Northeast Street are zoned “C-4” service commercial. This district is designed for those businesses and commercial uses which draw their customers from motorists on the highway or for whom a location on a highway or arterial street is especially useful or necessary.

Some “I-1” light industrial has been zoned for the area, with most of it being located within close proximity to Northeast Street and/or the railroad. There is also some land zoned as “I-2” heavy industrial, though all of it sits along the north edge of the redevelopment area, adjacent to the refinery.

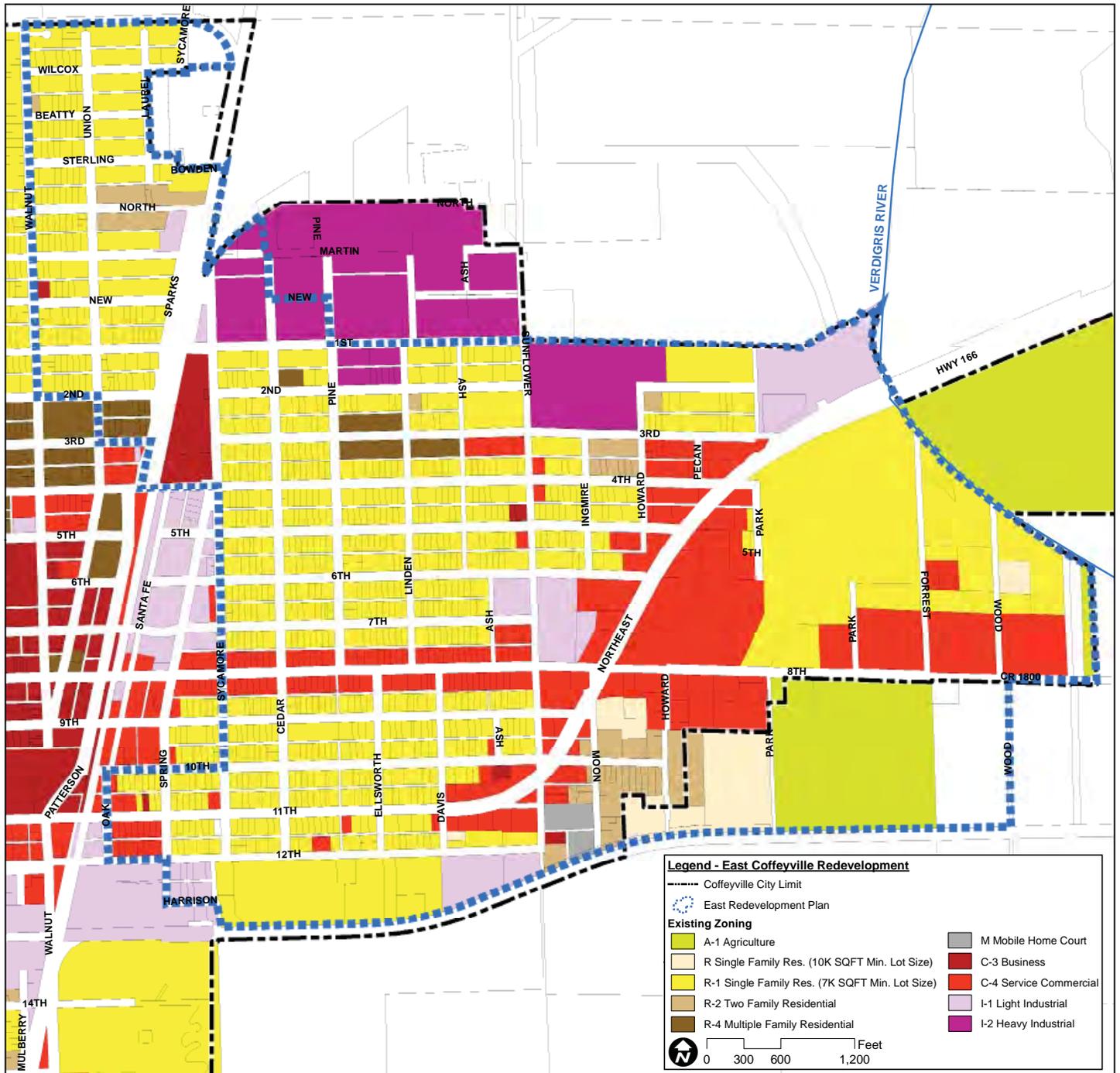


Fig. 2.5 – Existing Zoning Map

2.5 Housing

Currently, two predominately residential areas exist within the East Coffeyville Redevelopment Plan area. The first, referred to as the Northwest Housing Area, is an area lying between Walnut Street and Sparks from Third Street north to the Coffeyville city limits (see Fig. 2.4, Existing Land Use). In 2008, this area contained 124 single family residences, one duplex and one multiple family structure comprising 130 dwelling units. Of these, 83 were in sound condition, 22 had minor defects, 21 warranted major rehabilitation and 4 probably warranted clearance.

Since 2008, Coffeyville Resources has continued to acquire and clear residential housing units in the Northwest Housing Area both for possible expansion of their facilities and to establish a buffer area from the residential area to the west of Walnut Street. Remaining currently in the area are 71 single-family structures, 31 of which are in sound condition, 24 have minor defects, 11 would require major rehabilitation and 5 which are probable clearance structures. In addition, the City of Coffeyville owns five vacant land parcels in the Northwest area.

The second predominately residential area, referred to as the West Residential Area, is an area lying generally west of Linden and Pine streets and south of Second Street. Currently the area contains 207 residential structures consisting of 182 single-family structures and 16 multi-family structures. The residential structures comprise a total of 215 dwelling units of which 103 are in sound condition with an additional 75 with minor defects. Some 30 warrant major rehabilitation while 6 are probable clearance units.

Tenure, i.e., owner-renter data, is no longer available on a block level through the U. S. Census. For this analysis, tenure within the West Residential Area was estimated by review of the County's tax roles. If the tax bill on a property is mailed to an address other than the property's address, it was assumed that the property is renter occupied. Of the 215 dwelling units in the West Residential Area, it is estimated that 83 are owner occupied while the other 132 dwelling units are estimated to be renter occupied.

The data for building condition by tenure is informative. For owner occupied single-family dwelling units, 72 of the 83 units are either in sound condition or show only minor defects. Ten would require major rehabilitation while one is a probable clearance structure. For the rental dwelling units, 66 are in sound condition while an additional 40 units exhibit only minor deficiencies. Twenty rental units would require major rehabilitation while 6 are probable clearance units.

While dwelling units exhibiting only minor deficiencies frequently may be brought into sound condition through code enforcement, the task of upgrading the units requiring major rehabilitation is made difficult given the income characteristics of the residents in the West Residential Area. Data from the American Community Survey, 2007–2011, indicate that 70.2 percent of households in the West Residential Area have incomes less than \$25,000. Some 17.0 percent have income of less than \$10,000 per year. All told, only 5.2 percent of the households have incomes over \$50,000.

In terms of racial or ethnic origins in the West Residential Area, the American Community Survey estimated that 38.7 percent of residents are White alone, 43.9 percent are Black or African American alone and the remaining 17.4 percent are some other race or Two or More Races. Additionally, some 8.2 percent is estimated to be Hispanic or Latino.



Fig. 2.6 – View of the only significant multiple family housing available in the Redevelopment Area.

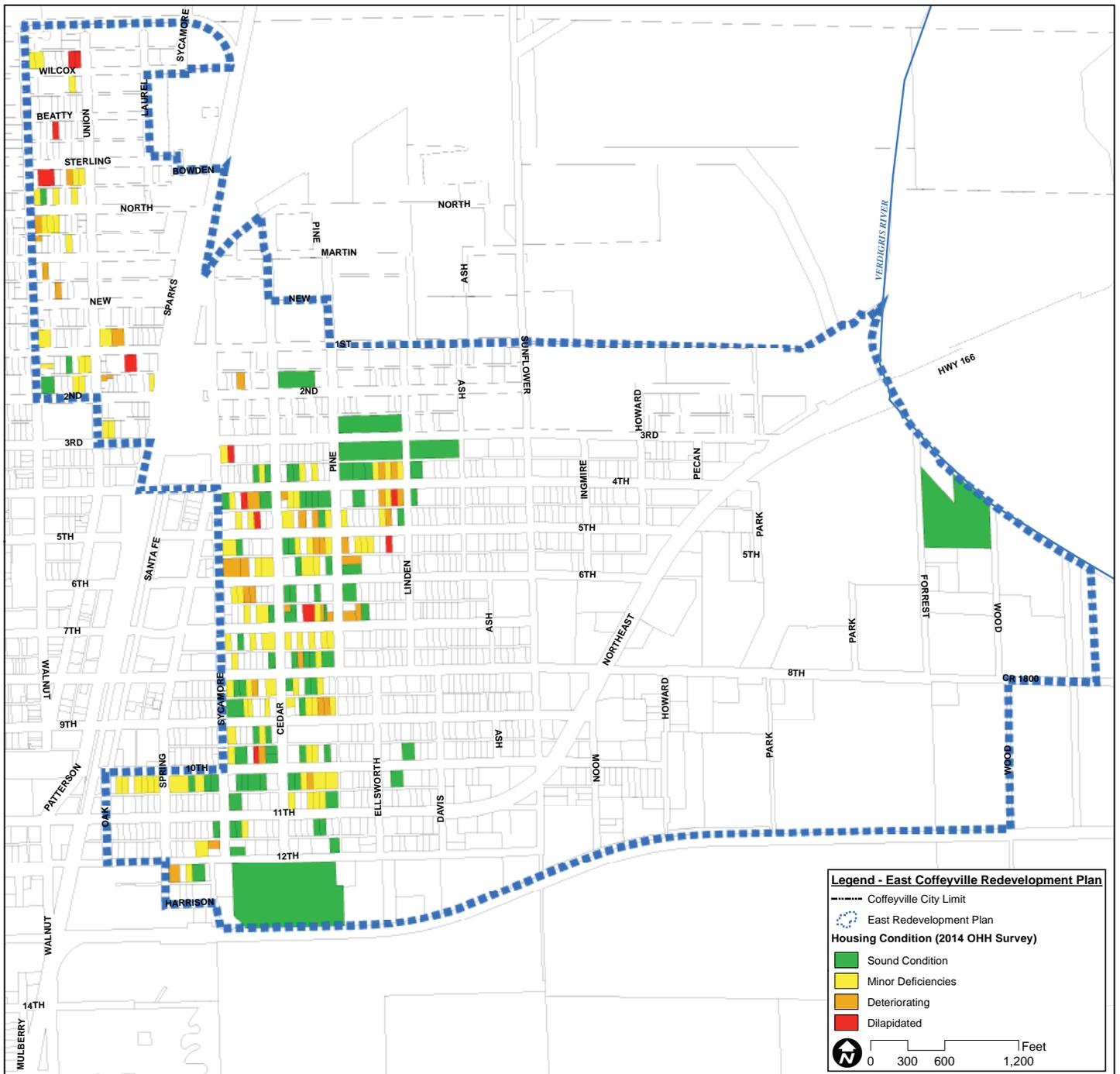


Fig. 2.7 – Existing Housing Conditions Map

Existing Conditions

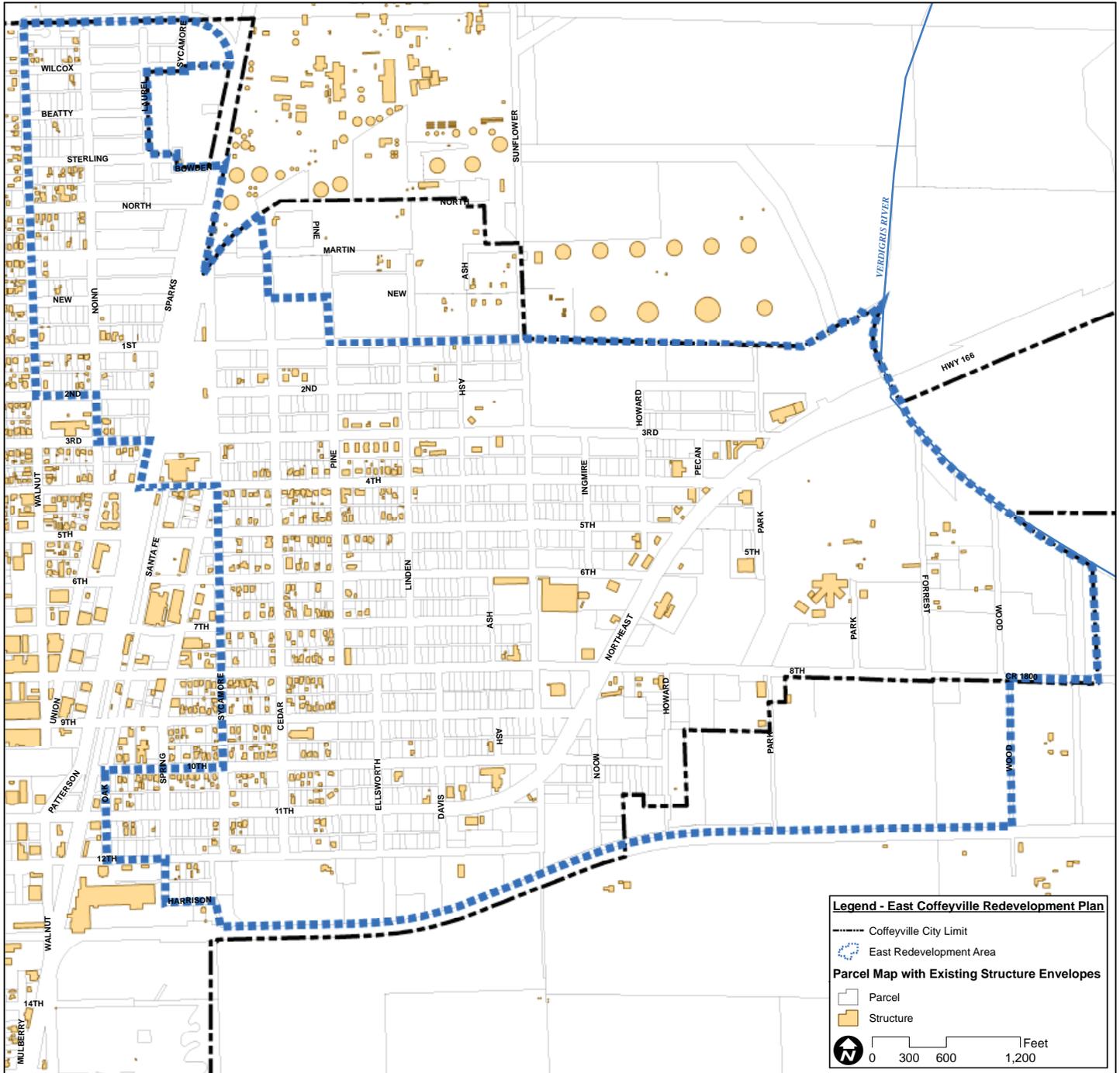


Fig. 2.8 – Existing Structures Map

2.6 PARKS, TRAILS, & OPEN SPACE

Parks

There are two parks located within the redevelopment area, as described below:

Harmon Park

This neighborhood park is approximately four acres in size and is located at the corner of 3rd Street and Sunflower Street. The park includes two basketball courts, two tennis courts, playground equipment, and two picnic shelters. Due to the low number of housing units in the surrounding residential neighborhood, this reasonably well-maintained park is underutilized as a community resource.

Walter Johnson Park/Campgrounds

At 82 acres, Walter Johnson is the second largest park facility in Coffeyville. During the public engagement process for the 2010 Comprehensive Plan, the park was identified as a community asset and should be maintained and enhanced. The park hosts the annual Inter-State Fair and Rodeo every August and offers campground services year-round. Amenities for the park include baseball and softball fields, a rodeo arena with grandstands, livestock barns and show arena, an exhibits building, wooded picnic and playground areas, an RV park with camper hookups, and horseshoe pits.

Trails

Neither of the two parks identified above include trails, which means there are currently no trail systems within the East Coffeyville Redevelopment Area. Furthermore, there are no existing City or County trails systems in the adjacent area that could be easily tied into at this time.

Open Space

Beyond the two parks, the redevelopment area does not have any land specifically dedicated to open or green space. Though the 2007 flood has left the area with an abundance of vacant properties that could be preserved or converted into open space, the ideal location for such uses is mostly dependent on the desired functionality

of the land and its role within the greater context of the redevelopment area.



Fig. 2.9 – Views of Harmon Park, which serves as the only neighborhood park within the redevelopment area.



Fig. 2.10 & 2.11 – In addition to hosting the Inter-State Fair and Rodeo every summer, Walter Johnson hosts a variety of recreational activities throughout the year that can be enjoyed by the community.

The Verdigris River travels from the north and winds along the eastern edge of the redevelopment area before looping back to the west. An existing leveeh system is in place that serves to protect the redevelopment area to the north, south and east from most major flooding events. Though much of the land adjacent to the redevelopment area sits within the 100 year flood zone, Fig. 2.15 shows that the flood zone stays out of the redevelopment area itself.

In general, the redevelopment area is relatively flat throughout. The highpoint of the area (approximate elevation 751') is located along the northwest boundary, at the intersection of Walnut Street and New Street. From there, the land slopes to the southern and eastern boundaries of the redevelopment area. The Verdigris River to the east serves as the low point for the area (approximate elevation 690').

2.8 TRANSPORTATION SYSTEMS

Highway 166/169/Northeast/11th Street and Sunflower Street are primary arterials in Coffeyville. 8th Street, a secondary arterial, currently intersects with Highway 166/169/Northeast/11th Street and Sunflower Street in the East Coffeyville Redevelopment Area. 1st Street, 4th Street, Sycamore Street, and Union Street are collector streets. The remaining local streets create a grid network northeast of the Highway 166/169/Northeast/11th Street corridor. When present, sidewalks are generally in poor condition. The existing street infrastructure is displayed in *Figure 2.16*.

Critical routes in the transportation network include streets to access Highway 166/169/Northeast/11th Street, the CVR Refinery (CVRR), and multiple railroad crossings. The street infrastructure can be modified to create larger blocks for redevelopment. The existing streets adjacent to the proposed park area are in poor condition. Based on the redevelopment land use plan, 4th Street, Pine Street from 4th Street to 9th Street, and 9th Street from Sycamore Street to Sunflower Street will require full-depth pavement replacement. Existing sidewalks are generally in poor condition and will require demolition and replacement as part of the redevelopment process.



Fig. 2.12 – View of the Verdigris River, which borders part of the Redevelopment Area to the east.



Fig. 2.13 – View of the Verdigris River bridge that visitors cross as they enter the Redevelopment Area from the northeast.



Fig. 2.14 – View looking west along 11th Street toward the underpass and Coffeyville's commercial corridor.

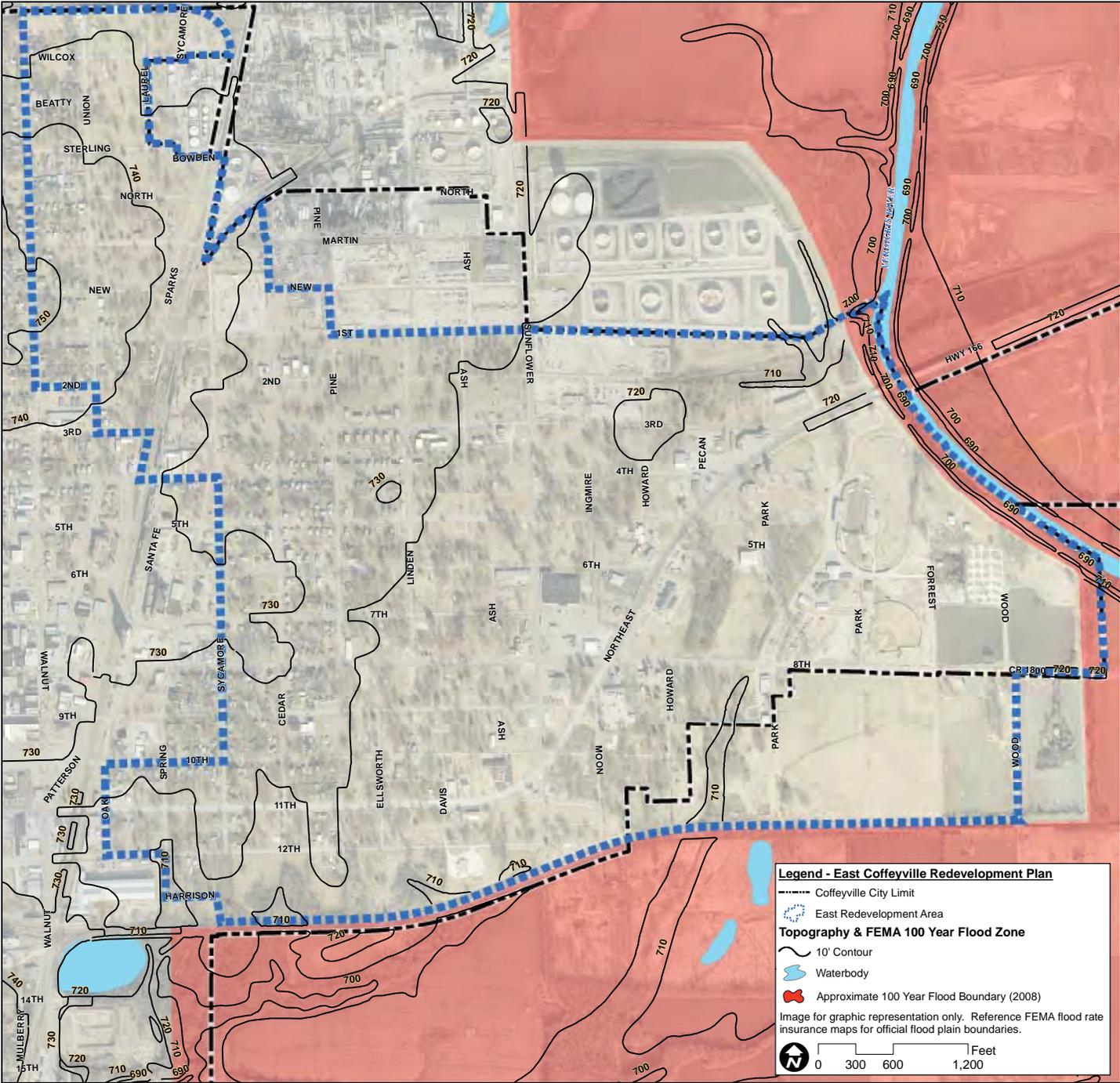


Fig. 2.15 – Existing Topography Map

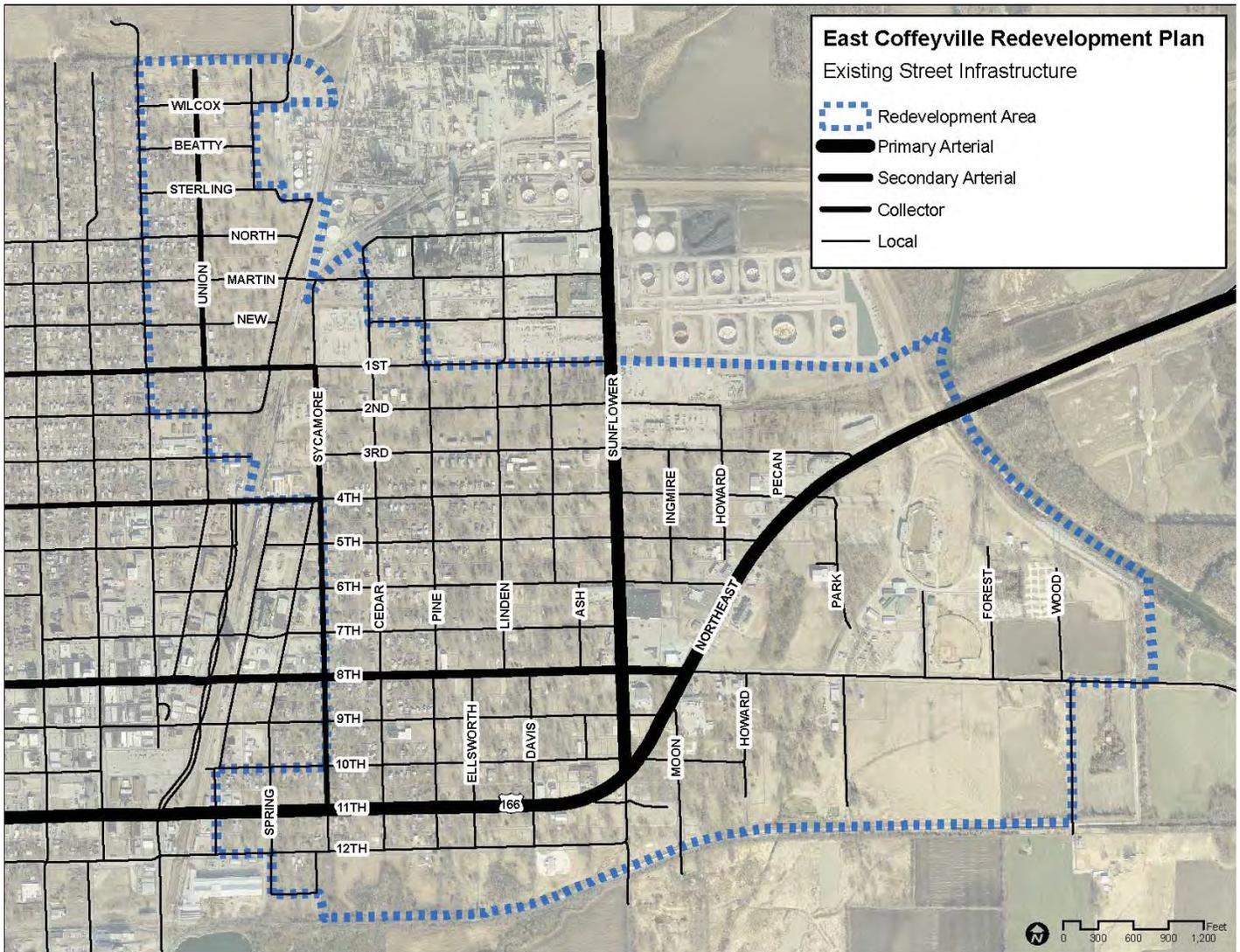


Fig. 2.16 – Existing Street Infrastructure Map

Access to Highway 166

Highway 166/169/Northeast/11th Street is a primary arterial through the East Coffeyville Redevelopment Area. As a result, the redevelopment plan ensures critical connections to this corridor remain accessible through appropriate access management. A segment of Sunflower Street, a primary arterial, will be removed from 4th Street to Highway 166/169/Northeast/11th Street. A segment of 8th Street, a secondary arterial, will also be removed from Pine Street to Highway 166/169/Northeast/11th Street. Removal of these corridors eliminates access points to the highway; however, access will remain via 3rd Street, 4th Street, 8th Street to the east, 9th Street, Pine Street, Cedar Street, and

Sycamore Street. Most importantly, 4th Street, an east-west collector through the city, and Sycamore Street, a north-south collector through the city, will continue to provide access to the highway. Removal of segments of Sunflower Street and 8th Street allow for the creation of larger blocks for redevelopment and lessens the public infrastructure responsibility.

Access to the CVR Refinery

Sunflower Street and Linden Street are key access routes to CVRR, located north of the East Coffeyville Redevelopment Area. CVRR's critical access point, the Nitrogen Gate, is located on Linden Street

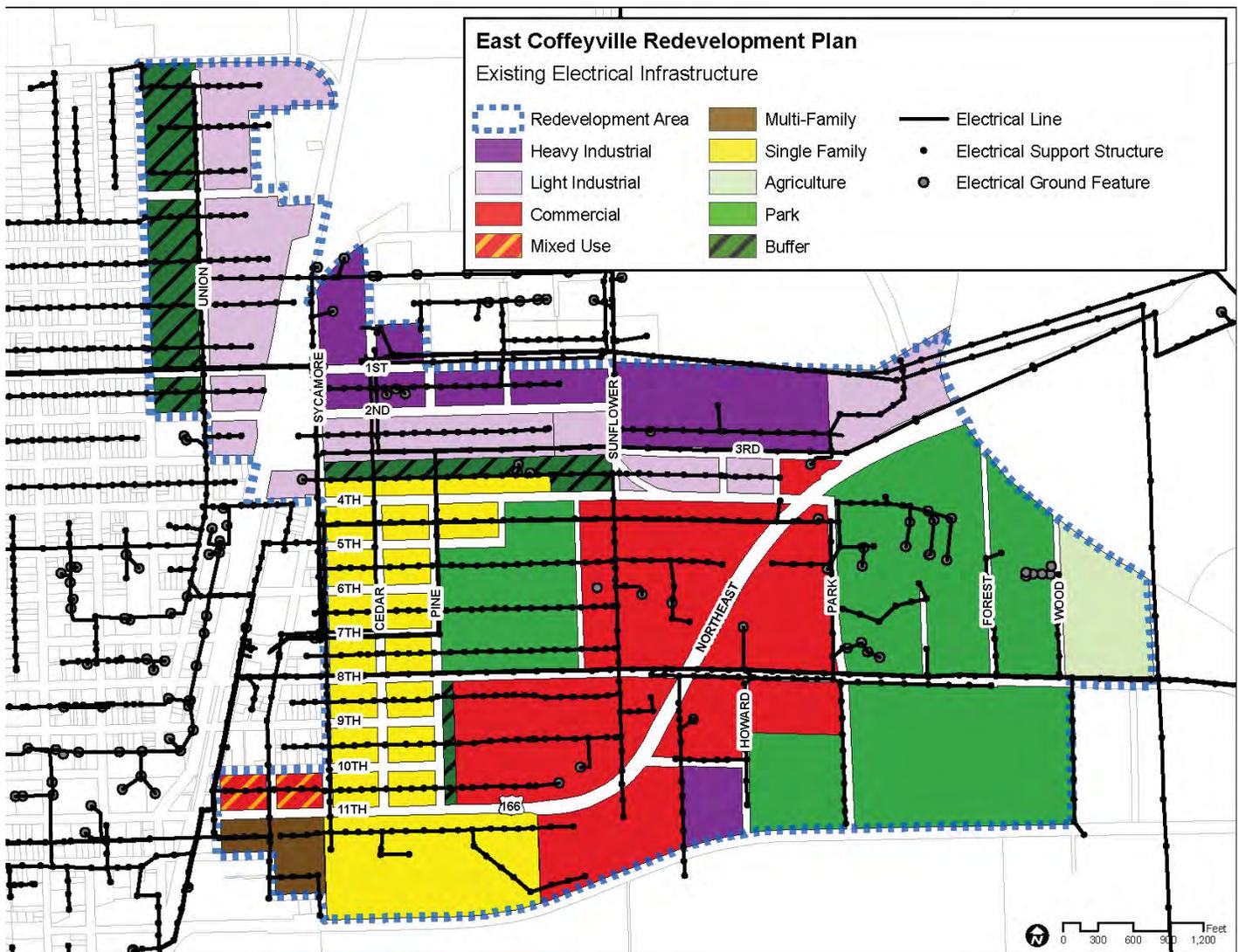


Fig. 2.17 – Existing Electrical Infrastructure Map

approximately 300 feet north of 1st Street. Linden Street will be removed to create larger blocks for heavy and light industrial redevelopment. As a result, the truck route will follow 1st Street to 4th Street to provide access to the highway. 1st Street will also remain accessible and provide truck access to the west.

Railroad Crossings

The railroad runs through the northwestern segment of the East Coffeyville Redevelopment Area and then along the redevelopment area's western boundary. A grade separated railroad crossing exists at Highway 166/169/Northeast/11th Street. At-grade railroad crossings are

located at 1st Street, 4th Street, 7th Street, 8th Street, and 9th Street. No railroad crossings will be eliminated as part of this project. The selection of 4th Street and 9th Street as the corridors to provide access to Highway 166/169/Northeast/11th Street also ensures connectivity east and west of the railroad.

2.9 UTILITY INFRASTRUCTURE

Electrical Infrastructure

Electrical lines and support structures generally travel east-west through the redevelopment area. Electrical

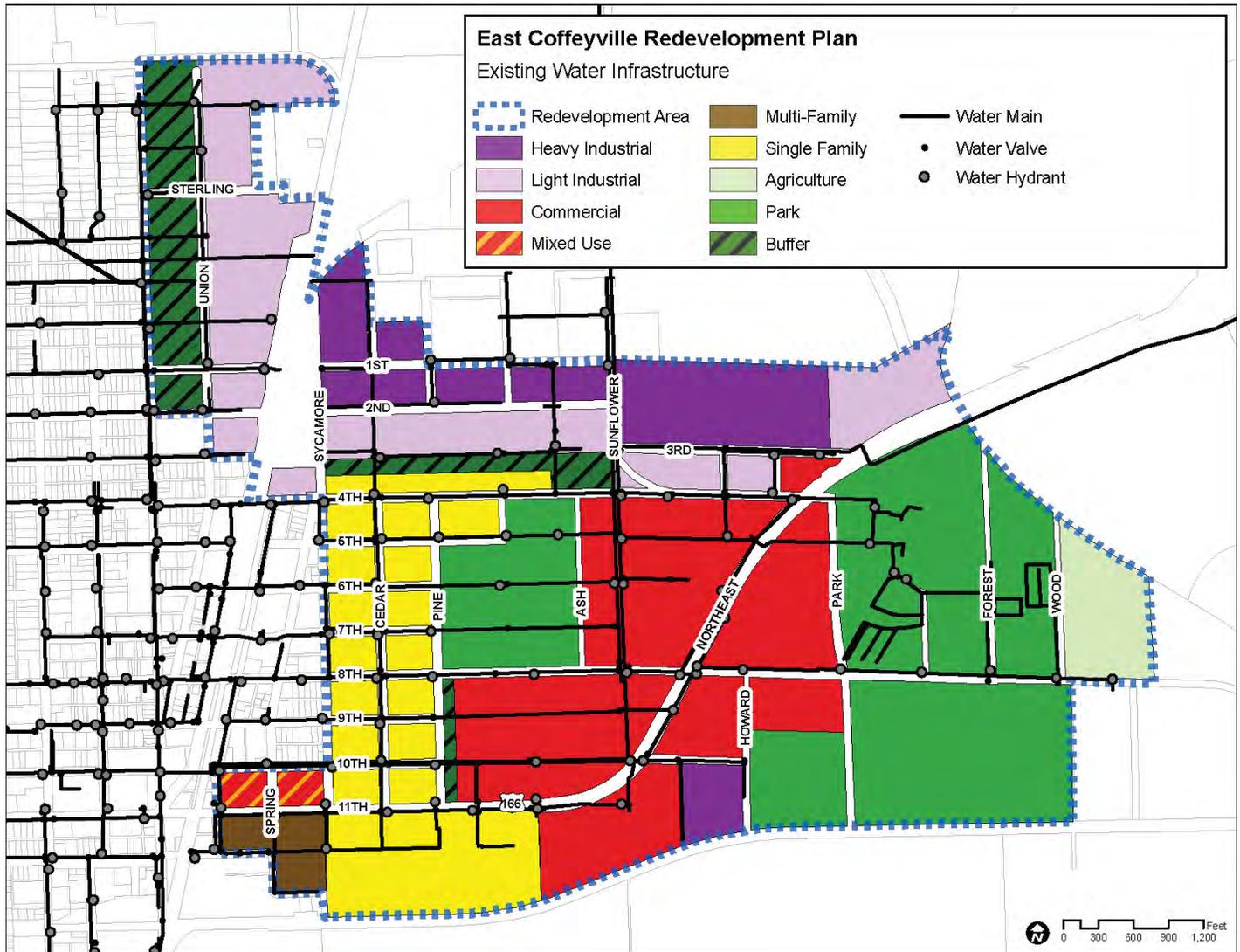


Fig. 2.18 – Existing Water Infrastructure Map

lines and support structures that run north-south for 0.5 miles or more are located along Union Street, Sycamore Street, Cedar Street, Sunflower Street, and Park Street. Critical transmission infrastructure is located on 8th Street and Sunflower Street. The existing electrical infrastructure is displayed in *Figure 2.17*.

Water Infrastructure

Water mains generally travel east-west through the redevelopment area. Water mains that run north-south are located along Union Street, Cedar Street, and Sunflower Street. Critical water transmission

infrastructure is located on 8th Street and Sunflower Street. The existing water infrastructure is displayed in *Figure 2.18*.

Sanitary Sewer Infrastructure

Sanitary sewer gravity mains generally travel east-west through the redevelopment area. Pressurized mains are located near the boundary of the redevelopment area, travelling along portions of Forest Street, Sycamore Street, and Union Street. An interceptor line runs north-south through the redevelopment area in a stair-step fashion following the local street grid. Gravity flow pipe

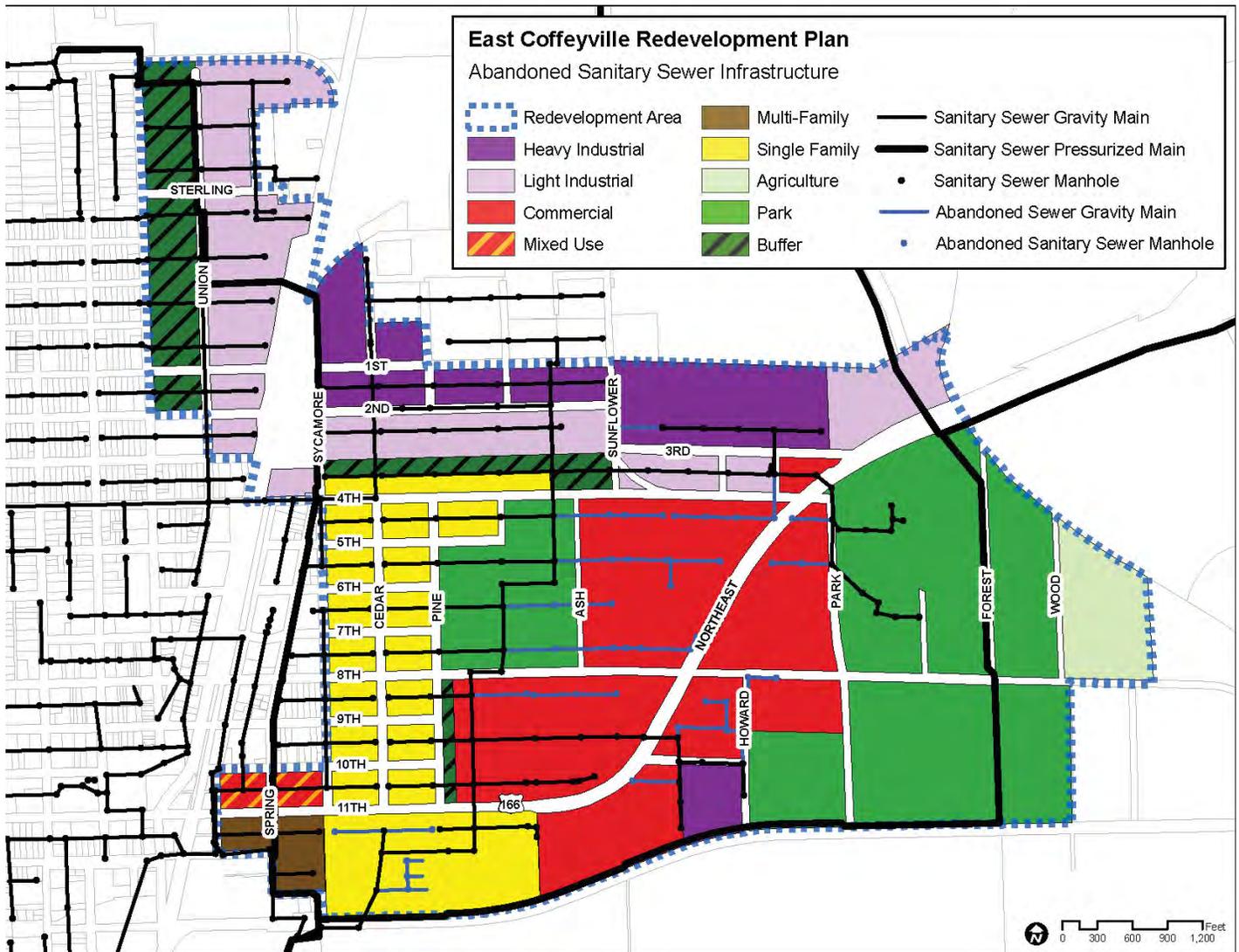


Fig. 2.19 – Existing Sanitary Sewer Infrastructure Map

slope issues are particularly relevant in the northeastern part of the redevelopment area. The existing sanitary sewer infrastructure is displayed in *Figure 2.19*.

Stormwater Infrastructure

The stormwater piping system is primarily located along Highway 166/169/Northeast/11th Street, Sunflower Street, and the industrial areas abutting 2nd Street. Conveyance along Sunflower Street is critical because of the box structure and flow to the Sunflower Levee Pumping Station. The existing stormwater infrastructure is displayed in *Figure 2.20*.

The East Coffeyville Redevelopment Area is protected by an earthen levee system. The levee is certified by the Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineers (USACE) to provide protection to the area for the 100-year flood event on the Verdigris River. In July 2007, the levee was significantly overtopped by an event estimated to be in excess of the 500-year flood.

During normal rainfall events, stormwater gravity flows through the levee gates at three locations. During peak events on the Verdigris River that requires the gates to be

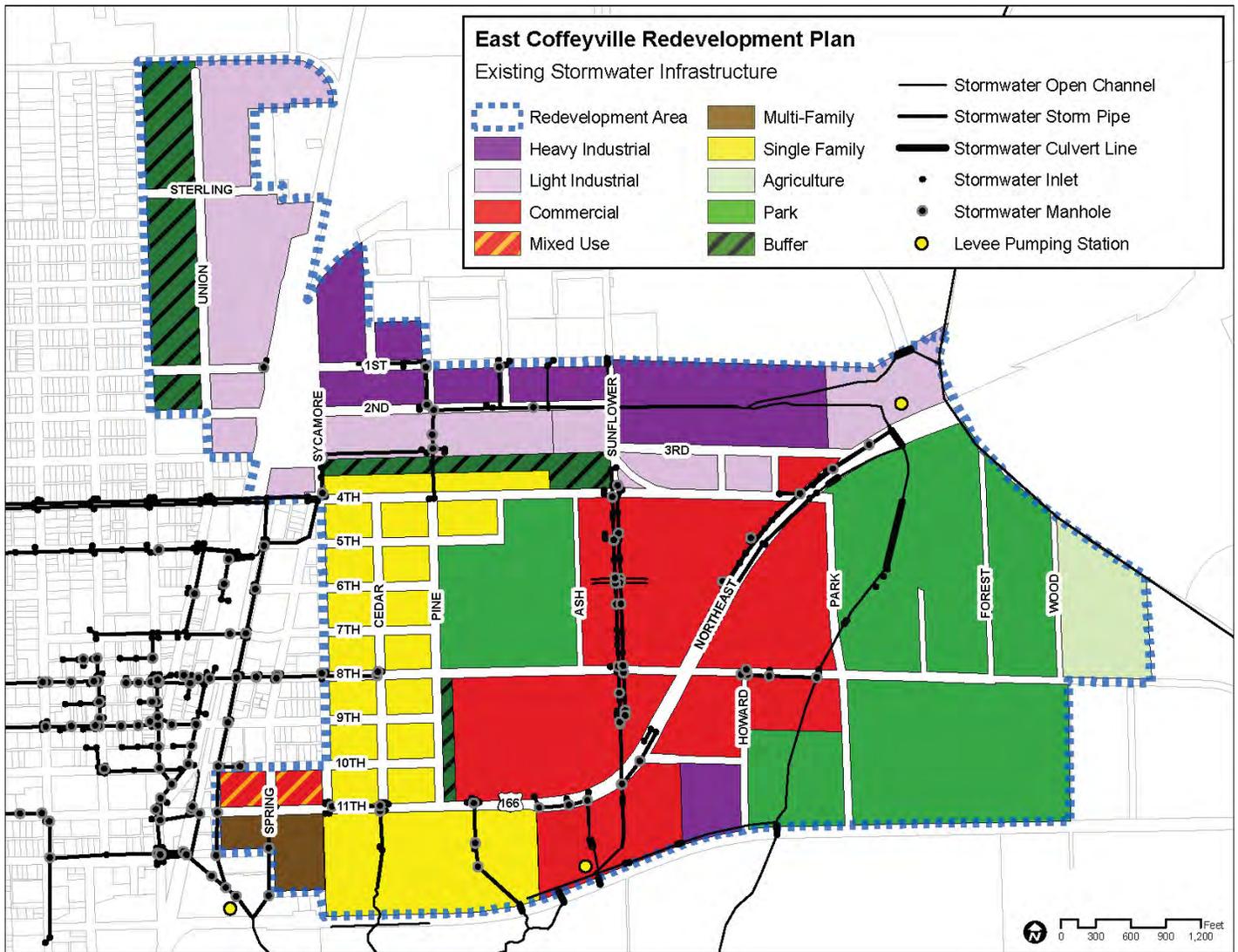


Fig. 2.20 – Existing Stormwater Infrastructure Map

closed, three levee pumping stations displayed in *Figure 2.21* pump stormwater that has accumulated inside the levee and deliver the flow to the Verdigris River. Available information indicates that the pumping stations can accommodate a 10-year rainfall event should one occur in the protected area when the gates are closed. The City has also adopted the 10-year rainfall event as the basis of design for any new improvements to the municipal stormwater system.

Private Utilities

Other utilities such as gas, telephone, and cable were not examined. As the City of Coffeyville has franchise agreements in place with these respective private utilities, it is envisioned that these private utilities will modify or build to serve redevelopment. It is anticipated that these private utilities will either utilize the redefined municipal right-of-way or obtain easements as necessary.

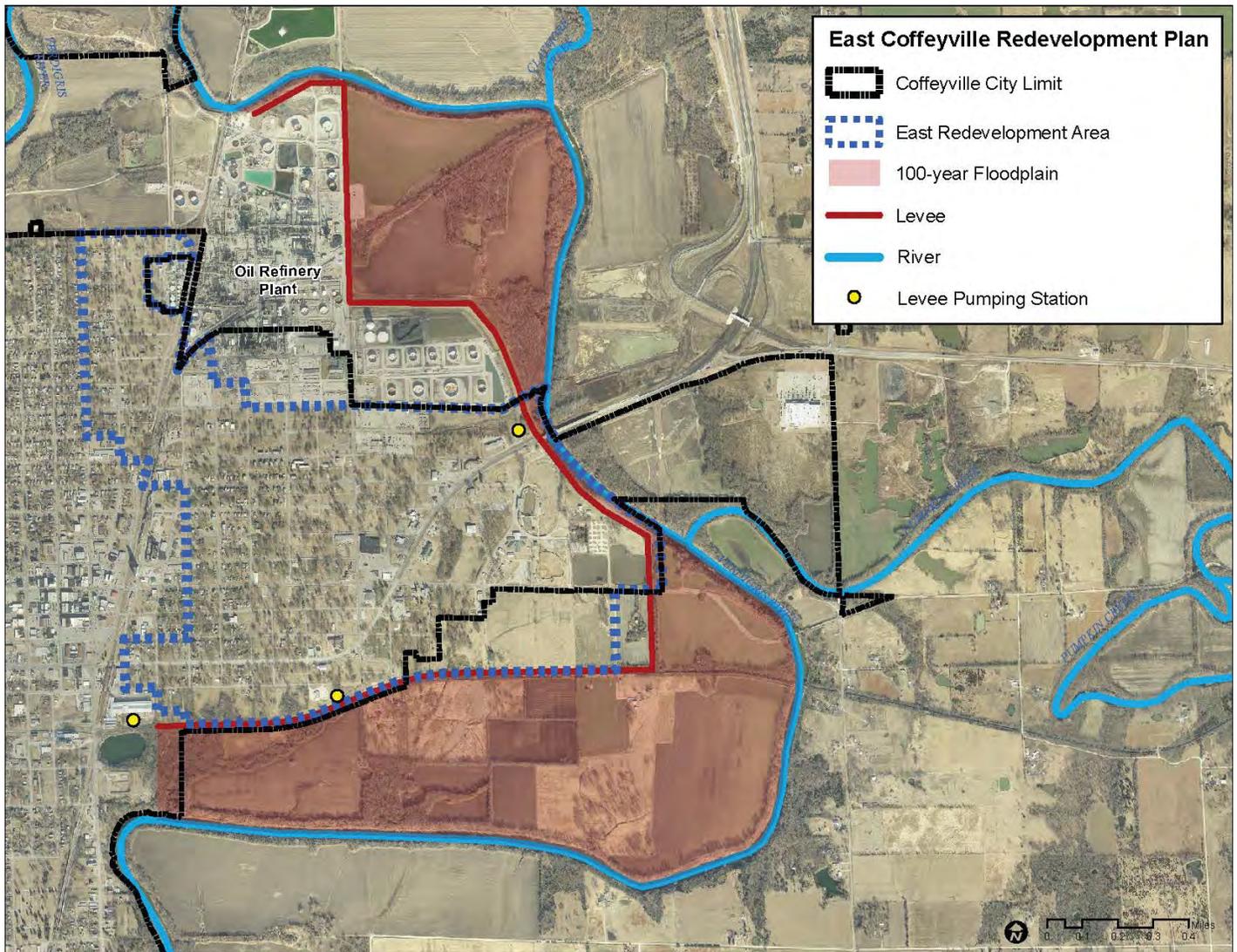


Fig. 2.21 – Existing Levee and Levee Pumping Stations Map

2.10 CHARACTER OF THE BUILT ENVIRONMENT

To fully understand the plan area, it is important to look beyond the transportation and land use related systems that exist. Though transportation and land use provide the framework for development, the character of the built environment can be just as important to understand because it dramatically impacts how users move through and interact within a space. Characteristics to consider include architectural styles, materials, condition of built environment, historical significance, amenities, landscaping, signage and wayfinding, accessibility, and overall user experience.

Highway 166/169/Northeast/11th Street

Highway 166/169/Northeast/11th Street represents a major gateway to Coffeyville for visitors traveling from the north and east, and the character of the built environment in this area plays a large role in defining people's perceptions of the community as a whole. The commercial properties fronting Northeast Street (east of Davis Street) were dramatically impacted by the flood of 2007, and though many of the businesses along this corridor have recovered and reopened, the fact is that vacancy is still one of its defining qualities. Beyond the vacancy, Northeast Street shares many of the common characteristics of an aging commercial service corridor. Such characteristics include the following:

- A mix of architectural styles, materials, and conditions
- Large setbacks from the street, with parking often provided in front of the building
- Poorly maintained parking lot surfaces
- No consistent signage standards
- Limited use of street trees
- No understory landscaping or screening of parking lots
- Overhead utility lines
- Minimal street lighting
- Limited pedestrian accessibility due to a lack of sidewalks and crosswalks
- Poor access management for properties along the corridor
- No unifying streetscape elements



Fig. 2.22 – View of the streetscape along 11th Street, looking toward the west.



Fig. 2.23 – View of the residential neighborhood, with demolition still underway.



Fig. 2.24 – View of the RV Park located within the campgrounds at Walter Johnson Park.

All this adds up to create a less than inviting atmosphere for potential customers and businesses within the corridor. Given its location within the greater context of Coffeyville, the deteriorating quality of the corridor's built environment impacts the perceptions and first impressions of the entire community.

Residential Neighborhood

As has been mentioned in previous sections, the residential neighborhood to the west of Northeast Street is mostly defined by its high vacancy rate. The majority of residential structures that do exist are located along the west edge of the redevelopment area, between Sycamore Street and Linden Street. There are also a group of residential properties further north, between Walnut Street and Union Street, and just west of the refinery. The condition and quality of the residential structures within the neighborhood are discussed in length in Section 2.5, but it is fair to say that they lack the historical or architectural value that would demand that they be preserved in the future.

Beyond the structures themselves, the neighborhood is generally lacking in the character and aesthetic qualities that would be attractive to potential residents and developers. Defining features of the built environment in this area include the following:

- Deteriorating and sporadically located sidewalks
- Deteriorating driveways
- Mid-block alleys paved with gravel
- Overhead utility lines
- Large shade trees, often located in the back half of properties

Large Lot Uses West of Northeast Street

Aside from Walter Johnson Park/Campgrounds, which is discussed in Section 2.6, the land to the east of Northeast Street has a largely undeveloped feel to it in comparison to the rest of the redevelopment area. Much of it is agriculture/farmland, which is consistent with the adjacent land outside of the redevelopment area.

3.1 INTRODUCTION

The following chapter is a Summary of Major Findings of the Economic and Market Analysis for the East Coffeyville Redevelopment Area. It provides important summaries for: economic and demographic indicators; analysis of the competitive markets for retail, office, industrial, hotel, and housing; and recommendations for the redevelopment of East Coffeyville. It is important to understand that the forecast demands for potential growth indicate potential and do not impel or require the community to capitalize on those potential markets if it does not align with community wants, needs, and desires. The complete report with detailed background, factors, analysis, projections, and diagrams can be found in *Appendix A – Economic and Market Analysis: Full Report*.

3.2 SUMMARY OF MAJOR FINDINGS

The City of Coffeyville, Kansas retained Ochsner Hare & Hare, LLC to prepare the East Coffeyville Redevelopment Plan to assist in guiding future urban growth and redevelopment efforts of the City's flood impacted area. In support of the redevelopment plan, Canyon Research Southwest prepared an Economic and Market Analysis that evaluated opportunities and constraints for future commercial and residential growth in the flood impacted area of East Coffeyville. The report's major findings and recommendations are summarized below.

Economic and Demographic Indicators

The City of Coffeyville is a rural community located in Montgomery County in southeast Kansas. A community's population size, growth, age composition, educational attainment and income levels play significant roles in the demand for housing, retail goods and services, and employment-related development.

A community's population growth and age composition play significant roles in the demand for housing and a variety of retail goods and services. Over the past five decades Coffeyville experienced steady population loss, declining by 31.9 percent from 15,116 residents in 1970 to 10,295 residents by 2010. Over the same time

frame the Montgomery County population declined by 11.2 percent to 35,471 by 2010. The Wichita State University, Center for Economic Development and Business Research projects the Montgomery County population will continue to decline, dropping to 31,633 by 2030, a loss of 3,838 residents from the 2010 Census. This projected population loss, if realized, would have a detrimental impact on the local housing market, retail sales and commercial space demand.

Personal expenditures change as individuals grow older. Montgomery County's age composition of the population favors the demand for apparel and accessories; hardware; furniture and home furnishings; home electronics; eating and drinking places; entertainment; personal services; and healthcare goods and services.

Education levels figure into an area's socio-economic status. Because income increases with advancing educational attainment, many retailers focus on a trade area population's education levels. Coffeyville residents on average are less educated than the norms for both Kansas and the United States. Approximately 28.2 percent of Coffeyville residents 25 years and over have attained associate, bachelors and advanced degrees. By comparison, 35.7 percent of Kansas residents and 39.1 percent of U.S. residents possess an associate, bachelors or advanced degree. Coffeyville's below average educational attainment levels place constraints on attainable income levels, retail sales, housing values and the demand for commercial space.

Purchasing power is a function of consumer population and income levels. Generally, as incomes rise the more retail sales are supported. The U.S. Census Bureau estimated the 2012 median household income for Coffeyville of \$31,878 which is well below that for both Kansas of \$51,273 and the United States of \$53,046. Over 57 percent of Coffeyville households earn less than \$35,000 annually, with only 13.5 percent earning \$75,000 or more. The large concentration of low- to moderate-income households and small percentage of high-income households restricts the level of retail sales achievable within Coffeyville.

Economic & Market Analysis: Summary of Major Findings

As it relates to commercial space demand, the Montgomery County employment composition generates demand for manufacturing, warehouse/distribution and medical office space. The modest employment rates for information; finance, insurance and real estate; and professional, management and administrative jobs supports a below average demand for professional office space.

Competitive Retail Market

Coffeyville, Kansas serves as a principal shopping destination for residents of Montgomery County. Coffeyville's retail trade pull factor of 1.08 supports its status as a shopping destination, capturing retail sales at a rate 8 percent above the statewide average. Since fiscal year 2005 Coffeyville has captured between 35.0 to 37.8 percent of Montgomery County's total retail sales, supporting the status of the city as a principal retail destination for county residents.

The total inventory of retail space in Coffeyville's four principal centers of activity is estimated at 695,930 square feet. The West 11th Street corridor supports nearly 45 percent of the City's total inventory. Downtown Coffeyville is the second largest retail center with 163,639 square feet of retail space, or 23.5 percent of the city-wide stock. The East 11th Street corridor which includes the East Coffeyville Redevelopment Area houses 70,592 square feet of retail space, for a 10.14 percent market share.

The Retail MarketPlace Report published by Esri Business Analyst identifies those categories providing the greatest opportunity for capturing additional retail sales in Montgomery County as grocery stores, gasoline stations, health and personal care stores, eating and drinking places, clothing and accessories stores, building materials and supplies stores, furniture and home furnishings stores, and electronics and appliance stores.

Despite supporting an above average retail trade pull factor, Coffeyville lacks a large and diverse retail market resulting in retail sales leakage outside of the

community. To satisfy much of their shopping needs Coffeyville residents must drive to such larger retail shopping destinations as Owasso, Oklahoma and Joplin, Missouri. Actual taxable retail sales for Coffeyville were reported at \$152.2 million during 2013. This report estimated supportable retail sales for Coffeyville of \$212.4 million, yielding a retail gap of approximately \$60.2 million.

Coffeyville's retail trade captures retail sales from the citywide and Montgomery County resident populations and out-of-town visitors. Coffeyville's estimated retail gap of \$60.2 million can support approximately 135,000 to 320,000 square feet of additional occupied retail space. Modest growth in population and out-of-town visitation through 2040 will generate an increase in retail sales of \$23.6 million annually, sufficient to support an additional 92,000 to 113,000 square feet of retail space. Prospective locations in Coffeyville for future retail space development and absorption include the 11th Street corridor and adjacent to the new Walmart Supercenter.

Considerable vacant land now exists within the East Coffeyville Redevelopment Area that offers site characteristics suitable for the future development of commercial space. Favorable site characteristics include the necessary parcel size and orientation, excellent visibility and exposure, limited direct competition and favorable trade area demographics. The flood affected area on 11th and Northeast Streets from Oak Street east to the Verdigris River offers an excellent opportunity to support strip centers, restaurants, banks branches, convenience stores, shop space and freestanding retailers like Rent-A-Center and Auto Zone. Given existing development and the availability of land, the 7-block stretch of 11th Street between Spring Street and Sunflower Street affords the best opportunity to support a mix of retail development formats. While sufficient land area is available within the East Coffeyville Redevelopment Area, future construction of national junior anchor retailers will likely gravitate near the new Walmart Supercenter.

Competitive Office/Industrial Market

As of the second quarter 2013 the leading employment sectors in Montgomery County included health care and social assistance (3,397 jobs); manufacturing (3,168 jobs); government/public administration (2,837 jobs); retail trade (1,512 jobs) and professional, management and administrative (1,502 jobs). When compared to statewide averages Montgomery County supports above average concentrations of jobs in manufacturing; transportation and warehousing; and education and health care services.

As it relates to commercial space demand, Montgomery County's employment composition generates demand for manufacturing, warehouse/distribution and medical office space. The industrial-related employment sectors support 4,634 jobs (27.6% of all county-wide jobs) while the health care and social assistance sector maintains 3,397 jobs (20.2%). The total of 2,055 jobs in the information; finance, insurance and real estate; and professional, management and administrative sectors support a below average demand for professional office space.

Coffeyville supports a modest inventory of professional office space with the principal concentrations located downtown and along West 8th Street and 11th Street. Coffeyville's principal office building districts support 30 buildings totaling 76,077 square feet of space. Downtown Coffeyville supports the largest stock of space with 51,865 square feet, followed by West 11th Street with 14,741 square feet and West 4th Street with 9,471 square feet. Principal tenants include such personal service professions as realtors, financial planners, insurance agents, title companies and accountants/tax preparers.

Coffeyville Regional Medical Center located at 4th Street and Buckeye Street generates demand for off-site medical office space. The principal locations for existing medical office space are located along 4th Street near the hospital and along West 8th Street. Nine medical office buildings were identified totaling 38,632 square feet of space.

Coffeyville supports a considerable manufacturing base. The Coffeyville Industrial Park is located adjacent to the Coffeyville Municipal Airport and is home to Amazon.com, the city's largest employer. Other businesses located within the Coffeyville Industrial Park include John Deere Coffeyville Works, Coffeyville Aircraft, and Pepsi-Cola Company. Buildings sites remain available within the Coffeyville Industrial Park. Coffeyville Resources, Acme Foundry, Coffeyville SEKTAM, Morrow Foundry, Jensen International, and Bartlett Milling are located in town.

Montgomery County is projected to support job growth at an annualized rate of 0.7 percent through 2030, generating 2,114 new jobs. Based on this employment growth, from 2013 through 2030, Montgomery County is estimated to absorb approximately 26,500 to 52,750 square feet of professional office space; 221,900 to 259,000 square feet of medical office space; and 211,500 to 264,500 square feet of industrial space. Coffeyville is forecast to capture 40 percent of Montgomery County's office-related employment; 50 percent of healthcare-related employment and 60 percent of industrial-related employment. Therefore, through 2030 Coffeyville is estimated to absorb 10,600 to 21,100 square feet of professional office space; 110,950 to 129,500 square feet of medical office space; 126,900 to 158,700 square feet of industrial space.

Coffeyville Resources Refining & Marketing owns a majority of the property within the East Coffeyville Redevelopment Area. The company's refinery operations produce 125,000 barrels daily. A new processing unit is currently under construction and the company is considering adding another processing unit. The potential for future refinery expansion within the facility's current processing area is becoming increasingly difficult due to the limited availability of land.

The property immediately south and west of the refinery is deemed as a suitable business park development site. Favorable site characteristics include: 1) the availability of rail access; 2) proximity to the refinery and presence of several on-site contractors; 3) the refinery's future expansion plans; 4) ample inventory of land to design an integrated mixed-use business park; 5) availability

of adequate infrastructure and utility service; and 6) close proximity to U.S. Highways 166/169. While the designated property is currently zoned for low and high density residential, given the close proximity to the refinery and the potential for adverse health and public safety issues, such residential land uses are inappropriate. Therefore, Comprehensive Plan amendments and rezoning for a mixed-use business park is recommended.

Competitive Hotel Market

Montgomery County's principal lodging markets include the communities of Coffeyville and Independence. Lodging revenue in Montgomery County grew steadily from 2004 through 2008, increasing by 112 percent during this 5-year period. By 2008, lodging revenue reached \$5.7 million. Lodging revenues dipped 10.6 percent in 2009 to \$5.1 million. Revenues were back on the rise in 2010 and 2011 before declining again in 2012. During 2013 lodging revenues were again on the rise, increasing by 22 percent to \$6.4 million.

Six hotels operate in Coffeyville, Kansas totaling 288 guest rooms. All six hotels are located along 11th Street/Northeast Street that are designated U.S. Highways 166/169. The hotels are all designated as budget or limited-service properties. Major hotel brands include Best Western and Sleep Inn. The 71-room Sleep Inn is the last hotel built in Coffeyville, opening in spring 2009. A 72-room Holiday Inn Express is planned for construction at the northeast corner of 8th Street and Northeast Street.

Group and business travelers originating from the area's major employers represent the largest source of lodging demand in Coffeyville. Companies like Coffeyville Resources, Amazon.com and John Deere generate considerable room demand. Leisure travelers serve as a secondary source for room demand.

The East Coffeyville Redevelopment Area possesses the necessary site requirements to support future hotel development, including sufficient parcel size, visibility, exposure and infrastructure; highway frontage; location within an existing hotel cluster; and close proximity to shopping, dining, recreation, entertainment and

lodging demand generators. Several locations along the 11th Street and Northeast Street frontage are suitable for future hotel development, including intersections at 8th Street, 9th Street, 10th Street, 11th Street and Davis Street.

Competitive Residential Housing Market

According to the 2010 Census the housing stock of Coffeyville totals 5,021 dwelling units, of which 19.4 percent, or 974 dwelling units are in multi-unit structures. More than 70 percent of the housing units in Coffeyville are at least 50 years old. The homeownership rate for Coffeyville is 65.0 percent compared to 68.2 percent for Kansas. Over the past two decades the housing stock of Coffeyville has declined by 19.1 percent from 6,203 dwelling units in 1990 to 5,021 dwelling units in 2010. During this 20-year period the population of Coffeyville declined by 20.3 percent. The loss of 1,182 housing units is attributed both to the demolition of substandard properties as well as the 2007 flood that impacted 459 dwelling units.

The City faces a continuing reduction in the inventory of available affordable housing units through deterioration and dilapidation. Compounding the problem is of course the previous demolition of uninhabitable housing affected by the 2007 flood. Homes in the flood impacted area were renting at a reported \$250 to \$300 per month.

Ten rental apartment properties were surveyed in Coffeyville totaling 404 dwelling units. Half of the surveyed apartment properties are located in or near downtown Coffeyville. Given the demographics of the Coffeyville population highlighted by low income levels and a large elderly population all ten properties operate as tax credit or Section 8 income-based rental apartment communities with six properties catering exclusively to seniors.

Coffeyville's inventory of rental apartments is old with an average year built of 1976. All but two of the apartment communities were built prior to 1984. The 32-unit Mill Supply Apartments located at 713 Union Street in downtown Coffeyville was the latest apartment community to be built, opening in 2011.

Pent up and future new housing demand through 2040 in Coffeyville is estimated at 301 to 637 dwelling units. The housing unit mix is estimated at 182 to 382 owner-occupied housing units and 120 to 255 rental units. The modest inventory of affordable rental apartments, current achievable market rents and population demographics suggest Coffeyville can support additional tax credit and/or income-based rental units. Low rental rates may preclude near-term financially feasible development of market-rate apartments.

The property located on the south of West 12th Street between Sycamore Street and Davis Street provides the necessary physical and location characteristics to accommodate rental apartment development. Favorable site characteristics include adequate parcel size, topography, on-site infrastructure, accessibility, visibility, proximity to jobs and services, and favorable trade area demographics. Primary sources of apartment housing demand available to the prospective site include Coffeyville's large employment base and large and growing senior population. The prospective site is located a distance from the refinery which should reduce any adverse impact. Prior to development of an apartment community rezoning of the site would be required.

Study Conclusions and Recommendations

Commercial and Residential Demand Estimates

Coffeyville's current estimated retail gap of \$60.2 million can support approximately 135,000 to 320,000 square feet of additional occupied retail space. Modest growth in population and out-of-town visitation through 2040 will generate an increase in retail sales of \$23.6 million annually, sufficient to support 92,000 to 113,000 square feet of retail space.

Through 2030, Montgomery County is estimated to absorb approximately 26,500 to 52,750 square feet of professional office space; 221,900 to 259,000 square feet of medical office space; and 211,500 to 264,500 square feet of industrial space. Coffeyville is forecast to capture an estimated 10,600 to 21,100 square feet of professional office space; 110,950 to 129,500 square feet

of medical office space; 126,900 to 158,700 square feet of industrial space.

Pent up and future new housing demand through 2040 in Coffeyville is estimated at 309 to 633 dwelling units. The housing unit mix is estimated at 179 to 367 owner-occupied housing units and 130 to 266 rental units.

Real Estate Development Influences

The future development of the East Coffeyville Redevelopment Area will be influenced by several land use, market and site dynamics, several of which are discussed below.

East 11th Street and Northeast Street serve as one of Coffeyville's major gateways and a principal commercial corridor. As a result of the flood considerable vacant land remains available for future development along both arterials throughout the entire East Coffeyville Redevelopment Area that is suitable for commercial development, offering excellent access, visibility, exposure, utilities and land area to support a mix of commercial uses.

As of the date of this report 26 of the businesses impacted by the 2007 flood had reopened. The re-opening of such notable businesses as Best Western, Days Inn (now Rest-Full Inn) and Save-a-Lot suggests the East Coffeyville Redevelopment Area remains a viable business location. In fact, new businesses opening in renovated buildings include Quicker Liquor, while Aaron's Rents and El Pueblito Mexican Restaurant have constructed new buildings. The City of Coffeyville sold a 2.3-acre parcel that is planned for a 72-room Holiday Inn Express.

Presently, the majority of truck traffic associated with the refinery and fertilizer operations travel on Sunflower Street. Fourth Street between Sunflower Street and Northeast Street has been improved to truck standards and will serve as the new route. Therefore, 4th Street has taken on a new importance as a transportation and potential employment corridor.

Coffeyville Resources is currently under construction on a processing unit. The potential for future refinery expansion within the facility's current processing area is becoming increasingly difficult due to the limited availability of land.

While most of the impacted single family homes within the East Coffeyville Redevelopment Area have been mitigated and demolished both the Cleveland Apartments and Coffeyville Village Apartments remain. As a matter of public health and safety, the relocation of these existing apartment communities should be considered.

A relatively intact single family residential neighborhood remains west of Pine Street and south of 4th Street. In addition, single family residential neighborhoods exist to the west of the refinery where Coffeyville Resources is currently acquiring property. These residential neighborhoods should be buffered from the refinery operations and other industrial and commercial development through the use of open space and/or less intense and impactful land uses.

Eighth Street was the former highway through downtown Coffeyville and its link between downtown and Northeast Street could play a role in land use planning.

Land Use

Commercial

It is recommended that the entire frontage along 11th Street and Northeast Street from Oak Street east to Park Street be designated for commercial use. Site characteristics within the designated commercial corridor are sufficient to accommodate a mix of commercial land uses including strip centers, junior anchor retailers similar to the new Aaron's Rents building, hotels and small lots designed for restaurants, bank branches, convenience stores, shops and office buildings.

Commercial land uses should be designated one block north and south of 11th Street and Northeast Street

from Oak Street east to Park Street, allowing for future development of small scale retail and office uses.

Though national chain retailers entering the Coffeyville market in the future may be more likely to gravitate near the new Walmart Supercenter, the East Coffeyville Redevelopment should provide the opportunity to accommodate large-scale retail development. Potential large commercial nodes include: 1) the land bound by 4th Street, Sunflower Street and Northeast Street that houses Save-a-Lot, Aaron's Rents and the former Walmart and 2) the tract of land bound by 8th Street to the north, 11th Street to the south, Sunflower Street to the east and Pine Street to the west.

Employment-Related

Coffeyville Resources Refining & Marketing owns a significant number of properties located within the East Coffeyville Redevelopment Area. To best accommodate the company's future expansion plans a cohesive light industrial business park should be planned for the property immediately south and west of the refinery operations including an open space buffer to reduce land use, operations and environmental conflicts between the refinery operations and surrounding residential neighborhoods.

Four nodes of light industrial land uses are recommended: 1) an L-shape area bound by the refinery to the north, 4th and 5th Streets to the south, Pecan and Howard Streets to the east and Sunflower Street to the west; 2) 1st Street to the north, 4th Street to the south, Sunflower Street to the east and Sycamore Street to the west; 3) 4th Street to the north, 8th Street to the south, Sunflower Street to the east and Ash Street to the west; and 4) North Street to the north, 1st Street to the south, Sycamore Street to the east and Union Street to the east. Refinery processing operations would not be permitted within the designated light industrial district.

Residential

Two rental apartment properties located within the East Coffeyville Redevelopment Area are in close proximity to the refinery. For reasons of public safety and quality of life, future relocation of these rental apartments

should be considered. A prospective site located on the south of West 12th Street between Sycamore Street and Davis Street provides the necessary physical and location characteristics to accommodate large-scale apartment development. The prospective site is located a distance from the refinery which should reduce any adverse impact. Should it be determined that residential use of the site is inappropriate, an alternative land use is light industrial.

Open Space

Passive open space should be used as a land use buffer between the refinery operations and adjacent residential neighborhoods. Specifically, open space should be designated along 1) the north side of 4th Street between Sycamore Street and Ash Street; 2) east side of Pine Street between 4th and 8th Streets and 3) the east side of Union Street north of 2nd Street.

Infrastructure Requirements

While streets and public utilities are in place throughout the East Coffeyville Redevelopment Area, the existing grid pattern is designed to accommodate the single family residential neighborhoods that formerly occupied the property. With a greater emphasis on economic development and commercial land uses some street and utility line realignments will likely be required. To improve the ability to support commercial redevelopment the following infrastructure improvements are recommended:

- Additional streetscape improvements should be considered along the 11th Street and Northeast Street corridor to enhance the appearance of the East Coffeyville Redevelopment Area, improve infrastructure to available development sites and promote it as a “gateway” into Coffeyville.
- Abandon street and utility line right-of-way where necessary to create large commercial and industrial development sites. Construct new street and utility infrastructure where required.

Economic Incentives

When used with private funding sources, government financing/incentive programs greatly enhance a business' and real estate project's financial feasibility. To

generally qualify for government incentives, a business or project must serve a public purpose, stimulate economic growth and conform to local planning and development guidelines. Retail, office and industrial development generally meets all three requirements, providing goods and services to often under-served residential areas, offering opportunities for employment, increasing the community's tax base and meeting all local requirements for zoning and construction.

Government financing/incentives are more often indirect than direct, and take different forms. Tax abatement, special taxing districts and tax increment financing are the most commonly employed local programs that can assist in financing a project. Tax abatement reduces the property tax burden on a project, often postponing payment of the bulk of the taxes until after the first few years of a project's operation. Tax increment financing uses tax revenues generated by a specially created district to repay municipal bonds. The bonds can pay for land acquisition, site work, improvements to infrastructure and parking. An otherwise infeasible project that does not have to bear these costs often becomes feasible.

Other economic incentives offered by the State of Kansas, Montgomery County Action Council and City of Coffeyville include:

- Rural Development Loan Fund (RDA)
- New Market Tax Credits
- Promoting Employment Across Kansas Program (PEAK)
- High Performance Incentive Program (HPIP)
- Inventory Tax Exemption
- Industrial Revenue Bond (IRB) Tax Exemptions
- Property Tax Exemption
- Sales Tax Exemption
- Reduced Municipal Electric Power Rates
- Kansas Partnership Fund
- Property Tax Abatement Assistance
- Kansas Certified Development Companies

4.1 INTRODUCTION

This chapter presents the Redevelopment Plan. It is a culmination of data gathering, analysis, neighborhood input, stakeholder input, and concept development completed throughout the planning process. The Redevelopment Plan is accompanied by a series of recommendations and implementation strategies for moving the vision forward.

As stated in Section 1.7, the Overarching Theme/Vision for the Redevelopment Plan is:

The East Coffeyville area is an underutilized resource for the Coffeyville Community. Redevelopment of East Coffeyville should encourage economic development, revitalize existing housing, utilize recreational opportunities, and improve overall aesthetics of the area.

The key principles for achieving this vision are:

Economic Development

1. Encourage the development of commercial opportunities;
2. Redevelop existing underperforming or underutilized development;
3. Infill new development within/near/adjacent existing successful developments;
4. Provide for new land uses that can capitalize on the areas assets; and
5. Expand successful businesses.

Housing

1. Identify and revitalize the existing neighborhood;
2. Provide for infill housing opportunities within the existing neighborhood; and
3. Provide for new housing.

Recreation and Parks

1. Expand existing parks;
2. Provide new park and open space opportunities;
3. Provide trails and sidewalks to connect commercial, residential, and parks and open space

resources within the project area and to the rest of the community;

4. Utilize existing open space as a community resource; and
5. Create significant and dense buffers between incompatible uses.

Aesthetics

1. Create a positive and encouraging first impression for the City;
2. Create an aesthetically pleasing streetscape experience for residents and visitors to the area; and
3. Enhance the overall quality of aesthetics of existing and new development in the area.

The following Redevelopment Plan develops the overall Vision and Key Principles above into a cohesive plan for the redevelopment of the East Coffeyville area.

4.2 REDEVELOPMENT PLAN

The Redevelopment Plan is divided into eight categories for clarity and focus. Those eight categories are:

- Future Land Use Plan
- Commercial
- Residential
- Industrial
- Parks, Trails, and Open Space
- Utility Infrastructure
- Transportation
- Aesthetics

Each Redevelopment Plan category identifies the key issues to be addressed that emerged during the planning process. They are followed by recommendations designed to address these issues. In some cases, there is overlap between the categories and their recommendations and strategies, which illustrates just how interconnected the issues in the East Coffeyville redevelopment area are with each other.

Chapter 4.0 Redevelopment Plan & Recommendations

4.2.1 FUTURE LAND USE PLAN

The future land use plan is the graphic representation of the recommended physical development of East Coffeyville in the next 5 to 20 years. Future land use addresses growing or shifting populations and sets guidelines for development that serves the population through a healthy mix of land uses.

Key Issues to be Addressed:

- A Future Land Use Plan for East Coffeyville was not developed during the 2010 comprehensive plan update due to the uncertainty within the area because of the 2007 flood event.
- A significant change in ownership and land use has occurred since the previous land use plan was developed for the area.
- Conflicts exist between adjacent uses.
- There are significant vacant parcels.



Fig. 4.1 – Land vacancy is high in the Redevelopment Area, particularly in the residential neighborhood.

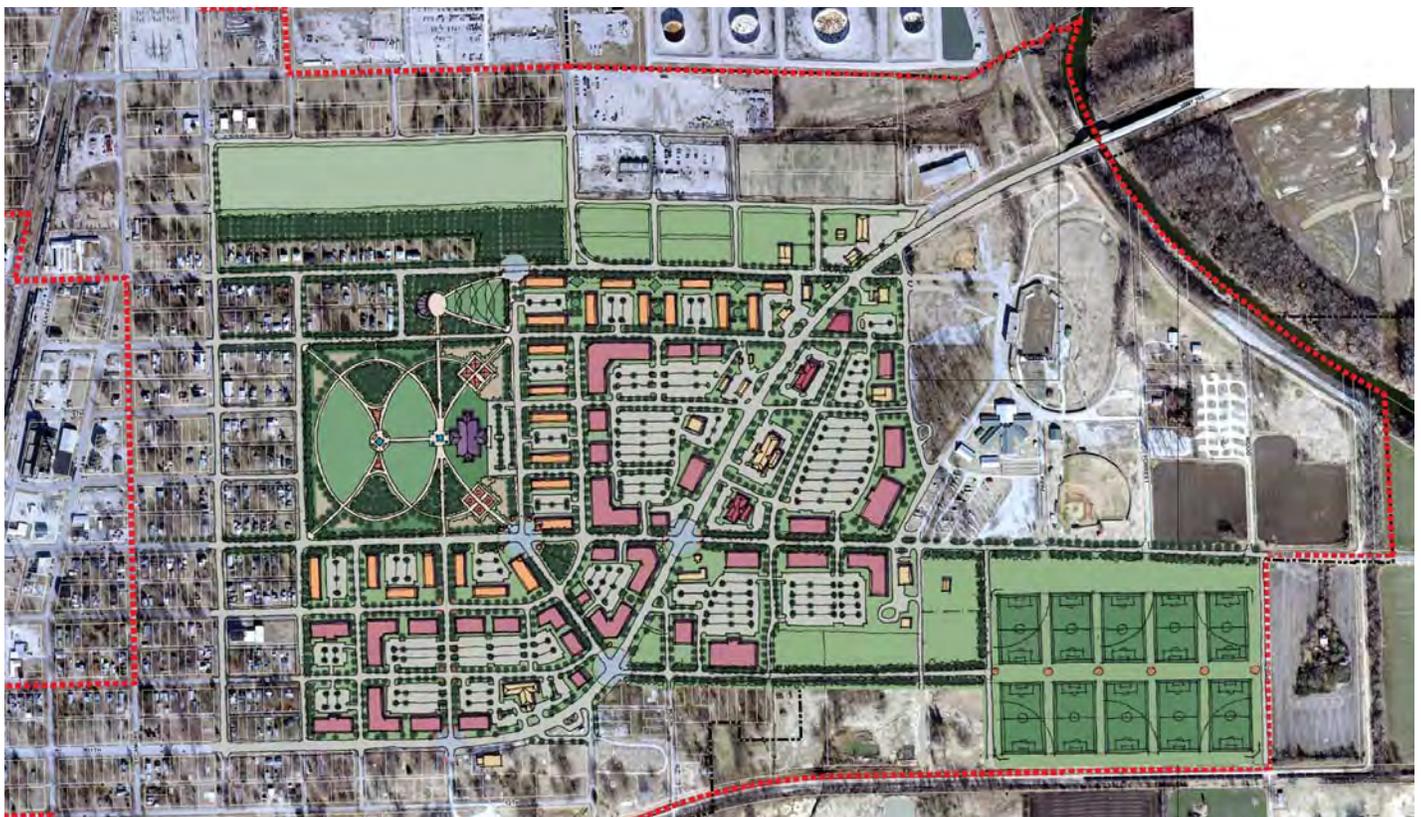


Fig. 4.2 – Conceptual Master Plan

Recommendations:

- A new land use plan should be developed to update the 2010 Comprehensive Plan.
- Current stability of land uses and owners allows for the land use plan to be updated.
- Resolve conflicts in existing land use by:
 1. Creating buffers between incompatible uses;
 2. Changing or moving land uses away from adjacent conflicts; and
 3. Removing conflicting uses.
- Encourage the redevelopment of the significant amount of vacant parcels to be productive uses that contribute to economic development, provide housing opportunities, increase recreation and park opportunities, and increase overall aesthetics for East Coffeyville and Coffeyville as a whole.

Land Use Classifications

Land use classifications provide a means for describing the preferred Land Use Plan within the community. Classifications are designated in the Plan rather than specific zoning districts to allow flexibility in implementing the recommendations over time. When development, redevelopment, or revitalization occurs, then zoning changes should be made to reflect the intent of the Plan. The following Land Use Classifications are consistent with the Land Use Classifications in Chapter 3 of the *2010 City of Coffeyville, Kansas Comprehensive Plan*.

The following Land Use Classifications are utilized on the East Coffeyville Future Land Use Plan:

- **Low Density Residential** – 4 units per acre
- **High Density Residential** – Up to 15 units per acre
- **General Commercial** – Retail business
- **Light Industrial** – Industrial assembly and warehousing with limited manufacturing
- **Heavy Industrial** – Intensive land uses for manufacturing and assembly of goods
- **Parks** – Park land and recreational improvements
- **Agriculture** – Land used for growing crops



Fig. 4.3 – Example of the type of higher density mixed-use development that could serve as a transitional use between traditional commercial and low density residential.



Fig. 4.4 & 4.5 – The industrial uses of the area should be buffered from all adjacent residential uses.

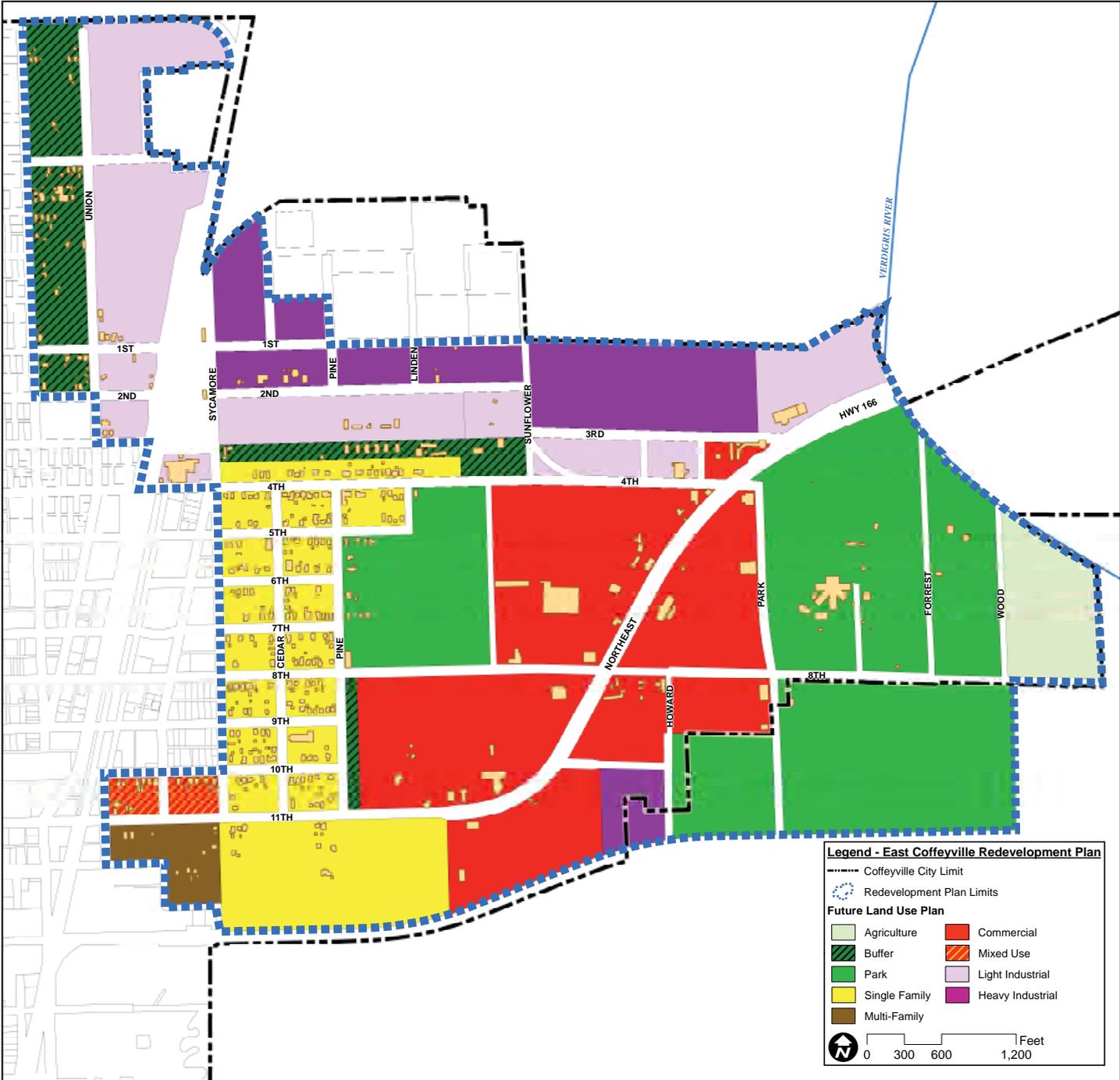


Fig. 4.6 – Future Land Use Plan

Redevelopment Plan

The following Land Use Classifications were added to address specific land use issues identified:

- **Buffer** – Fully cleared open space that is restricted and has vegetation requirements
- **Mixed Use** – Transitional use that mixes office/residential/commercial

Future Land Use Plan

The Future Land Use Plan, shown in Fig 4.6, reflects the recommended future land uses within the East Coffeyville area. Key factors affecting the development of the Future Land Use Plan include:

- Desire to increase the economic viability of the area.
- Existing housing and neighborhood.
- Significant amount of vacant parcels.
- Access and connectivity of the existing street grid system.
- Incompatibility of housing and heavy industrial uses.
- Creation of buffers to soften the industrial uses from the local neighborhoods and the community at large.
- Available land to expand recreation uses.
- The potential for future annexation.

4.2.2 COMMERCIAL

A key consideration of the plan was to increase economic viability of the area. Currently successful businesses sparsely dot the frontage of Highway 166/169/Northeast/11th Street. The commercial frontage in many cases is vacant or underutilized. Refer Fig. 2.4, *Existing Land Use Map*.

The development of commercial uses in the area could represent an important opportunity to generate tax revenue for the City; provide employment opportunities; provide more shopping, dining and lodging options than are currently available close in to the City; capture more visitor and traveler dollars; and reduce identified leakage of retail sales to other communities.

Key Issues to be Addressed:

- The existing street network and parcel size and dimension limits the flexibility of meeting current market requirements for development parcels.



Fig. 4.7, 4.8 & 4.9 – The recommended commercial node should be flexible enough to accommodate the needs and trends of the market.

- Highway 166/169/Northeast/11th Street is the major corridor into the City from the east. It provides a key opportunity for commercial development/redevelopment because of access, availability of property, existing utilities, adjacency to employment and adjacency to downtown.
- Vacant and underutilized properties, under large ownership (City, CVRR, CRNF) allow for the potential of easier assemblage of property for larger redevelopment.

Recommendations:

- Develop a large commercial node north and south of Highway 166/169/Northeast/11th Street, centered at 8th Street.
- Larger contiguous parcels in the commercial node will allow for more flexibility in marketing, acquiring potential tenants and retailers, and larger planned development.
- Existing successful businesses adjacent to Highway 166/169/Northeast/11th Street should be incorporated into new development as valuable community assets when it occurs.
- Modifications to the existing street pattern should be made to reduce conflicts with commercial trucks and future potential commercial redevelopment.
- Land swaps amongst existing property owners should be encouraged to facilitate easier redevelopment based upon their specific needs and concerns.

4.2.3 RESIDENTIAL

In the 2010 Comprehensive Plan, housing was declared as the No. 1 issue to be solved in Coffeyville. Previous to the 2007 flood, the East Coffeyville area was primarily a residential neighborhood, with industrial uses north of 2nd Street, and commercial uses on Highway 166/169/Northeast/11th Street primarily east of Sunflower Road. After the 2007 flood, the residential neighborhood was greatly impacted, with over 450 homes impacted by the flood. Over 300 of those homes purchased and demolished by CVRR and CRNF due to the release of oil in the flood water. This resulted in a significant loss of residents in the East Coffeyville area. Refer Fig. 2.2, *Ownership Map*; Fig. 2.3, *Vacant Parcels Map*.

The homes not impacted by the flood were located on ‘the Hill’, a small rise on the western half of the area, and homes northwest of the railroad tracks. These existing homes form the remaining neighborhoods in the area. Refer Fig. 2.4, *Existing Land Use Map*; Fig. 2.8, *Existing Structures*.

Surprisingly, the vast majority of the existing housing structures (approx 207) on ‘the Hill’ have a condition that is sound or has minor deficiencies (approx 83%). These minor deficiencies can be easily addressed by reinvestment in items such as siding, painting, windows, or shingles on roofs. Approximately 14% will need significant reinvestment to upgrade major deficiencies, while the remaining 3% (approx. 6 structures) should be cleared for safety, advanced nature of deterioration, and cost of rehabilitation reasons. Refer Fig. 2.7, *Existing Housing Condition Map*.

The overall remaining density of homes on ‘the Hill’ remains dense enough for it to continue to function as a neighborhood. Block by block (parcel) density of remaining homes will maintain the structure and integrity of a neighborhood, without significant gaps in the fabric of the area. Gaps do exist on a parcel basis and represent an opportunity for infill housing on those empty lots.

The Northwest neighborhood, at the time of this report, has 37 existing structures. A small portion of homes are in sound condition (8%), with a majority of them having minor deficiencies (approx. 60%). Approximately 19% are in need of major revitalization, with 13% of the structures dilapidated and in need of probable clearance. Refer Fig. 2.7, *Existing Housing Condition Map*.

There has been significant loss of housing structures in northwest neighborhood over the last six years (124 structures in 2008 versus 37 in 2014). This has been primarily because of its proximity to the CVRR and CRNF plants, the railroad, and expansion of industrial uses west of the railroad tracks. CVRR and CRNF has acquired many parcels in the area and continues to do so. Refer Fig. 2.2, *Ownership*

Redevelopment Plan

Map. At this time, approximately only 3 of 18 blocks in the area have multiple housing structures on them in a sound or minor deficient condition. The existing housing is isolated and surrounded by mostly vacant property. Refer Fig. 2.3, *Vacant Parcels Map*.

Because of the lack of density, condition of the housing, acquisition of property and demolition and proximity and encroachment of industrial uses, the northwest housing area has ceased to function as a residential neighborhood.

During the development of the plan, the existing neighborhood was invited to a meeting to discuss their critical issues affecting the neighborhood. Those issues have been incorporated into the numerous sections of the Redevelopment Plan recommendations.

There are concerns from property owners and residents of ‘the Hill’ about the daily operations of the industrial uses north of 2nd Street. Various comments by property owners about odors, air quality, aerial particulates, continued property acquisition, and health and welfare concerns were collected. There is a lack of awareness or understanding of any safety plan for an emergency event at the adjacent CVRR refinery of CRNF fertilizer plant. This is of great concern for the existing residents. Additionally, there is continued concern over contamination of the area remaining from the 2007 flood event.

The residents also were concerned about the seeming lack of City services, maintenance and attention to a struggling neighborhood that has been in a limbo state since the flood. Cited issues include lack of street, sidewalk, or curb maintenance, aggressive taxing of minor improvements to residential structures, lack of street lights, very long response times for police calls, and overall maintenance of vacant property.

Key Issues to be Addressed:

- The loss of over 400 homes in the area by flooding or acquisition has greatly impacted the remaining residential areas to operate as functioning neighborhoods.

- The cluster of existing homes on ‘the Hill’ remains as an intact neighborhood.
- The Northwest neighborhood has ceased to function as an intact residential neighborhood.
- Residential uses in the area, especially the northern half of the project area, are in conflict with daily operations of the industrial uses north of 2nd Street.
- The vacant properties adjacent to existing homes on ‘the Hill’ represent an opportunity to add infill housing to the area.
- The majority of existing housing conditions on ‘the Hill’ are in a recoverable state with reinvestment.
- There is an existing resident base in the area who care about revitalizing the existing neighborhood.



Fig. 4.10 – In the aftermath of the 2007 flood, the remaining residential neighborhoods are still struggling to recover and rebuild.



Fig. 4.11 – Transportation conflicts between the industrial uses and the adjacent residential neighborhoods can be burdensome to the residents.

- There is a lack of trust between residents and CVRR/CRNF and the City.
- There is a lack of communication about major issues between residents and CVRR/CRNF and the City.
- The existing transportation system allows many conflicts to occur between the remaining residential blocks and industrial and cut through traffic.
- There is an observed lack of street, sidewalk and curb maintenance in the residential and connecting areas.
- There is a lack of street lighting in the area due to vandalism and the 2007 flood.

Recommendations:

- The City or CVRN/CRNF should acquire the remaining Northwest residential properties. Following acquisition, an open space Buffer should be developed from Walnut to Union Streets, and North to the Rail Spur, South to 2nd Street.
- ‘The Hill’ neighborhood should be preserved and revitalized. A revitalization program should be assembled combining available incentives, City funding, and available state or federal programs for revitalization. A designated program administrator should be appointed to administer, educate and assist property owners in becoming eligible for available revitalization funding. The administrator should also be the liason between the neighborhood and the City and should assist in the application of City funds for maintenance and replacement of deficient infrastructure in ‘the Hill’ neighborhood.
- The existing multifamily residential uses on 2nd and 3rd Street, between Cedar and Ash Streets, should be relocated within the East Coffeyville Redevelopment Plan area because of proximity to the existing industrial uses and their future expansion.
- The future expansion of industrial uses adjacent to the revitalized residential neighborhood on ‘the Hill’ and the existing neighborhoods west

of Walnut Street, and the expansion of commercial uses along the east side of the proposed new Pine Street extension from 8th to 11th Street, should be buffered by a permanent open space Buffer. The Buffer should be located as shown on *Fig. 4.6, Future Land Use Plan*. The Buffer should be defined in the *City of Coffeyville, Kansas Zoning Ordinance* as a zoning classification, as well as added to the *City of Coffeyville Comprehensive Plan* as a land use classification. The definition, purpose, character, and composition of the Buffer designation shall be incorporated therein.

- Pine Street should be extended from 8th Street to 11th Street to complete the street grid in the neighborhood.



Fig. 4.12 – Infill of single family housing within ‘the Hill’ should be incentivized in a way that helps to facilitate revitalization of the neighborhood.



Fig. 4.13 – Public reinvestment in residential streetscape infrastructure can impact potential property value and lead to increased private investment and development/redevelopment opportunities.

- The infill of vacant properties with new residential homes should be encouraged within ‘the Hill’ neighborhood. Infill should be an integral part of the Revitalization Plan for the neighborhood. Available funding and incentives should be utilized to encourage new home construction.
- New single family residential development shall be encouraged south of 11th Street, between Sycamore and Davis Streets. This area should be developed as a new market rate single family neighborhood.
- New multifamily west of Sycamore Street, south of 11th Street
- The existing street system should be modified per *Fig. 4.6, Future Land Use Plan* to reduce through traffic through the neighborhood, to buffer proposed future uses from the neighborhood, and to increase the desirability of revitalization of existing residential and infill of new residential housing.
- Reinvestment in existing infrastructure should be increased to address deficiencies in street pavement, curbs, sidewalks, street lights, and utilities. These deficiencies have a detrimental impact on the quality and value of the existing neighborhood and East Coffeyville in general. Reinvestment and maintenance of infrastructure will have a positive economic effect on redevelopment and revitalization of East Coffeyville.

4.2.4 INDUSTRIAL

The East Coffeyville project area in many ways is defined by the vacant property throughout the area as a result of the 2007 flood and presence of the industrial uses north of 2nd Street. These industrial uses are dominated by the CVRR Refinery, CRNF Fertilizer Plant, and the concrete plant.

The industrial uses in the area are significant economic centers in the City. They create employment; they create demand for goods, services and lodging; they reinvest back into the community for growth; they invest in the community for philanthropic reasons. With the ongoing success of the industrial uses, continued growth is expected. As an important economic engine, their future expansion needs and growth are important.

The industrial uses also represent a source of conflict with the existing residents. The existing residential uses are in close proximity to the existing refinery, fertilizer plant, and concrete plant. According to residents the daily operations in the industrial area causes odors and dust, especially during shifting wind conditions. Heavy truck through traffic is impacting the roads and causes some disruptions in the neighborhood. There is a lack of trust that the contamination from the flood has been dealt with and that contamination remains. Additionally, residents do not have an understanding of safety procedures should an emergency or catastrophic event happen at the refinery or fertilizer plant.

It is clear the industrial uses are important to the community. It is also clear that better communication is needed between the residents and the industrial uses so that they may better coexist in an informed manner with an open dialog about issues of importance to both parties.

Key Issues to be Addressed:

- The industrial uses are important to the City of Coffeyville.
- Conflict exists between existing residents and the industrial uses due to proximity, safety, traffic and the daily operation of industry.
- Communication between the residents and the industrial uses is poor.
- Truck and vehicular access is important to allow continued success of the industrial uses.
- Allocating land and allowing expansion of existing industrial users is important.
- Allocating land for new light industrial users is important for the growth of new business in the East Coffeyville Redevelopment Plan area.
- Buffering industrial uses with a defined open space Buffer is important to protect both the industrial and residential and commercial users.
- There remains a community wide lack of understanding of the clean-up of the contamination in East Coffeyville as a result of the 2007 flood.

Recommendations:

- Define an expansion area in the Future Land Use Map that details the allowed future expansion area for the industrial uses. Refer Fig. 4.6, *Future Land Use Plan*.
- Define an open space Buffer area adjacent to industrial uses to protect the existing future revitalized neighborhood on ‘the Hill’. Refer Fig. 4.6 *Future Land Use Plan*.
- CVRR/CRNF should designate a liaison to open up a dialog with the residents of the future revitalized housing area on ‘the Hill’. This liaison should set up regularly scheduled meetings (quarterly) to educate the residents about emergency procedures, to discuss conflicts and resolution opportunities, and to improve overall communication within the area.
- The street system should be modified to maintain good and reasonable access for the industrial uses, while reducing conflicts with residents and minimizing negative impacts on the value of future development opportunities, especially commercial uses adjacent to the Highway 166/169/Northeast/11th Street corridor.

- CVRR/CRNF should develop a public information campaign that informs the general public on the cleanup efforts that were conducted after the flood of 2007.

4.2.5 PARKS, TRAILS, AND OPEN SPACE

The East Coffeyville Redevelopment area has two parks within its boundary. It has no trail systems, or dedicated open space in addition to the parks.

The large Walter Johnson Park, on the far eastern project boundary, is an active park with baseball stadium, playgrounds, RV park, and host to the Inter-State fair and rodeo. It has excellent access and visibility to Highway 166/169 on the north/west and has primarily agricultural land to the south and east.

Harmon Park is a small neighborhood park at 3rd Street and Sunflower Street. It has a well maintained playground, shelters, and basketball courts. It is isolated and gets minor use because of the surrounding vacant property and low local population.



Fig. 4.14 – Aerial Perspective of Conceptual Master Plan

Despite the significant vacant property throughout the East Coffeyville area, none of it is dedicated open space, dedicated park land, or trails.

Key Issues to be Addressed:

- There is a lack of dedicated open space other than Walter Johnson Park and Harmon Park.
- Harmon Park is isolated from users.
- There is a lack of trail/walk connections from the rest of Coffeyville to the area.
- There is a lack of trail sidewalk connections from Walter Johnson Park to the community.
- As a destination, Walter Johnson Park could be expanded to accommodate additional recreation uses.
- Residential and industrial uses need a defined boundary and dedicated buffer zone.

Recommendations:

- Develop a new park adjacent to the existing neighborhood on 'the Hill' to be revitalized. Relocate equipment and amenities from Harmon Park to the new neighborhood park. New park will act as a buffer to planned commercial uses to the west.
- Expand Walter Johnson Park south and east. Prepare a new park master plan to reinforce the park as a destination with added recreational facilities, which would include new athletic fields. This could allow Walter Johnson Park to host larger sporting events and tournaments for the region as a revenue generating effort, which would have an economic impact on the community because of lodging, food and retail sales.
- Develop a trail plan for the area. Connect Walter Johnson Park to the relocated Harmon Park as well as to existing and new residential and commercial uses. Make connections to the rest of Coffeyville.
- Develop a dedicated open space Buffer south of 3rd Street between Sunflower and Sycamore Streets to buffer the residential neighborhood from the expanded light industrial uses. *Refer Fig. 4.6, Future Land Use Plan.*



Fig. 4.15 – Offering additional recreational opportunities could transform Walter Johnson Park into more of a regional draw for sporting events, bringing added revenue dollars to the community.



Fig. 4.16 – In addition to serving as a recreational amenity for its users, a neighborhood park can also serve as a buffer between incompatible land uses.



Fig. 4.17 – A trail system that connects a community's amenities with its potential users can have a dramatic impact on the quality of life and long-term sustainability of an area.

- Develop a dedicated open Space Buffer on the east side of the proposed new Pine Street extension from 9th to 11th Street to buffer the residential neighborhood from the proposed commercial to the east. *Refer Fig. 4.6, Future Land Use Plan.*
- Develop a dedicated open space Buffer east of Walnut Street to Union Street, north to the rail spur south to 2nd Street to buffer the existing residential neighborhoods west of the project boundary from the expanded light industrial uses. *Refer Fig. 4.6, Future Land Use Plan.*

4.2.6 TRANSPORTATION SYSTEMS

Highway 166/169/Northeast/11th Street and Sunflower Street are primary arterials in Coffeyville. 8th Street, a secondary arterial, currently intersects with Highway 166/169/Northeast/11th Street and Sunflower Street in the East Coffeyville Redevelopment Area. 1st Street, 4th Street, Sycamore Street, and Union Street are collector streets. The remaining local streets create a grid network northeast of the Highway 166/169/Northeast/11th Street corridor. When present, sidewalks are generally in poor condition.

The railroad also runs through the northwestern segment of the East Coffeyville Redevelopment Area and then along the redevelopment area's western boundary. A grade separated crossing exists at Highway 166/169/Northeast/11th Street. At-grade railroad crossings are located at 1st Street, 4th Street, 7th Street, 8th Street, and 9th Street.

Key Issues to be Addressed:

- Highway 166/169/Northeast/11th Street is a primary arterial through the East Coffeyville Redevelopment Area. Critical connections to the corridor should remain accessible through appropriate access management.
- Sunflower Street and Linden Street are key access routes to the CVR Refinery (CVRR) located north of the East Coffeyville Redevelopment Area. CVRR's critical access point, the Nitrogen Gate, is located on Linden Street approximately 300 feet north of 1st Street.

- Connectivity east and west over the railroad should be maintained, particularly by preserving the existing grade separated railroad crossing and at-grade crossings.
- Existing streets adjacent to the proposed park area are in poor condition and may require replacement prior to development of the park.
- Existing sidewalks, when present, are generally in poor condition.

Recommendations:

- Maintain access to the Highway 166/169/Northeast/11th Street corridor via 3rd Street, 4th Street, 8th Street, 10th Street to the east, Pine Street, Cedar Street, and Sycamore Street. Most importantly, 4th Street (east-west collector), 8th Street (east-west secondary arterial), and Sycamore Street (north-south collector) continue to provide key access to the highway.
- Maintain existing grade separated and at-grade railroad crossings. Allow 4th Street and 8th Street to intersect with Highway 166/Northeast/11th Street to ensure connectivity east and west of the railroad.
- Provide a truck route that will follow 1st Street to 4th Street to provide access to the highway. Continue to provide access from CVRR to the west via 1st Street.
- Remove segments of Sunflower Street, a primary arterial, and other streets according to the land use plan to create larger blocks for redevelopment. Replace with fill, topsoil, seed, and mulch.
- Extend roadways according to the redevelopment land use plan for 36-foot width with curb and gutter on the following streets: Park Street to connect to 8th Street, Sunflower Street to 4th Street to construct the curve, Linden Street from 1st Street to 2nd Street (due to realignment), Pine Street from 8th Street to 11th Street, and Ash Street from 4th Street to 6th Street.
- Replace streets adjacent to the proposed park area that are in poor condition prior to development of the park. 4th Street from Sycamore Street to Howard Street, a truck route, includes 36-foot width, full-depth replacement with curb and gutter and sidewalk on one side. Pine Street from 4th Street to 8th Street includes 36-foot width, full-depth

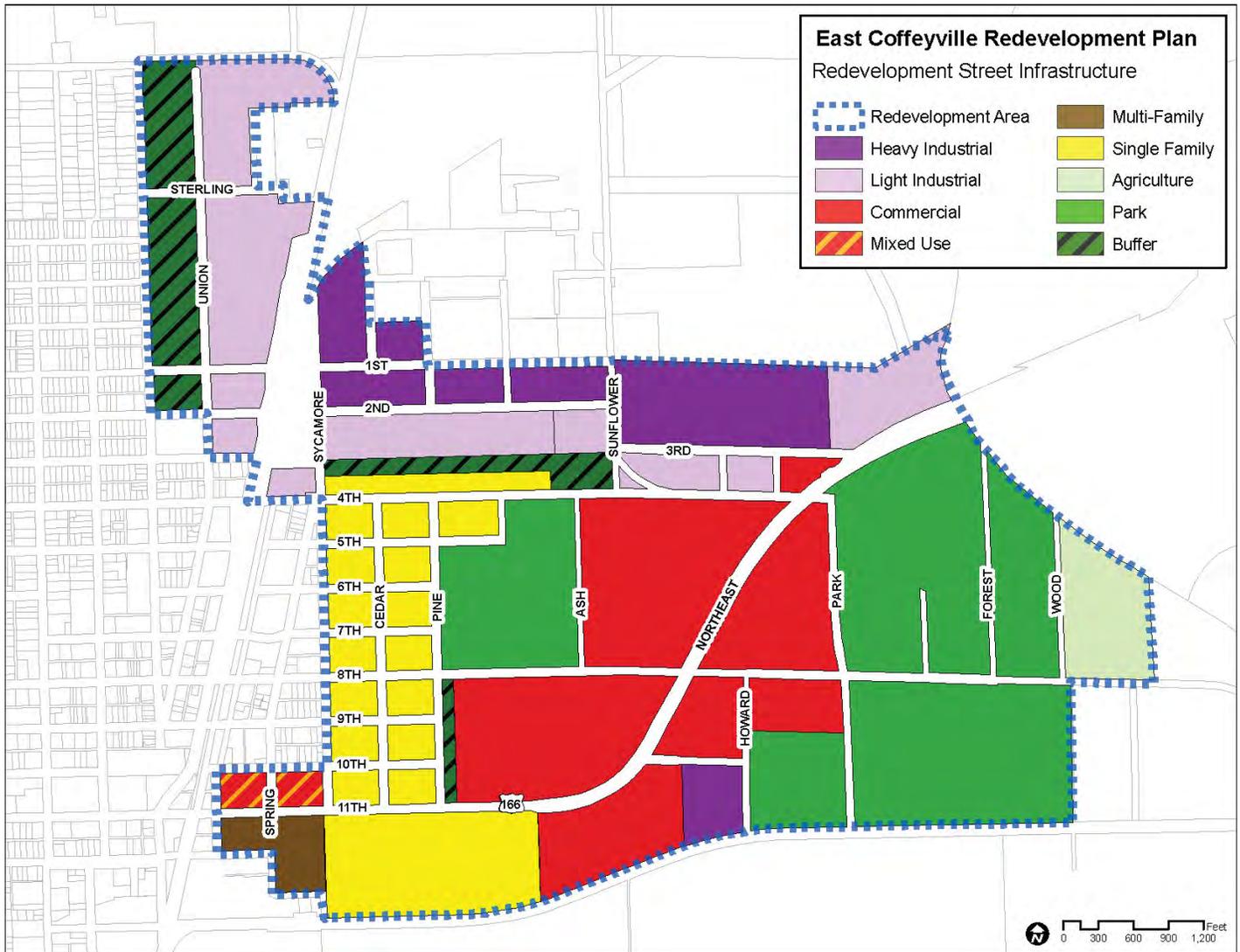


Fig. 4.18 – Street Infrastructure Plan

replacement with curb and gutter and sidewalk on one side. Ash Street from 4th Street to 8th Street includes 36-foot width, full-depth replacement with curb and gutter and sidewalk on one side. 8th Street from Sycamore Street to Highway 166/ Northeast/ 11th Street includes 36-foot width, two-inch mill and overlay and sidewalk on one side. Lesser improvements could be considered for each corridor.

- Replace sidewalks in concurrence with new development or redevelopment.
- The estimated cost of street modifications is \$4,139,000.

4.2.7 UTILITY INFRASTRUCTURE

Electrical, water, sanitary sewer, and stormwater infrastructure condition was assessed in the East Coffeyville Redevelopment Area. As the City of Coffeyville has franchise agreements in place with private utilities such as gas, telephone, and cable, it is envisioned that these private utilities will modify or build to serve redevelopment. It is anticipated that these private utilities will either utilize the redefined municipal right-of-way or obtain easements as necessary.

Electrical Infrastructure

Electrical lines and support structures generally travel east-west through the redevelopment area. Electrical lines and support structures that run north-south for 0.5 miles or more are located along Union Street, Sycamore Street, Cedar Street, Sunflower Street, and Park Street. Critical transmission infrastructure is located on 8th Street and Sunflower Street.

Water Infrastructure

Water mains generally travel east-west through the redevelopment area. Water mains that run north-south are located along Union Street, Cedar Street, and Sunflower Street. Critical water transmission infrastructure is located on 8th Street and Sunflower Street.

Sanitary Sewer Infrastructure

Sanitary sewer gravity mains generally travel east-west through the redevelopment area. Pressurized mains are located near the boundary of the redevelopment area, travelling along portions of Forest Street, Sycamore Street, and Union Street. An interceptor line runs north-south through the redevelopment area in a stair-step fashion following the local street grid.

Stormwater Infrastructure

Stormwater storm pipes are primarily located along Highway 166/169/Northeast/11th Street, Sunflower Street, and the industrial areas abutting 2nd Street. Conveyance along Sunflower Street is critical because of the box structure and flow to the Sunflower Levee Pumping Station.

The East Coffeyville Redevelopment Area is protected by an earthen levee system. The levee is certified by the Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineers (USACE) to provide protection to the area for the 100-year event on the Verdigris River. In July 2007, the levee was significantly overtopped by an event estimated to be in excess of the 500-year flood. During normal rainfall events, stormwater gravity flows through the levee gates at three locations. During peak events on the Verdigris River that requires the gates to be closed, three levee pumping stations pump stormwater that has accumulated inside the levee and deliver the flow to the Verdigris River. Available information indicates that the pumping stations can accommodate a 10-year rainfall event should one occur in the protected area when the gates are closed. The City has also adopted the 10-year rainfall event as the basis of design for any new improvements to the municipal stormwater system.

Key Issues to be Addressed:

- Electrical transmission infrastructure located on 8th Street and Sunflower Street is critical.
- Water transmission infrastructure located on 8th Street and Sunflower Street is critical.
- Sanitary sewer interceptor lines traveling north-south through the redevelopment area in a stair-step fashion following the local street grid are critical. Gravity flow pipe slope issues are particularly relevant in the northeastern part of the redevelopment area.
- Stormwater conveyance along Sunflower Street is critical. The levee system provides protection to the area for the 100-year event on the Verdigris River. During peak events on the river that require levee gates to be closed, three levee pumping stations deliver flow to the Verdigris River. Available information indicates that the pumping stations can accommodate a 10-year rainfall event should one occur in the protected area when the gates are closed.

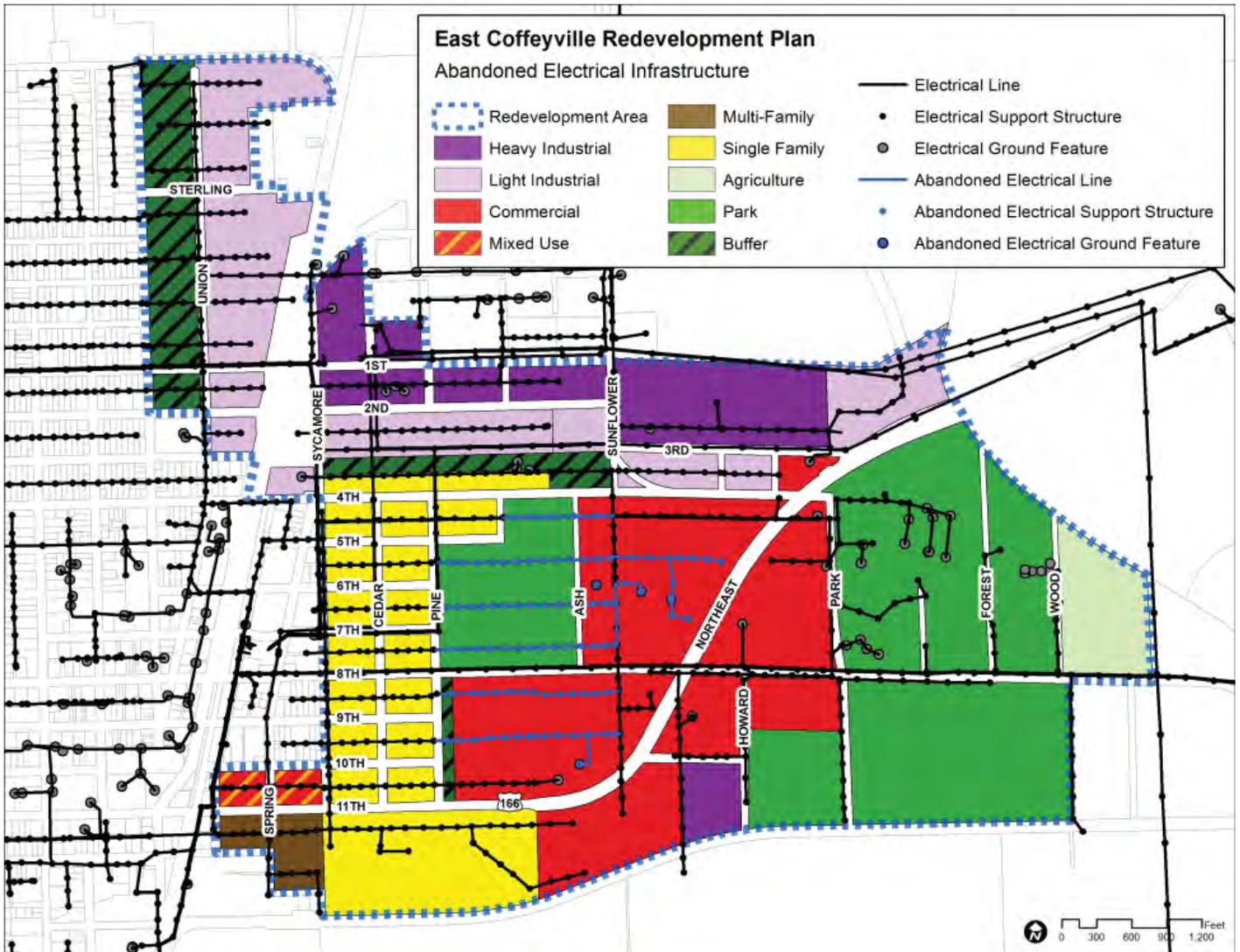


Fig. 4.19 – Electrical Infrastructure Plan

Recommendations:

- Abandon approximately 12,300 feet of electrical distribution lines to accommodate the redevelopment land use plan while maintaining service to remaining users as needed. Additional improvements may be required depending upon the specific electrical requirements of the new commercial users who locate in the redevelopment area. In total, electrical distribution modifications include the removal of existing lines and support structures and the construction of a new 2,500-foot distribution line. The estimated cost of electrical distribution modifications is \$701,000.
- Abandon in place approximately 11,100 feet of water mains to accommodate the redevelopment land use plan. In some instances, abandonment will require the relocation of existing meter service lines to connect to other water mains in the intermediate area. Abandonment of the water mains on 6th Street and 7th Street will require a new 8-inch main loop on Pine Street to provide for water pressure and fire protection. It is assumed that a portion of the existing water mains in the abandoned Sunflower Street right-of-way will require relocation to make the adjoining lot commercially viable. For this study, a length of 2,000 feet of 12-inch water main

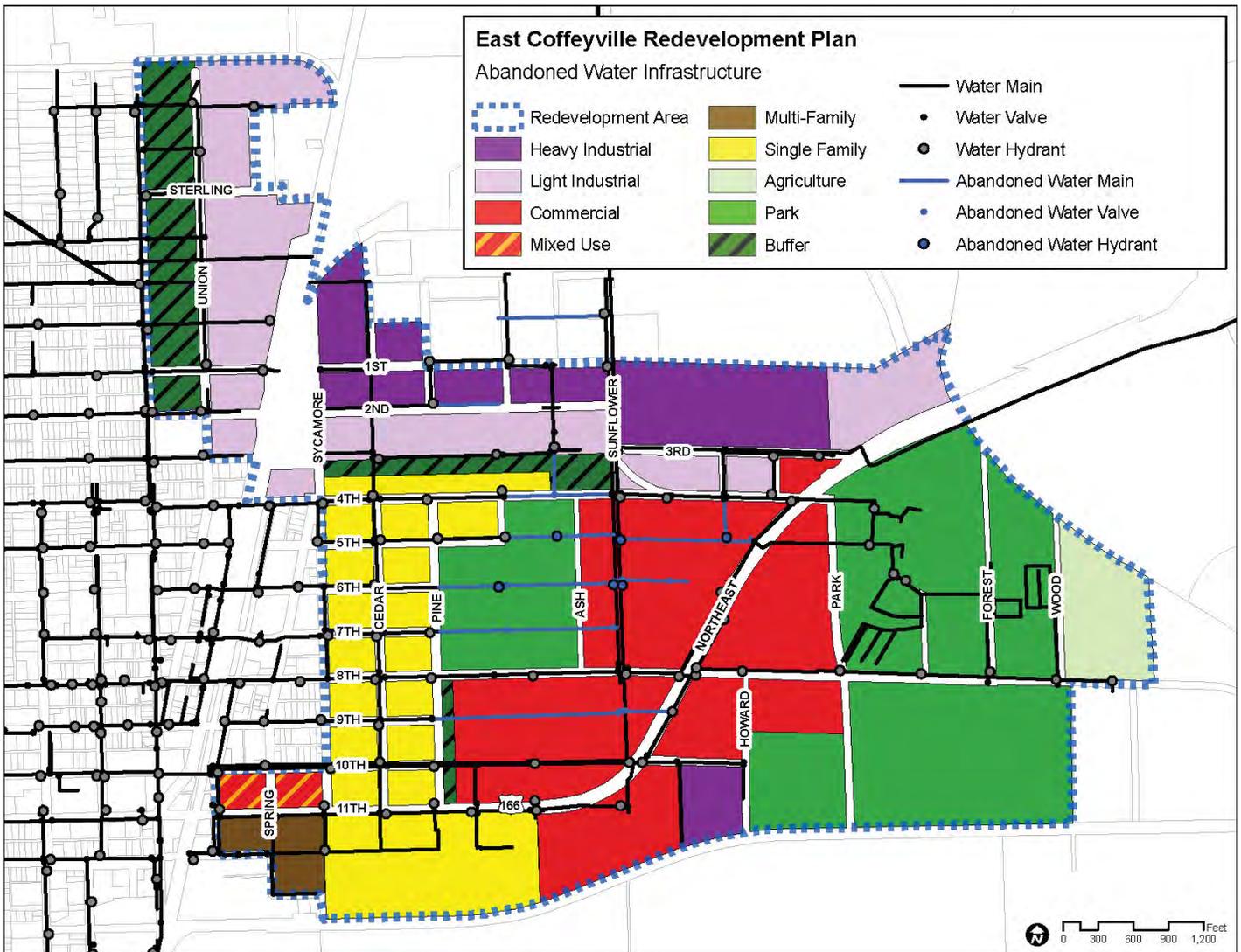


Fig. 4.20 – Water Infrastructure Plan

relocation is estimated. The remainder of the existing water main along Sunflower Street is proposed to remain in place in a dedicated easement, under potential parking areas. In total, water distribution modifications include plugging abandoned mains, hydrant removal, meter relocation, boring service lines, the 8-inch main extension, the 12-inch main extension, main reconnections, and surface restoration. The estimated costs of the water distribution system modifications is \$530,000.

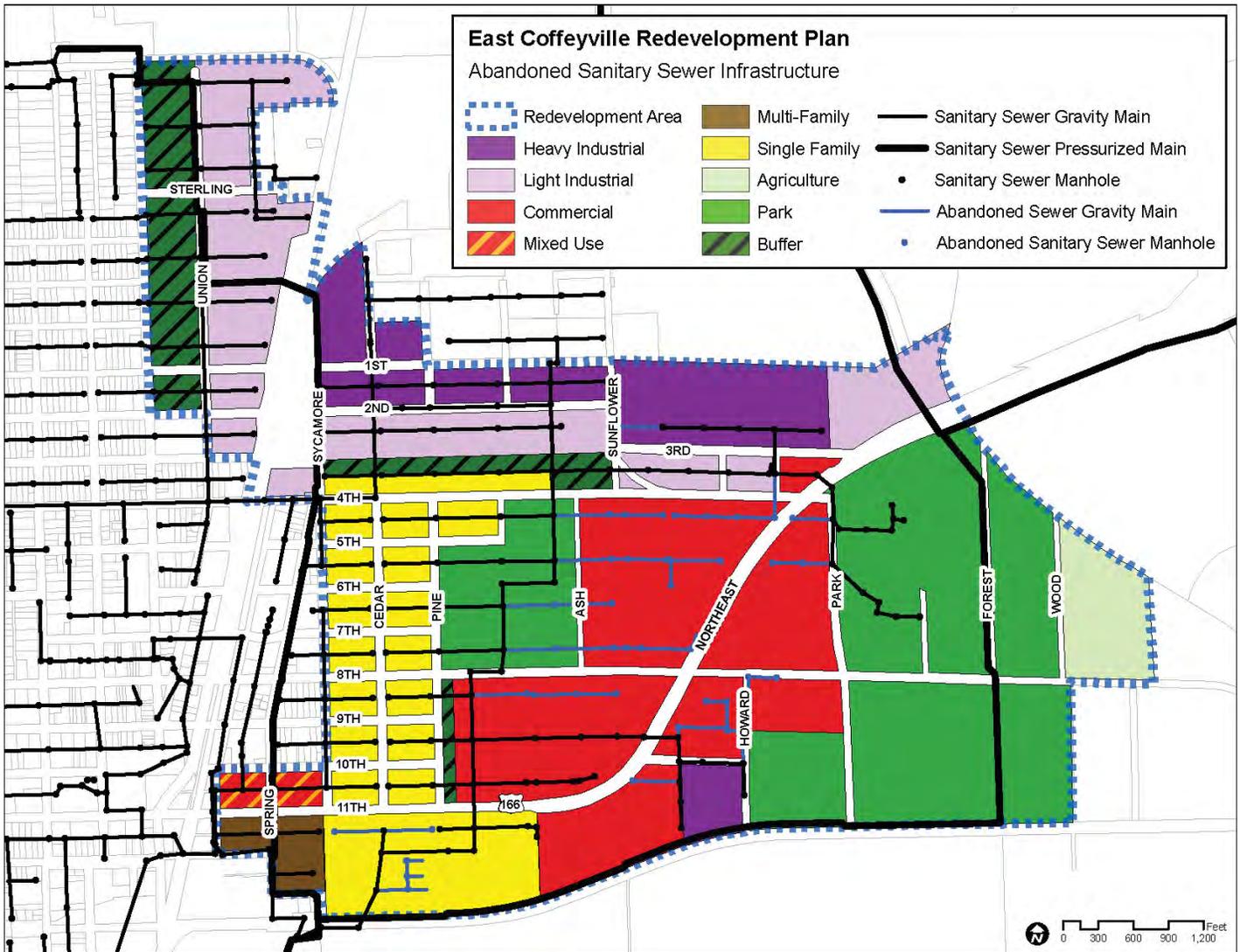


Fig. 4.21 – Sanitary Sewer Infrastructure Plan

- Abandon in place approximately 13,100 feet of sanitary sewer gravity main to accommodate the redevelopment land use plan. Consider constructing a lift station near 3rd Street and Howard Street to alleviate gravity flow pipe slope issues. If the lift station is constructed, the existing gravity line from Howard Street to Ellsworth Street can be abandoned. Individual grinder pump stations and pressurized sewer lines can serve remaining users in the redevelopment area. Other aging mains can be abandoned without constructing additional improvements. In total, sanitary sewer modifications include plugging abandoned lines,

filling abandoned manholes, construction of a lift station, construction of a grinder station, highway bore, 6-inch and 2-inch pressure sewer, and surface restoration. The estimated cost of sanitary sewer modifications is \$584,000.

- The stormwater storm pipe and open channel along Sunflower Street will remain in place. New stormwater infrastructure associated with new development is included in the redevelopment site infrastructure cost estimates. Therefore, there are no estimated costs for stormwater modifications.

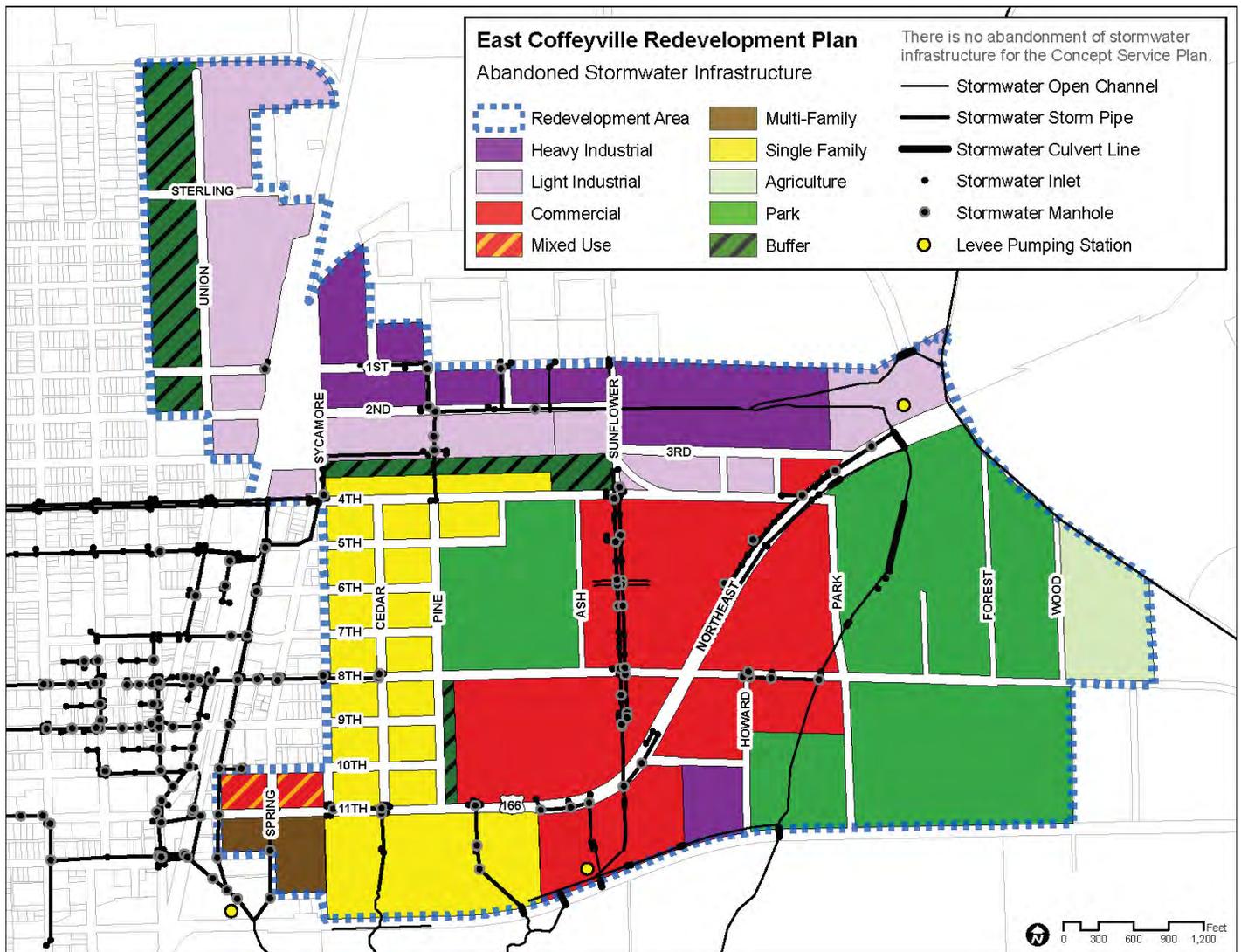


Fig. 4.22 – Stormwater Infrastructure Plan

4.2.8 AESTHETICS

Aesthetics are important to a community. They can convey many things about what a community thinks and feels about itself and what it values as important. Further, aesthetics can have a real effect on potential residents and business owners choosing where to locate, as well as visitors deciding where to spend their money. Additionally, the attractiveness of the setting, quality of the community, cleanliness, and community pride can all be conveyed about a community by the quality of the built environment, its upkeep and maintenance, and overall attention to aesthetics. These impressions can be positive or negative. It is in every community's interest to consider these current impressions when considering redevelopment and identifying how they may be enhanced.

As described in *Section 2.10, Character of the Built Environment*, The Highway 166/169/Northeast/11th Street Corridor is the major eastern gateway into the City of Coffeyville. Almost every visitor entering the City from the east will do so through the project area, after crossing the Verdigris River bridge. The view is one that is dominated by strip commercial uses on large lots with a vacant property and industrial uses in the background. There is no sense of community arrival. There is no significant signage or monumentation announcing the entrance to the community.

Upon crossing Sunflower Street, the character changes and the 11th Street approach into the city has mature trees, sidewalks and a few dotted residential and commercial structures.

The final impression of the East Coffeyville area from Highway 166/169/Northeast/11th Street is the underpass of 11th Street at the railroad tracks on the west end of the project area. This underpass represents an opportunity to announce the arrival of downtown, just ahead. The two rail bridges appear to be in need of maintenance and upkeep.

The remaining housing neighborhoods have many issues with maintenance, upkeep, deteriorating streets, curbs and sidewalks, but also have mature trees, wide streets



Fig. 4.23 – The aesthetic enhancement of bridges, like the one at the 11th St. underpass, represents an excellent opportunity for community branding.



Fig. 4.24 – Gateway and entry monumentation can have a profound impact on how visitors perceive and engage themselves within a community.



Fig. 4.25 – Signage, wayfinding, and community branding are all important elements of a streetscape plan that aims to capture and retain visitors.

and a variety of home styles and types. Refer Section 2.10, *Character of the Built Environment*.

The industrial uses north of 2nd Street are dense and are not buffered or screened, except by existing mature trees remaining after the 2007 flood. The uses are not aesthetically pleasing (nor are they expected to be), but they do have an impact on the attractiveness of the overall area.

Key Issues to be Addressed:

- Lack of signage and monumentation to announce arrival into Coffeyville on Highway 166/169/Northeast/11th Street.
- Lack of attractive cohesive streetscape of commercial areas facing Highway 166/169/Northeast/11th Street.
- Too much pavement along highway and driveways.

- Commercial area lacks clear definition of hierarchy of road/driveway/parking.
- Gateway opportunity at rail bridge for downtown.
- Lack of screening or buffering of industrial uses.
- General lack of infrastructure maintenance in residential and vacant property areas.

Recommendations:

- Develop a streetscape plan for the Highway 166/169/Northeast/11th Street corridor to address landscape, sidewalks, and other streetscape elements.
- Develop a community entry monumentation plan and entry sign on Highway 166 west of the Verdisgris River Bridge to create sense of quality, reinforce community branding, and create a sense of arrival to Coffeyville.



Fig. 4.26 – Conceptual Streetscape Sketch – Streetscape improvements, combined with proper development standards, can dramatically improve both the functionality and aesthetic value of community.

4.3 PRELIMINARY OPINION OF REDEVELOPMENT COSTS

Preliminary opinions of development costs of the Future Land Use Plan for the East Coffeyville Redevelopment area were developed for the plan. The following costs are based upon Figure 4.6, Future Land Use Plan; Figure 4.18, Street Infrastructure Plan; Figure 4.19, Electrical Infrastructure Plan; Figure 4.20, Water Infrastructure Plan; Figure 4.21, Sanitary Sewer Infrastructure Plan; Figure 4.22, Stormwater Infrastructure Plan; and recommendations in Sections 4.1-4.2 of the Redevelopment Plan. Figure 4.27, as shown below, labels the land use parcels identified in Tables 6-8.

Redevelopment Costs

The redevelopment cost estimates assume full build-out of the heavy industrial, light industrial, and commercial parcels. After calculating the size of each parcel in the redevelopment land use plan, an estimated range displays a low and high cost estimate. Figure 4.27 displays the parcel numbers identified in the redevelopment cost estimate tables.

Heavy Industrial

Based on comparable uses, a floor-to-area ratio of 20 percent was used for the low cost estimate. A floor-

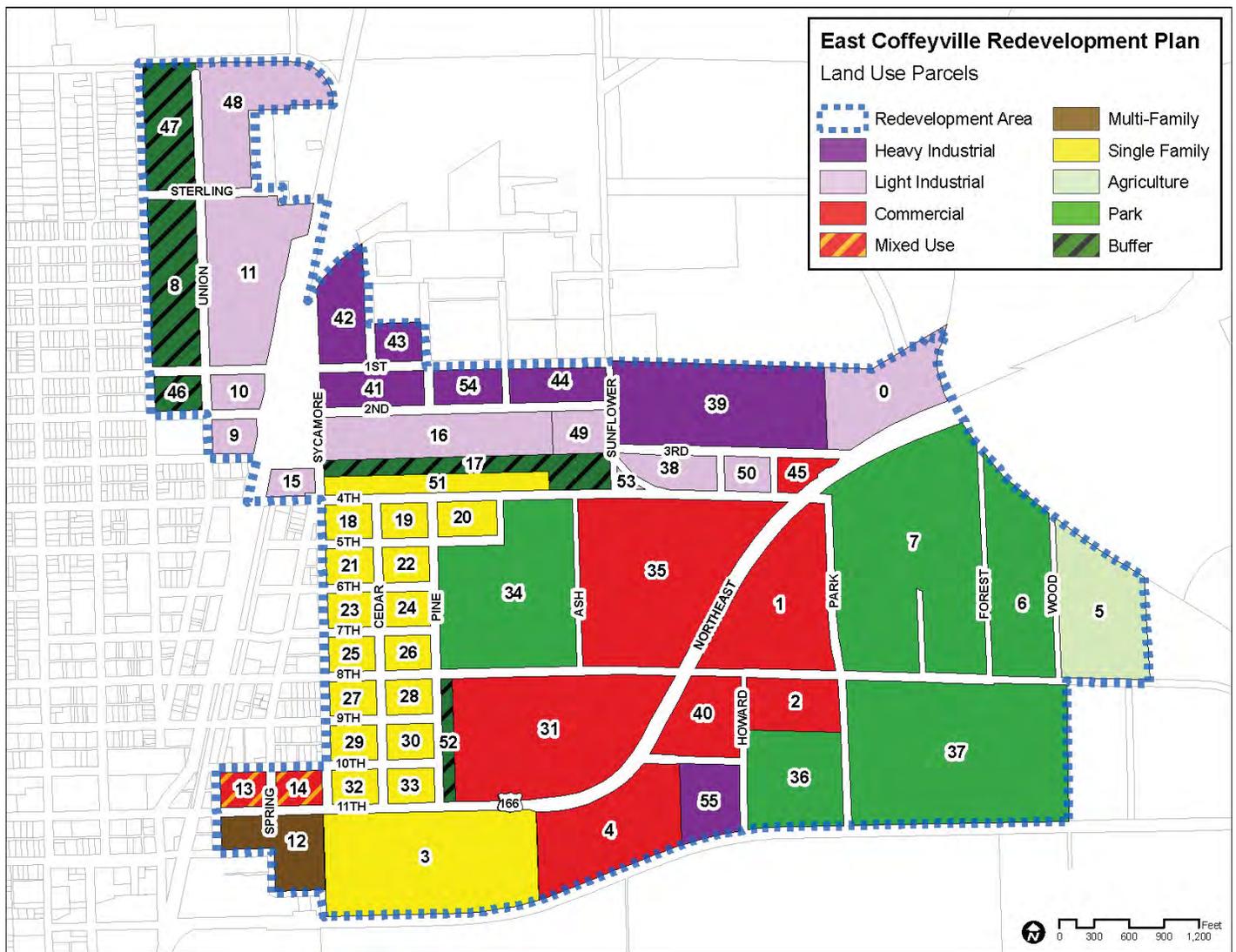


Fig. 4.27 – Land Use Parcel Numbers

Table 1 – Street Modifications, Opinion of Probable Cost

Item	Item Description	Unit	Unit Cost	Quantity	Total Cost
1	Demolition with surface restoration	SY	\$44,300	15	\$664,500
2	Extension (Park Street)	LF	\$200	1,000	\$200,000
3	Extension (Sunflower Street)	LF	\$200	600	\$120,000
5	Extension (Linden Street)	LF	\$200	350	\$70,000
4	Extension (Pine Street)	LF	\$200	1,100	\$220,000
6	Extension (Ash Street)	LF	\$200	750	\$150,000
7	Replacement, full-depth (4th Street)	LF	\$250	3,500	\$875,000
8	Replacement, full-depth (Pine Street)	LF	\$250	1,500	\$375,000
9	Replacement, full-depth (Ash Street)	LF	\$250	750	\$187,500
10	Replacement, mill/overlay (8th Street)	LF	\$30	3,100	\$93,000
Construction Subtotal:					\$2,955,000
Engineering Design (10%):					\$296,000
Periodic Inspection (10%):					\$296,000
Contingency (20%):					\$592,000
Construction Total:					\$4,139,000

Table 2 – Electrical Distribution Modifications, Opinion of Probable Cost

Item	Item Description	Unit	Unit Cost	Quantity	Total Cost
1	Mobilization	LS	\$5,000	1	\$5,000
2	Remove existing distribution lines and support structures	LF	\$20	12,300	\$246,000
3	Construct new distribution line	LF	\$100	2,500	\$250,000
Construction Subtotal:					\$501,000
Engineering Design (10%):					\$50,000
Periodic Inspection (10%):					\$50,000
Contingency (20%):					\$100,000
Construction Total:					\$701,000

Table 3 – Water Distribution System Modifications, Opinion of Probable Cost

Item	Item Description	Unit	Unit Cost	Quantity	Total Cost
1	Mobilization	LS	\$5,000	1	\$5,000
2	Plug abandoned lines	EA	\$3,000	20	\$60,000
3	Hydrant removal	EA	\$500	6	\$3,000
4	Meter relocation (2-inch)	EA	\$5,000	1	\$5,000
5	Meter relocation (3/4-inch)	EA	\$1,000	30	\$30,000
6	Boring 3/4-inch service lines	LF	\$1,000	15	\$15,000
7	Main extension (8-inch)	LF	\$80	500	\$40,000
8	Main extension (12-inch)	LF	\$100	2,000	\$200,000
8	Main reconnections	LS	\$5,000	1	\$5,000
9	Surface restoration	LS	\$15,000	1	\$15,000
Construction Subtotal:					\$378,000
Engineering Design (10%):					\$38,000
Periodic Inspection (10%):					\$38,000
Contingency (20%):					\$76,000
Construction Total:					\$530,000

Table 4 – Sanitary Sewer Modifications, Opinion of Probable Cost

Item	Item Description	Unit	Unit Cost	Quantity	Total Cost
1	Mobilization	LS	\$5,000	1	\$5,000
2	Plug abandoned lines	EA	\$3,000	20	\$60,000
3	Hydrant removal	EA	\$500	6	\$3,000
4	Meter relocation (2-inch)	EA	\$5,000	1	\$5,000
5	Meter relocation (3/4-inch)	EA	\$1,000	30	\$30,000
6	Boring 3/4-inch service lines	LF	\$1,000	15	\$15,000
7	Main extension (8-inch)	LF	\$80	500	\$40,000
8	Main extension (12-inch)	LF	\$100	2,000	\$200,000
8	Main reconnections	LS	\$5,000	1	\$5,000
9	Surface restoration	LS	\$15,000	1	\$15,000
Construction Subtotal:					\$378,000
Engineering Design (10%):					\$38,000
Periodic Inspection (10%):					\$38,000
Contingency (20%):					\$76,000
Construction Total:					\$530,000

to-area ratio of 30 percent was used for the high cost estimate. Heavy industrial uses were calculated at \$60 per square foot of building area. An additional 10 percent of the building cost accounts for site infrastructure cost. Estimated redevelopment cost of the heavy industrial parcels in the East Coffeyville Redevelopment Area range from approximately \$36.7 to \$55.0 million. Table 5 describes the heavy industrial redevelopment cost estimates by parcel.

Light Industrial

Based on comparable uses, a floor-to-area ratio of 20 percent was used for the low cost estimate. A floor-to-area ratio of 30 percent was used for the high cost estimate. Light industrial uses were calculated at \$60 per square foot of building area. An additional 10 percent of the building cost accounts for site infrastructure cost. Estimated redevelopment cost of the light industrial parcels in the East Coffeyville Redevelopment Area range from approximately \$51.5 to \$77.3 million. Table

Table 5 – Heavy Industrial Redevelopment Cost

Parcel	Acres	Square Feet	Low Cost (\$)	High Cost (\$)
39	29.6	1,290,000	17,028,000	25,542,000
41	6.1	266,400	3,516,480	5,274,720
42	8.0	350,200	4,622,640	6,933,960
43	3.0	132,500	1,749,000	2,623,500
44	5.6	243,800	3,218,160	4,827,240
54	4.0	173,800	2,294,160	3,441,240
55	7.3	320,100	4,225,320	6,337,980
Total:	63.6	2,776,800	36,653,760	54,980,640

Table 6 – Light Industrial Redevelopment Cost

Parcel	Acres	Square Feet	Low Cost (\$)	High Cost (\$)
0	14.3	624,100	8,238,120	12,357,180
9	2.6	112,400	1,483,680	2,225,520
10	3.1	135,200	1,784,640	2,676,960
11	22.2	965,100	12,739,320	19,108,980
15	2.1	91,300	1,205,160	1,807,740
16	17.0	739,500	9,761,400	14,642,100
38	4.9	214,400	2,830,080	4,245,120
48	16.1	700,700	9,249,240	13,873,860
49	4.2	181,200	2,391,840	3,587,760
50	2.7	119,400	1,576,080	2,364,120
53	0.4	19,300	254,760	382,140
Total:	89.6	3,902,600	51,514,320	77,271,480

Table 7 – Commercial Redevelopment Cost

Parcel	Acres	Square Feet	Low Cost (\$)	High Cost (\$)
1	23.6	1,030,000	25,492,500	33,990,000
2	8.3	359,800	8,905,050	11,873,400
4	20.4	887,200	21,958,200	29,277,600
31	38.1	1,660,600	41,099,850	54,799,800
35	41.7	1,817,900	44,993,025	59,990,700
40	9.6	418,700	10,362,825	13,817,100
45	2.4	104,900	2,596,275	3,461,700
Total:	144.1	6,279,100	155,407,725	207,210,300

6 describes the light industrial redevelopment cost estimates by parcel.

Commercial

Based on comparable uses, a floor-to-area ratio of 15 percent was used for the low cost estimate. A floor-to-area ratio of 20 percent was used for the high cost

estimate. Commercial uses were calculated at \$150 per square foot of building area. An additional 10 percent of the building cost accounts for site infrastructure cost. Estimated redevelopment cost of the commercial parcels in the East Coffeyville Redevelopment Area range from approximately \$155.4 to \$207.2 million. Table 7 describes the commercial redevelopment cost estimates by parcel.

4.4 ADDITIONAL PLAN RECOMMENDATIONS

In addition to the recommendations of the plan found in *Section 4.2*, there are numerous recommendations that focus on funding, incentives, programs, initiatives, and administrative or regulatory issues that also should be addressed to encourage implementation of the East Coffeyville Redevelopment Plan. The following recommendations address those issues as well as providing a summary of important next steps.

Annexation

All of the land within the East Coffeyville Redevelopment Area (ECRA) is located within the existing City Limits of Coffeyville except for an area of approximately seventy-seven (77) acres lying south of 8th Street, north of the Verdigris levy, and generally between Howard and Wood Streets. The entire area is now owned by Coffeyville Resources Refining & Marketing, LLC. It is recommended that this area be annexed. However, since over twenty-one (21) acres of the area is now unplatted and is devoted to agricultural use, annexation will require the consent of the owner.¹

Redevelopment Incentives

The State of Kansas provides a number of development incentives which cities may use to increase the feasibility of the redevelopment of areas within their corporate limits. It is recommended that Coffeyville utilize a number of these incentives within the East Coffeyville Redevelopment Area. To facilitate the utilization of such incentives, it is recommended that the East Coffeyville Redevelopment Area be established as a *redevelopment district*.² Following the establishment of the redevelopment district, the City may approve one or more individual *redevelopment projects*.³

Tax Increment Financing⁴

One development incentive available within a redevelopment district for individual redevelopment

projects⁵ is tax increment financing which authorizes cities to acquire property and to issue special obligation bonds and full faith and credit tax increment bonds for the financing of redevelopment projects, the use of public money which may be expended and the power of eminent domain which may be exercised. Funding for these purposes is generated by the capture of the increment in local sales and use taxes and real property taxes resulting from new development.

Neighborhood Revitalization Rebates⁶

The City of Coffeyville currently utilizes the Neighborhood Revitalization Act (NRA) to provide ad valorem tax rebates as incentives to finance the redevelopment of designated revitalization areas and dilapidated structures. All of the East Coffeyville Redevelopment Area within the existing City Limits is located within Plan Area #1. The ad valorem rebates, based upon the increment is assessed value as a result of either new construction or rehabilitation of existing structures, are:

Residential:

- Years 1 – 5 100%
- Years 6 – 10 50%

Commercial:

- Years 1 – 5 50%
- Years 6 – 10 25%

As a part of the 2010 update of Coffeyville's Comprehensive Plan, a review of the approved neighborhood revitalization rebate projects since the inception of the program found that almost no residential revitalization projects had been approved and only a limited number of commercial projects had utilized the program. Since a number of deteriorated and deteriorating residential and commercial structures exist in the ECRA, it is recommended that the ECRA be

¹ See KSA 12-520 (7) (b).

⁴ See KSA 12-1770, et seq.

² See KSA 12-1771.

⁵ See KSA 12-1772.

³ See KSA 12-1772.

⁶ See KSA 12-17.14 to 12-17.120.

removed from Plan Area #1 and established as Plan Area # 5 with the following increased rebate rates available:

Residential:

- Years 1 – 10 100%
- Years 11 – 25 50%

Commercial:

- Years 1 – 5 100%
- Years 6 – 10 50%

While it is recommended that the NRA refunds for commercial projects be retained and in fact increased, in most cases, tax increment finance will be a more significant incentive for commercial development and redevelopment projects in as much as under tax increment financing, a portion of sales and use taxes may also be captured as well as ad valorem taxes in funding redevelopment projects.

Other Potential Funding Sources

Within the proposed ECRA redevelopment district, other potential funding mechanisms are available. These include, for example, self-supported municipal improvement districts, business improvement districts and transportation development districts.

Self-supported Municipal Improvement Districts⁷ may be utilized to fund a wide range of infra-structure improvements, revenue producing improvements and various services by levying an additional ad valorem tax within the district and issuing municipal improvement bonds.

Under the **Transportation Development District Act,⁸** cities may fund a full range of transportation related projects including, but not limited to, improvement, construction, maintenance, etc. of streets, roads, bridges,

etc. through the use of a transportation development district sales tax. Such sales tax may be any increment of .10% or .25% but not to exceed 1%. Funding may also include special assessments imposed in the district or any other funds appropriated by the municipality.

Cities in Kansas may create one or more **Business Improvements Districts⁹** for the purpose of providing for the administration and financing of additional and extended services to business within such districts. Funding is authorized by an annual levy of business improvement service fees applicable only to businesses located within the improvement districts.

4.5 NEXT STEPS

This Redevelopment Plan presents numerous recommendations for capitalizing on the opportunities and minimizing the challenges within the East Coffeyville area. The redevelopment plan is focused on presenting a long-range vision upon which projects may be implemented as next steps. The following next steps begin to outline the short term strategies and long term tasks for moving the redevelopment plan forward.

Next Steps Overview

There are numerous steps that should be taken to begin the implementation of the Redevelopment Plan. The following steps should be taken:

1. Project Start Up and Policy
2. Creation of a Comprehensive Implementation Plan
3. Advancing the Redevelopment Plan
4. Detailed Planning and Engineering Study of Key Plan Recommendations
5. Benchmarking of Plan Strategies

⁷ See KSA 12-1794 et seq.

⁸ See KSA 12-17.140 et seq.

⁹ See KSA 12-1781 et seq.

1. Project Start Up and Policy

The initial stage of the Implementation Plan is regulatory in nature. This stage is about setting policy, and ensuring that the Plan is an important part of future decision making in East Coffeyville. Several policy changes should be implemented by the City of Coffeyville in order to set the stage for future implementation. They are as follows:

Adopt the East Coffeyville Redevelopment Plan.

The East Coffeyville Redevelopment Plan (ECRP) should be adopted by the City of Coffeyville City Commission as a supplement to the May 2010 Comprehensive Plan with the intent that it be used by the City of Coffeyville as the official resource for future decision making in East Coffeyville.

Amend relevant ordinances and plans.

Once the ECRP has been adopted, the City should amend ordinances and plans so that they may be coordinated with this document, which includes, but is not limited to:

- Comprehensive Plan
- Zoning Ordinance
- Parks Redevelopment Plan

Update the Redevelopment Plan.

The Redevelopment Plan is a foundational document. The Redevelopment Plan contains recommendations that were made at the time of its creation based upon existing conditions, market analysis, and community input. This process has set the direction for the next 20 years in Coffeyville. But, while there are strong recommendations in the Redevelopment Plan for achieving the desired vision, the needs and desires can change given time, unforeseen circumstances, and new opportunities. The Redevelopment Plan should be able to react to those changes and be revised to fit the community's needs over time. The Plan should be nimble and able to react to opportunities as they arise. However, significant changes should not be made frivolously. Significant changes should be made to the Plan only after stakeholder review, comment and public hearing so that they may be vetted and discussed openly.

It is recommended that The Redevelopment Plan should be reviewed occasionally for progress, relevance, and change.

It is recommended a cursory annual progress report be conducted and presented for City Commission review. Should that review indicate that conditions, needs or new opportunities warrant further study, that study should be conducted and the Redevelopment Plan Document revised as necessary.

2. Creation of a Comprehensive Implementation Plan

Implementation of the Redevelopment Plan requires both short-term and long-term decision making, an understanding of the potential value of such decisions, and the ability and willingness to capitalize on opportunities as they make themselves available.

Following the policy changes identified above, the next step is the development of a comprehensive Implementation Plan of the Redevelopment Plan.

Develop a Comprehensive Implementation Plan for the East Coffeyville Redevelopment Plan.

The Comprehensive Implementation Plan shall prioritize expenditures for further engineering and planning documents, work with the city staff on available funding sources and grants, develop specific funding plans for specific projects, develop specific strategy for land swaps in the project area, develop the specific approach to a Community Redevelopment Organization for the daily implementation of the projects, form the Community Leadership Committee and assist their initial efforts, and gather specific commitments for resources to develop a 10 year implementation budget for the Redevelopment Plan.

Develop a strategy with City Staff and the City Commission for incorporating the Redevelopment Plan recommendations for transportation, utilities and infrastructure improvements in the City of Coffeyville's short and long range Capital Improvements Plan. Fund initial priority

infrastructure improvements based on the 10-year Capital Improvement Plan.

As a critical part of the Comprehensive Implementation Plan, close coordination with the City on funding is critical. The ever changing revenue landscape for most cities makes any CIP assurances for long range planning strategies difficult at best. But, it is important to develop a plan for the incorporation of the recommended public infrastructure improvements in to the CIP.

As a part of the Implementation Plan the City should develop a strategy to allocate CIP funds for the Redevelopment Plan recommendations, recognizing that there are limited public funds available, and that the minimum standards of care must be met first in the community. A commitment of funding that addresses plan recommendations from the City will send a message to the community that the East Coffeyville area is important to the City of Coffeyville, and to private investors that the City is willing to invest in East Coffeyville. This support is critical to fueling early and long term efforts for change in the East Coffeyville, as well as leveraging those available public dollars for private investment.

3. Advancing the Redevelopment Plan

Redevelopment and revitalization takes time. To be successful, the community must allow East Coffeyville that time. There must also be recognition that there are constraints on available resources and funding to accomplish the recommendations of the redevelopment plan

There are two possible ways to positively proceed with the Redevelopment Plan moving forward from adoption:

1. Reactive Position

- a. Prepare the proposed studies and plans for public improvements, overlay districts and design guidelines.
- b. Prepare a long-range plan for City investment in public infrastructure.
- c. Allow for staff to explore funding and partnering opportunities as they become aware of them.

- d. Be ready and able to address redevelopment, enhancement and change as it occurs, while trying to leverage available dollars with larger funding sources.

2. Proactive Position

- a. Prepare the proposed studies and plans for public improvements, overlay districts and design guidelines.
- b. Prepare a long-range plan for City investment in public infrastructure.
- c. Create a East Coffeyville Redevelopment Plan Implementation Organization that is charged with addressing, advancing and completing the recommendations of Redevelopment Plan.
 - i. The organization would seek funding for projects.
 - ii. The organization would seek potential tenants, retailers, businesses to locate in East Coffeyville.
 - iii. The organization would solicit developer interest in redevelopment projects.
 - iv. The organization would implement recommendations, leveraging available dollars with larger funding sources.

The proactive position is an aggressive approach to moving the plan forward. It contemplates and puts into action the desire for managed, directed and guided change. While the reactive position is a realistic approach to moving the plan forward. It recognizes the limited availability of City funds and resources, as well a limited funding from other sources. It proactively sets the area up for redevelopment and is nimble about reacting to change, but is not proactive in seeking change.

It will be possible for the Redevelopment Plan to be implemented without an organization. It will take longer, and it will not be as focused and targeted on implementing recommendations in the Redevelopment Plan as well as capitalizing on market conditions.

It is recommended therefore, to create a East Coffeyville Redevelopment Plan Implementation Organization

tasked with its implementation and stewardship. City staff, business leaders, and stakeholders have too many other daily tasks and concerns to give the Redevelopment Plan the level of attention it will require for continued successful implementation. Therefore, the organization should be formed to be the day-to-day overseer of the implementation of the plan.

The development of functioning organizational entities and activities resulting in (1) the assembly of human resources, (2) the development of specific strategies for various aspects of the Redevelopment Plan, and (3) the commitment of public and private capital are essential to the success of the East Coffeyville Redevelopment Plan effort.

In order to accomplish the recommendations of the Redevelopment Plan, a short term and long term process is proposed.

Short Term Goal

The initial stage moves the project forward and lays the groundwork for developing the much needed cooperation and communication of the organizations and entities with a stake in East Coffeyville. Important issues to address in this stage include:

- Complete recommended plans, guidelines and studies as resources and funds are available. Important initial plans and guidelines include:
 1. Prepare Overlay Districts and Design Guidelines for Residential, Commercial, Industrial and Park Areas
 2. Prepare Revised Street and Infrastructure Plans
 3. Prepare Gateway, Signage, and Wayfinding Plan
 4. Prepare East Coffeyville Streetscape and Amenity Plans
 5. Prepare Sidewalk and Trail Infill Plans
- Explore Specific Available Funding Sources (2015-2016) for Compatibility with Redevelopment Plan.
- Continue to educate new public officials on the objectives and recommendations of the Redevelopment Plan.
- Develop Redevelopment Plan Leadership Committee.

Long Term Goal

It is the desired outcome that a long range solution for coordinating efforts for funding, marketing, projects, and other concerns are addressed. It is the recommendation that a proactive organization is created or an existing organization is restructured so that one organization is staffed, funded and empowered with the implementation of the plan over the long term.

The Redevelopment Plan Implementation Entity that is charged with addressing, advancing and completing the recommendations of Redevelopment Plan would have the following responsibilities:

- The organization would seek funding for projects.
- The organization would seek potential tenants, retailers, businesses to locate in East Coffeyville.
- The organization would solicit developer interest in redevelopment projects.
- The organization would implement recommendations, leveraging available dollars with larger funding sources.
- The organization could hire consultants to assist in their work.

This approach is a long-term solution for moving the plan forward. It recognizes that without a daily champion working on creating and managing change in East Coffeyville that the Redevelopment Plan will take much longer to implement. Additional challenges include the recognition; that seeking funding will generally be totally reliant on an already overworked staff responsible for the entire City and not just East Coffeyville; that competing commercial sites have realtors and other marketing and real estate professionals actively competing for available tenants and users; that a unified voice is needed to provide leadership, direction and to push the plan forward.

The following organizational structure has been successful in other communities performing redevelopment and revitalization. It has been modified to fit the unique issues and challenges facing East Coffeyville. It is our recommendation that if East Coffeyville is successful in managing its communication issues and recognizes common ground for the existing entities to implement the Redevelopment Plan, this organizational structure

would be successful in advancing the plan for the mutual success of property owners, business owners, residents, the City, and the community. The organizational structure of the Redevelopment Plan Implementation Entity would be:

Leadership Committee

A Leadership Committee should be formed with representation from key citizens and stakeholders. The Leadership Committee should be charged with developing a long term strategy, including budget, and for securing financial support for implementation from participating entities and other sources. Financial resources should be provided at inception to conduct a leadership retreat which would have as its goal a framework for action and a draft action plan.

The Leadership Committee may take the form of a Board of Directors, but should be comprised of individuals capable of ensuring the project's success. The Committee should provide corporate governance, oversight, marketing and resource identification as well as guidance and oversight to an implementation staff, charged with day-to-day operations of plan implementation. Strong multi-year commitments from the initial Leadership Committee are recommended to ensure continuity and focus for the start-up and initial operations of the Committee.

The Leadership Committee should be incorporated in the State of Missouri. The corporation should establish as a separate entity or seek for its own corporate designation 501(c) 3 not-for-profit status to receive funds for implementation of certain aspects of the project.

Advisory Committee

In order to facilitate broad based participation in plan implementation, it is recommended that the Leadership Committee engage a committee of Advisors for information exchange and discussion of policy alternatives for the Redevelopment Plan. The community-wide membership should include representatives of community groups and organizations interested in community improvement and development as well as residents of the East Coffeyville. It is further

recommended that the majority of the Advisors live or work within or near the East Coffeyville area.

Use of Implementation Task Forces

The Leadership Committee and Advisors may choose to establish task forces for further planning and implementation of the specific plan recommendations. Mobilization of a large group of advocates in East Coffeyville will increase resources for implementation, bring more unity and multiply the education efforts.

Although one of the major implementation goals is unification of entities, persons and ideas, it is suggested that task forces could provide additional focused energy and ideas for specific recommendation implementation techniques. Task forces would not exceed 7-9 members charged with developing strategies and actions that would supplement work of the Leadership Committee, Advisors and staff. They may be comprised of elected officials, stakeholders, business leaders and institutional leaders with sufficient diversity and experience to bring their expertise to bear in order to ensure implementation. A Task Force work would be coordinated by the implementation staff. Area-wide ad hoc committees could be formed to address very specific interests, but are not specifically needed.

Outside Consultant Assistance

The Leadership Committee may retain the services of outside consultants to address any number of planning, design, engineering, legal, management, and financial issues. These consultants should be hired, funded and answer directly to the Leadership Committee.

Redevelopment Office

It is recommended that a high quality, visible, and in East Coffeyville, office, meeting and display space for housing the operation of the various implementation components be established. The facility should provide communications, space for leadership meetings and audio-visual technology. It should also be utilized for facilitation of policy discussions by the Leadership Committee and all participating entities. The office may be a funded, free-standing operation, or may be provided in-kind by a participating entity. The office

should be the focus of initial marketing efforts for introducing prospective property owners, business owners, developers and donors to the Redevelopment Plan and East Coffeyville.

Office Staffing

The participating entities should fund staffing for the implementation office, if they are allowed to by law. In addition to carrying out specific projects, the staff would provide technical assistance to property owners, residents, and groups addressing the various concerns related to the plan. The success of the plan implementation will be based on the commitment of funds and qualified staff to oversee the project on a day-to-day basis. An annual statement of goals and timetable for accomplishment of same should be prepared and adopted by the Leadership Committee. Staff will be accountable to the Leadership Committee.

Development of a Marketing Plan

The Leadership Committee should undertake development of a visual identity and joint marketing effort to make a new identity for the East Coffeyville area for future marketing and communications efforts. The identity should include a logo and theme, which will be visible in the East Coffeyville and in all communications and marketing efforts. The marketing component should be considered an economic development campaign. Resources should be pooled to prevent duplication of efforts and maintain a consistent message to the public about East Coffeyville.

4. Detailed Planning and Engineering Study of Key Plan Recommendations

The following plans or studies should be developed to further the recommendations of the Redevelopment Plan:

- **Prepare Parks Redevelopment Plan for East Coffeyville** – A new Parks Redevelopment Plan should be developed for the entire East Coffeyville area. This would include a new Redevelopment plan for Walter Johnson Park (and proposed expansion), the relocated Harmon Park, as well as trail development throughout the East Coffeyville area.
- **Commercial Node and Highway 166/169/Northeast/11th Street Design Guidelines** – Design Guidelines should be developed to address existing and future redevelopment of the commercial node and Highway 166/169/Northeast/11th Street corridor. The guidelines should be developed as an overlay district. The guidelines should require quality development standards to protect the valuable asset that is the Highway 166/169/Northeast/11th Street corridor. The guidelines should present expectations for quality for architecture, site development, landscape, lot configuration, and overall aesthetics of development. The guidelines should be sensitive to the market factors and realities of the area and should provide a realistic approach to quality development in East Coffeyville.
- **Prepare Revised Street and Infrastructure Plans** – Revised street plans should be developed according to the Future Land Use Plan, setting the stage for future development, addressing traffic concerns, and eliminating the need for dedicating resources for maintenance and reconstruction on streets that will be vacated in the future. Infrastructure and utility changes necessary for the street revisions should be accomplished as well.
- **Prepare Gateway, Signage, and Wayfinding Plan** – A fully integrated Gateway, Signage, and Wayfinding plan should be developed for the East Coffeyville area. The gateway plans should welcome visitors to Coffeyville and East Coffeyville, indicate the arrival sequence, locations, and specific designs for gateways and monumentation. The signage and wayfinding plan should be integrated with the gateway and monumentation plans. The signage and wayfinding signs should indicate directional and location information in a simple and easily read and understood format, for both the pedestrian and vehicular visitor to East Coffeyville. Storefront signage, information kiosks, and history and interpretive elements should also be incorporated into the overall plan and design. Additionally, branding and marketing elements should be fully coordinated with marketing and branding efforts for Coffeyville and East Coffeyville.

- **Prepare East Coffeyville Streetscape and Amenity Plans** – A new streetscape and pedestrian amenity plan should be developed in the East Coffeyville commercial core. This streetscape plan should address sidewalk connectivity issues, signage and wayfinding, pedestrian amenities such as site furniture and bicycle racks, lighting, plant material, sidewalks and paving, as well as other amenity opportunities available in East Coffeyville. The streetscape plans should be focused on creating a quality pedestrian environment that is an aesthetically pleasing and engaging public space, and an inviting experience for vehicular users. The main focus of the plans should be along the Highway 166/169/Northeast/11th Street Corridor.
- **Prepare Sidewalk and Trail Infill Plans** – The missing links in the pedestrian sidewalk system should be filled in to connect the East Coffeyville with itself and the rest of the community. Sidewalk improvements and repairs should be compatible with the Parks Redevelopment Plan and Revised Street Plans for the area. A phased approach to fill in the gaps can be taken over time and as funds allow. Trail plans should be developed with the sidewalk plans.
- **East Coffeyville Tree Protection Ordinance** – A tree protection ordinance should be developed in East Coffeyville Coffeyville. The development of such an ordinance would recognize how important the mature overstory trees are to the East Coffeyville residential neighborhoods, streetscapes, parks, and overall character of East Coffeyville. Protection of these trees as well as those on private property from development and redevelopment should be stressed, with penalties levied for their removal. Additionally, replacement of protected trees with species, caliper and number requirements should be included as well.
- **East Coffeyville Tree Preservation and Replacement Program** – A Tree Preservation, Maintenance and Replacement Program should be prepared for East Coffeyville Coffeyville. The development of such a plan would recognize how

important the mature overstory trees are to the East Coffeyville residential neighborhoods, streetscapes, parks, and overall character of East Coffeyville. The program should address public property and rights of way. The program should address periodic reviews and inspections of overstory trees, street trees, and park trees for health, vigor, disease and maintenance needs. Provisions for removing diseased or dead trees should also be included. Ongoing needs and issues should be addressed on an annual basis.

The preparation of plans is critical to the success of the Redevelopment Plan. They provide the fine grain detail for implementation of specific recommendations. But, plans should not be prepared for specific recommendations unless a source of funding beyond the plans themselves can be found. The goal of the Redevelopment Plan is to create real, on the ground change in East Coffeyville. Those changes will take resources and funding to complete. The public will only recognize real, on the ground changes, so it is critical that *available resources are leveraged to capture other resources and investment.*

5. Benchmarking of Plan Strategies

Statistical data can be used to establish goals and measure progress (“benchmarking”) of the East Coffeyville Redevelopment Plan. Metrics can be used to compare East Coffeyville’s performance over time and to determine whether goals are being met. They can also be used in comparison with a high performing peer city as a basis for refining strategic goals and objectives.

Statistical indicators for measuring performance can take many formats, including: 1) demographics; 2) employment; 3) investment; 4) housing; 5) retail and office space; 6) arts and entertainment; 7) lodging; 8) restaurants and 9) transportation and safety.

From a market perspective the goal of the East Coffeyville Redevelopment Plan is to improve the competitiveness of East Coffeyville and ensure long-term prosperity. Principal objectives in meeting this goal include expanding East Coffeyville’s market niche and selection of goods and services; increasing business

activity and retail sales; revitalizing and improving the housing stock; promoting private sector investment; and business retention and expansion. Therefore, pertinent statistical indicators to measure the future performance of East Coffeyville include:

Employment Indicators

- Total East Coffeyville employment and growth
- Employment by sector

Investment Indicators

- Private and public sector investment dollars
- Total square footage of newly constructed buildings
- Total construction costs of newly constructed and renovated buildings
- Projects in the pipeline
- Increase in property tax base

Housing Indicators

- Number of newly constructed housing units
- Residential vacancy rates
- Average apartment rental rate
- Sales velocity and average pricing of single family home sales

Commercial Space Indicators

- Average vacancy rate
- Average rental rate
- Net space absorption
- Tenant movement into and out of East Coffeyville
- Growth in annual retail sales and number of retail establishments

Restaurant Indicators

- Annual restaurant sales and growth rate
- Restaurant composition by sector (i.e., casual, fine dining, café, bar, etc.)
- Restaurant composition by style of restaurant
- Total seating capacity

Transportation and Safety Indicators

- Total number of parking spaces
- Vehicular traffic counts at key intersections
- Pedestrian counts
- Per capita crime rate

These indicators should be evaluated and updated every 2 years to understand the changing environment and success of redevelopment efforts in East Coffeyville. This evaluation should be included in the annual report when performed.

Closing

The implementation of the Redevelopment Plan is a lengthy and sometimes difficult process. Progress can and should be made to implement the Redevelopment Plan Recommendations because there is great potential for a revitalized and resurgent East Coffeyville. Revitalization and Redevelopment takes time. It is important to give it that time. Revitalization and Redevelopment doesn't just simply happen. It must be planned for, daily. If East Coffeyville is an important place in the City of Coffeyville, then the efforts must be made to find common ground, rally behind a common vision, and capitalize on its potential.