

# TOPEKA PLANNING COMMISSION

## A G E N D A

**Monday, October 16, 2017**  
**6:00 P.M.**

**214 East 8th Street**  
**City Council Chambers, 2<sup>nd</sup> Floor**  
**Municipal Building**  
**Topeka, Kansas 66603**

*Persons addressing the Planning Commission will be limited to four minutes of public address on a particular agenda item. Debate, questions/answer dialogue or discussion between Planning Commission members will not be counted towards the four minute time limitation. The Commission by affirmative vote of at least five members may extend the limitation an additional two minutes. The time limitation does not apply to the applicant's initial presentation.*

Items on this agenda will be forwarded to the City Council for final consideration.

All information forwarded to the City Council can be accessed via the internet on Thursday prior to the City Council meeting at: <https://www.topeka.org/calendar>



**ADA Notice: For special accommodations for this event, please contact the Planning Department at 785-368-3728 at least three working days in advance.**

## HEARING PROCEDURES

**Welcome!** Your attendance and participation in tonight's hearing is important and ensures a comprehensive scope of review. Each item appearing on the agenda will be considered by the City of Topeka Planning Commission in the following manner:

1. The Topeka Planning Staff will introduce each agenda item and present the staff report and recommendation. Commission members will then have an opportunity to ask questions of staff.
2. Chairperson will call for a presentation by the applicant followed by questions from the Commission.
3. Chairperson will then call for public comments. Each speaker must come to the podium and state his/her name. At the conclusion of each speaker's comments, the Commission will have the opportunity to ask questions.
4. The applicant will be given an opportunity to respond to the public comments.
5. Chairperson will close the public hearing at which time no further public comments will be received, unless Planning Commission members have specific questions about evidence already presented. Commission members will then discuss the proposal.
6. Chairperson will then call for a motion on the item, which may be cast in the affirmative or negative. Upon a second to the motion, the Chairperson will call for a role call vote. Commission members will vote yes, no or abstain.

Each item appearing on the agenda represents a potential change in the manner in which land may be used or developed. Significant to this process is public comment. Your cooperation and attention to the above noted hearing procedure will ensure an orderly meeting and afford an opportunity for all to participate. Please Be Respectful! Each person's testimony is important regardless of his or her position. ***All questions and comments shall be directed to the Chairperson from the podium and not to the applicant, staff or audience.***

### Members of the Topeka Planning Commission

Wiley Kannarr, Chair  
Brian Armstrong  
Ariane Burson  
Rosa Cavazos, Co-Vice Chair  
Marc Fried  
Dennis Haugh  
Carole Jordan  
Katrina Ringler, Co-Vice Chair  
Matt Werner

### Topeka Planning Staff

Bill Fiander, AICP, Planning Director  
Carlton O. Scroggins, AICP, Planner III  
Dan Warner, AICP, Planner III  
Mike Hall, AICP, Planner III  
Tim Paris, Planner II  
Annie Driver, AICP, Planner II  
John Neunuebel, Planner II  
Taylor Ricketts, Planner I  
Tim Esparza, Planner I  
Kris Wagers, Administrative Officer

# AGENDA

## Topeka Planning Commission

Monday, October 16, 2017

- A. Roll call
- B. Approval of minutes – September 18, 2017
- C. Communications to the Commission
- D. Declaration of conflict of interest/exparte communications by members of the commission or staff
- E. Public Hearings
  - 1. **PUD17/03 by Frank Meade** requesting to rezone property (936,540 sq. ft.) located on the northeast corner of SE 29th Street & SE Wittenberg Road ALL FROM R-1 Single Family Dwelling District TO PUD Planned Unit Development for self-service storage facility and offices. NEUNUEBEL
  - 2. **Z17/04 by David Bussard** requesting to amend the District Zoning Classification from " O&I-1" Office and Institutional District to "C-2" Commercial District on a 1.4 acre property located at 2655 SW Wanamaker Road to provide for expanded office building and larger sign. (Neunuebel)
  - 3. **Z17/05 by Franklin E. Webb** requesting to amend the District Zoning Classification from "RR-1" Residential Reserve District and "C-2" Commercial District to "R-1" Single Family Dwelling District on a 38 acre property located at the northwest intersection of SW Wanamaker Road and SW 53rd Street. (Driver)
  - 4. **CU17/1 by Doorstep, Inc.** requesting an amendment to a Conditional Use Permit (Special Permit #60/2) allowing for "Sales of Orthopedic Appliances" to allow "Retail sales subordinate to and in association with the principal use of the office building" on property located at 1119 SW 10th Avenue and currently zoned "O&I-2" Office and Institutional District.(Driver)
  - 5. **CPA17/02 by City of Topeka** amending the text and map of the City of Topeka's Comprehensive Plan updating the **Tennessee Town Neighborhood Plan**. The area affected by the amendment is bounded by SW 10th Street to the north, SW Clay Street to the east, SW Huntoon Street to the south, and SW Washburn to the west.
- A. Discussion Items
  - 1. Sign / Building Design Code Project
- B. Adjournment



CITY OF TOPEKA  
**TOPEKA PLANNING COMMISSION**  
M I N U T E S

**Monday, September 18, 2017**

**6:00PM – Municipal Building, 214 SE 8<sup>th</sup> Street, 2<sup>nd</sup> floor Council Chambers**

**Members present:** Wiley Kannarr (Chair), Brian Armstrong, Ariane Messina, Dennis Haugh, Rosa Cavazos, Katrina Ringler (6)

**Members Absent:** Carole Jordan (1)

**Staff Present:** Bill Fiander, Planning Director; Mike Hall, Planner III; Annie Driver, Planner II; John Neunuebel, Planner II; Kris Wagers, Administrative Officer; Mary Feighny, Legal; Dan Warner, Planner III; Tim Esparza, Planner I

**Mr. Kannarr opened the meeting and roll was called**– six members present for a quorum.

**Approval of Minutes from August 21, 2017**

**Motion** to approve; moved by Ms. Ringler, **second** by Mr. Haugh. **APPROVED** (6-0-0)

**Communications to the Commission**

Mr. Fiander informed Commissioners that there will be Planning Commissioner training offered at the 2017 Annual Conference of the APA (Kansas Chapter) and asked that if they'd like to attend, please contact the Planning Department to be registered.

**Declaration of conflict of interest/exparte communications by members of the commission or staff**

None reported

**Public Hearings**

**Z17/03 by: Topeka Scottish Rite**, requesting to amend the District Zoning Classification of the subject property **from** "M-2" Multiple Family Dwelling District **to** "O&I-2" Office and Institutional to allow future uses consistent with O&I-2 zoning on the 3.2 acre property located at 2300 SW 30<sup>th</sup> Street. **(Driver)**

Ms. Driver presented the staff report. Dale Fritz, Executive Director of the Topeka Scottish Rite came forward and stated that since the Neighborhood Information Meeting was held, there was an offer made by Peaceful Rest Funeral Home to purchase the building.

Mr. Kannarr declared the **public hearing open** and with none coming forward to speak, declared the **public hearing closed**.

Mr. Haugh asked Ms. Driver if the information about the possible sale of the building to a known buyer with a known use would allay staff concerns about the openness of the site and if additional proposed buildings

**DRAFT**

would be reviewable by City Planning Department. Ms. Driver answered that yes, additional building would likely come before the Planning Department for administrative approval in the form of site plan review.

Mr. Armstrong asked if use as a funeral home would be allowable under the proposed zoning and Ms. Driver confirmed that this would be permitted in O&I-2 zoning; however, if they wished to add a crematorium, it would require a Conditional Use Permit.

Following brief additional discussion, Mr. Armstrong made a **motion** to approve the reclassification of the subject property from "M-2" Multiple Family Dwelling District to "O&I-2" Office and Institutional District. **Second** by Ms. Cavazos. **APPROVAL** (6-0-0)

**PUD17/04 Aqua Blast Laundry by: Chamberlin Properties, LLC**, requesting to amend the District Zoning Classification from "O&I-2" Office and Industrial District to "PUD" Planned Unit Development (O&I-2 Use Group and Laundry) for development of a self-service laundromat on the 2.44-acre property located at the Northeast corner of SW Westport Drive & SW 22<sup>nd</sup> Terrace (**Neunuebel**)

Mr. Neunuebel presented the staff report and staff recommendations. Commissioners asked questions about some of the recommendations, including #5 and #1. Mr. Haugh asked what the limitations are for the drainage and utility easements. Mr. Neunuebel stated that there is currently a drainage plan under review with City staff and that the drainage easement must be left undisturbed. Mr. Fiander added that the easement could potentially be altered through a platting process.

Mr. Greg Ferris came forward representing the owner/applicant. Mr. Ferris pointed out that they have removed a driveway/entrance that was originally planned on SW Terrace because neighbors had expressed concern about it. He spoke about the materials and landscaping that are planned and stated that the applicant is asking for a variance in what staff is asking them to do regarding landscaping

Mr. Ferris stated that the proposed PUD offers a transitional buffer between nearby industrial and commercial development and multi-family uses to the south. He stated that the recreation center just to the north of the PUD site has a much more intensive use than the proposed laundromat.

Regarding conditions recommended by staff, Mr. Ferris stated that the applicant agrees with numbers 2, 4, 6, 8 & 9 and have submitted changes to Mr. Neunuebel to comply with those recommendations. He briefly reviewed those recommendations and changes.

In regard to recommendations 1 and 7, Mr. Ferris stated that the drainage easement limits how the applicant can configure the site. He discussed the proposed landscaping and how it's more landscaping than is typical for the area, and he stated that the applicant sees no good reason for the requested 30" high berm (#7).

In regard to recommendation #[5] (stated as #3 by Mr. Ferris), Mr. Ferris stated that the applicant is considering what would be allowed in O&I2, the current zoning of the property. He stated that businesses that are allowed in O&I2 include medical offices with pharmacies, funeral homes, radio & TV broadcasting, and fitness clubs which can operate 24 hours/day and have substantial traffic. He stated that the applicant is concerned about the proposed restriction of hours. They have stated they'll have someone onsite 24 hours/day to manage the facility, their business plan includes being open 24 hours, and they feel anything short of that would be discriminatory against people who work 2<sup>nd</sup> or 3<sup>rd</sup> shift and need to do laundry at different hours.

In regard to the building itself (#3), he referenced the materials they're planning to use (brick and a gabled roof) and stated that it's not required in O&I-2. He believes that the building they plan to build complies with what O&I-2 allows and goes well beyond that.

Mr. Ferris reviewed the "Golden Rules" and how the applicant feels the project complies with those. He asked the Commission to approve the PUD application with staff recommendations, except for numbers 1, 3, 5 & 7.

Mr. Haugh asked what might be done with the remaining land to the north of the proposed building. Mr. Ferris stated that perhaps a small office building could be placed there, but any proposals would need to be approved through a PUD amendment.

Mr. Haugh inquired as to whether the building could be re-designed to allow for the minimum 10' landscape setback and buffer. Mr. Ferris stated that because of the way the applicant's buildings and layout are configured to allow for the washers and dryers, maintenance, etc., it would hinder the applicant's ability to have the number of machines needed. He stated that they don't believe the trade-off for a small amount of landscaping is warranted. Mr. Haugh asked about the possibility of rotating the building and Mr. Ferris stated that their architects say that would be very difficult. They have three other facilities and this is the same way those facilities are designed.

Ms. Messina asked Mr. Neunuebel about the reason for recommending restricting the hours of operation. Mr. Neunuebel stated that staff feels it would be more in keeping with the nearby residential area, which is just on the other side of 22<sup>nd</sup> Terrace.

Mr. Fiander asked commissioners if it would be helpful for staff to address the staff recommendations that the applicant expressed concern about and they agreed that it would be.

Regarding #5 / hours of operation - Mr. Fiander explained that staff sees this as a commercial use and since the facility is going into a transition area with homes and offices nearby, a 24 hour operation doesn't fit the character of a transitional area.

Regarding #1 / 10' landscape buffer - Mr. Fiander explained that while there is a requirement in O&I-2, what's being requested is a PUD, where there are no set requirements other than the requirement to reflect the character of what's around it. Thus there are no variances available.

Regarding #3 / architectural elevations – Mr. Hall explained that due to the size of the proposed building, it can have a longer ridgeline, looking less like a small scale office building and potentially look more like a barn. The purpose of the recommendation is to address that concern.

Regarding #7 / 30" berm along 22<sup>nd</sup> Terrace – Mr. Fiander stated that the berm was added in response to keeping with the character of the area, wanting to hide or screen the parking lot as much as possible. He added that requesting a berm is fairly standard when there's a large parking area that is incompatible with its surroundings or on an image street.

Mr. Armstrong asked for additional information about #3 and what staff is trying to achieve. Mr. Fiander directed the commissioners to Sheet A4 of the plans included in the agenda packet, which deal with elevations. He pointed out that gabled roof is large and blank and that's what the staff recommendation is trying to address. Mr. Hall added that the length of the building / ridgeline is substantial and that affects the character of the building.

Mr. Kannarr declared the **public hearing open**.

**Esther Lane**, of 5839 SW 22<sup>nd</sup> Terrace #2, stated she's with the Pheasant Run HOA Board. She expressed concerns about traffic and handed around a sheet of photos. She pointed to two exits from Pheasant Run and spoke of the poor sight lines, ultimately being concerned about issues that would be caused by additional traffic from the proposed laundromat. She also pointed out where buses stop when picking up/dropping off children several times a day. Ms. Lane added that Pheasant Run is individually owned condos, owned by people who have their own laundry facilities and would not be using the proposed Aqua Blast.

Ms. Lane stated that it's difficult to turn from Westport Drive onto 21<sup>st</sup> Street, as well as from 21<sup>st</sup> Street onto Westport, due to heavy traffic on 21<sup>st</sup> Street. She stated that before anything is done, she believes traffic issues and implications should be assessed.

Ms. Lane stated that she had checked with realtors and they believe that having a laundromat in close proximity would have a negative impact on property values. They could not, however, say how much of an impact it might have. Ms. Lane concluded by stating that she'd prefer to have a doctor's office or something else built on the property.

Ms. Cavazos asked Ms. Lane to state her address, which she did, and added that she also has concerns about lights coming into bedroom windows.

Ms. Messina asked Ms. Lane if she feels the current traffic issues could be impacted by the construction on Wanamaker. Ms. Lane stated that it's a possibility.

Mr. Haugh pointed out that a doctor's office would likely have heavier traffic than a laundromat.

Mr. Fiander passed around to commissioners a letter from **Rosalee Cooper**, along with a petition that was handed to him at this evening's meeting.

**Joy Barnes**, of 5851 SW 22<sup>nd</sup> Terrace, #2, came forward and stated she lives in Pheasant Run. She stated that she was initially against the re-zoning but, having seen that the applicant has responded to most of the concerns put forth both neighbors, she is now for it. She is not concerned about the laundromat being open 24 hours, believing that with the promised attendant, non-customers would not be allowed to hang out. She stated that the neighborhood currently has problems with people driving through too fast and people going through the garbage; she believes it's that way in most neighborhoods and will not be made worse or better by the existence of a laundromat.

**Ruth Madell**, of 5719 SW 22<sup>nd</sup> Terrace, #3, came forward to speak against the proposed project. She stated she lives in The Woods and expressed concerns about the lights from the project. She said her biggest concern is the hours. Ms. Madell stated that everyone in her condos owns their own home and have their own washers; they don't need a laundromat and this will bring people from another part of town. She said that at the Neighborhood Information Meeting residents were told that Sunday is the busiest day for laundromats and Ms. Madell stated that it's nice to have quiet on Sundays.

Ms. Madell stated that when you go to a laundromat you have 40 minutes to wait while your clothes are washing or drying and she expressed concern about where people would go during this time. She feels people will wander out and around 22<sup>nd</sup> Terrace and the condo complexes.

With nobody else coming forward to speak, Mr. Kannarr declared the **public hearing closed**.

Mr. Armstrong stated that he is involved in the 21<sup>st</sup> & Wanamaker street project and noted that there is considerable detour traffic right now that will decrease once the 21<sup>st</sup> & Wanamaker intersection is fully

open. He also noted that there are issues at 21<sup>st</sup> & Westport at peak hours of the day but he doesn't think the project under consideration would adversely affect it.

Mr. Kannarr stated that he agrees with Mr. Armstrong and added that he drives down Westport on a regular basis coming home from work. He also agrees that this project will not substantially affect traffic and there would be the same issues with any project that went on the property.

Ms. Messina asked Mr. Fiander if there are any road improvements scheduled for 22<sup>nd</sup> Terrace/Westport Dr. and Mr. Fiander stated there are none scheduled or anticipated.

Ms. Messina asked if the lights on the property would remain on all night regardless of whether the laundromat operated 16 or 24 hours/day. Mr. Fiander pointed out that there is a recommendation in the staff report recommending that light not leave the property. That note does not address the length of time the parking lot / outdoor lights are on.

Mr. Kannarr pointed out that the applicant has objections to 4 of the staff recommendations and asked Commissioners to address those.

Mr. Haugh stated that in regard to number 1, he doesn't believe the applicant did enough study on the site to realize a 10' setback. He believes there's room in the plan to make adjustments to the orientation or other areas to accommodate the requirements. He added that if you correct #1, that could also take care of #3, improving architectural elevations. Mr. Haugh stated that the commission accepting staff recommendations #1 and #3 would be necessary for his approval.

Mr. Kannarr asked staff if, under current zoning, a fitness center would be allowed on this property. Mr. Fiander stated that yes it would, subject to fitting the building on the site. Mr. Kannarr pointed out that the proposed renderings look an awful lot like gymnasiums and he doesn't think it's dissimilar to what might go in there without a zoning change. He stated that due to a lack of expertise, he would defer to Mr. Haugh regarding recommendation #1.

Ms. Ringler stated that she agrees with Mr. Haugh on #1 & #3.

Mr. Armstrong referred to a new building going in not too far away that appears to be a concrete block, but he stated that this project is in a transitional area whereas that one is not.

In regard to recommendation #5 / hours of operation:

Ms. Messina stated she is not opposed to 24 hour operation. Mr. Haugh and Mr. Kannarr concurred.

In regard to recommendation #7 / 30" berm:

Mr. Haugh stated that he doesn't believe it would be hard to achieve and wouldn't cost that much to install. Mr. Kannarr concurred.

Ms. Cavazos asked staff what their thoughts were behind limiting business hours. Mr. Fiander stated that staff based their recommendation on the fact that a 24 hour facility in a transitional area/going into a neighborhood is atypical; it's more a commercial character. He also noted that most laundromats are not 24 hours.

Ms. Cavazos stated that she would have concerns about safety issues for 24 hour operation. In regard to a gym, which others had noted might also be a 24 hour business, Ms. Cavazos noted that only gym members come and go when the facility is locked and they have keycards, so there is safety built into that process.



Ms. Messina stated the fact that the laundromat will be staffed 24 hours will help keep non-customers from just hanging out and wandering around the parking lot. She noted that people who work different shifts need the flexibility.

Mr. Kannarr stated he agrees and remembers when he himself had to use laundromats at odd hours. He believes having an attendant will adequately address the vagrancy issue of non-users.

**Motion by Mr. Haugh** recommending forwarding to the Governing Body a recommendation for approval of the proposed PUD Master Plan, along with the following staff recommendations: 1, 2, 3, 4, 6, 7, 8, 9.

**Second by Ms. Messina.** Mr. Kannarr noted that he would have left out recommendation #3 but that won't change his vote on the motion. **APPROVAL (6-0-0)**

Mr. Ferris went to the podium and thanked staff and Planning Commissioners.

Mr. Fiander noted that two new Planning Commissioners are on the 9/19/17 City Council agenda for approval so they will be seated on the Planning Commission at the October meeting. Mr. Marc Fried and Mr. Matt Werner were in the audience this evening and Mr. Fiander introduced them.

**Tennessee Town Neighborhood Plan** (discussion item) - Tim Esparza came forward and reviewed the draft and stood for questions.

Mr. Armstrong asked if there are identified funds for area improvements and Mr. Warner explained that Tennessee Town and Quinton Heights Steele are the 2017 SORT Neighborhoods. SORT neighborhoods receive up to \$1.4m for infrastructure and roughly \$330,000 for housing rehab and infill. Year one is planning and the Quinton Heights Steele Neighborhood Plan is also in the works. Mr. Warner added that SW Huntoon and SW 12<sup>th</sup> Street are arterial roads and not eligible for SORT funding. They are, however, part of the ½ cent citywide sales tax so those two streets will get done with different funding.

Ms. Ringler offered some corrections to the draft.

Mr. Warner explained the progression of the project, explaining that the final neighborhood meeting is scheduled for September 26 and the final draft of the plan will likely be on the Planning Commission October agenda for a public hearing and action.

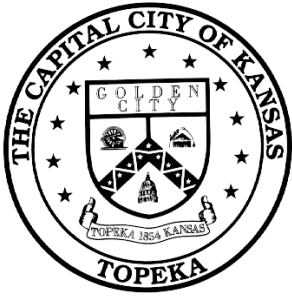
Mr. Warner explained that the Planning Commission reviews the Neighborhood Plans because they are elements of the Comprehensive Plan. Any time one is updated or a new plan created, it requires an amendment to the Comprehensive Plan.

**Sign / Building Design Code Project** (discussion item) – Mr. Fiander reviewed some of the background and reasoning for the project and explained that staff and a consultant will be working on this visual code update, the goal of which is to have higher standards building and sign projects. Mr. Fiander noted that this is a large scale version of the design guidelines recently accepted for downtown and will likely be about a year long process.

**With no further business, the meeting was adjourned at 7:51PM.**

recommended.

PUD17-03  
by Frank Meade



# CITY OF TOPEKA

---

PLANNING DEPARTMENT  
620 SE Madison Street, Unit 11  
Topeka, Kansas 66607-1118  
Tel.: (785) 368-3728

Bill Fiander, AICP, Director  
Email: bfiander@topeka.org  
Fax: 785-368-2535  
www.topeka.org

---

## MEMORANDUM

**Date:** October 16, 2017  
**To:** Planning Commission  
**From:** John Neunuebel, Case Planner

**Subject:** Lake Shawnee Storage (PUD) Master Plan (PUD 17/03)  
**Applicant:** Mr. Frank Meade

On August 21, 2017, the Planning Commission considered this application to amend the district zoning classification of the property FROM “R-1” Single Family Dwelling District TO “PUD” Planned Unit Development, with “I-1”, “C-4”, and “O&I-1” use groups, to provide for construction and use of self-service storage units within multiple buildings, climate control self-service storage, and multiple office buildings on a 10.7-acre site at the northeast corner of SE 29<sup>th</sup> Street and SE Wittenberg Road. (The previous staff report to the Planning Commission dated August 21, 2017 is attached.)

In the staff report presented to the Commission, staff recommended disapproval of the PUD Master Plan because of its inclusion of type II self-service storage type; a lack of assurance of a visually appealing design consistent with the character of the surrounding area including the Lake Shawnee recreational facilities; and its inconsistency with the Topeka Land Use and Growth Management Plan 2040. In the event the Commission wanted to recommend approval, the staff report included a list of 17 conditions with which the PUD zoning would need to comply. The Commission opened the public hearing and took public testimony, closed the public hearing, and upon deliberation moved to defer further consideration of the matter to the meeting of October 16, 2017, thus allowing staff time to review a revised PUD Master Plan which, as stated by the applicant, would satisfy all of the conditions except for Condition #10 requiring parking to be placed behind or to the side of office buildings.

### Revised Master Plan and Compliance with Recommended Conditions

The applicant submitted a revised PUD Master Plan on September 14, 2017. Staff have reviewed it for compliance with 16 conditions concurred to by the Planning Commission. Most of these conditions are relatively minor and do not substantially affect the amount, configuration, and design of the uses in the master plan. The revised master plan satisfies these relatively minor conditions. The revised plan’s compliance with the other, more substantial conditions is addressed as follows on next page.

1. (Condition #8) To Sheet 3 (Landscape Plan) add:
  - a) A minimum of four (4) medium to large canopy trees along SW Wittenberg Road in landscape setback north of the driveway access. Trees should be spaced 40 to 50 on center.
  - b) Shrubs to landscape setback on west side of the storage office parking area.
  - c) Evergreen trees along east side of storage buildings H, J, and L. Shrubs or other screening vegetation along the east side of the easternmost office building may be required at Site Development Plan.
  - d) A note indicating existing trees to be preserved along the east and north edges of the site. Also indicate the extent to which existing trees, those shown to conflict with Buildings I and J, are to be removed.

*Outcome: The applicant completed revisions to Sheet 3 of PUD Master Plan (Landscape Plan) in compliance with this condition.*

2. (Condition #11) Adjust the phasing by increasing the amount of the office space completed within Phase 1 and reducing Type II storage by 2/3's of the proposed square footage with the result that the office buildings are a more predominant part of Phase 1, thus helping to screen the view of the storage buildings from 29th Street and ensure Type II storage uses are subordinate in relation to Office and Type I storage uses.

*Outcome: The applicant revised the amount of Type II storage by 22,150 sq. ft or 35% (not 67% as recommended by staff) and relocated Type II storage buildings further to the west making them somewhat less visible from views on 29<sup>th</sup> Street. [An overview of changes in building types included within the table on next page; and Revised Site Plan with delineation of building types and project phasing as separate attachment(s).]*

3. (Condition #12) Under Project Notes add a note stating that the setback between "Office" buildings and "Climate Control Storage" buildings shall be a minimum of 20 feet and shall accommodate landscaping to include shrubs and trees and to meet the objectives of the master plan, including the objective of improving compatibility of the development with the surrounding area which is characterized by open space and vegetation including large trees.

*Outcome: The applicant completed revisions to the landscape plan in compliance with this condition.*

4. (Condition #13) Add new note indicating: "Sidewalks shall be completed adjacent to SE Wittenberg Road prior to issuance of Certificate of Occupancy for Phase I of development. Sidewalks along SE 29th Street shall be completed by Shawnee County as part of planned roadway improvement project."

*Outcome: The applicant added a note in compliance with this condition regarding construction of sidewalks. (The sidewalk along 29<sup>th</sup> Street is now anticipated to be completed as part of Shawnee County's recently approved SE Croco Road Improvement Project in 2019-20.) However, earlier feedback from Shawnee County Public Works indicates that the installation of a sidewalk within the Wittenberg Road right-of-way to be unacceptable because of the need to fill in the drainage ditch along Wittenberg in accommodating a sidewalk. Based on recent discussions with the applicant and County staff, installation of a sidewalk along Wittenberg shall no longer be required. A sidewalk located on the property and connecting the new*

sidewalk along 29<sup>th</sup> Street into the development should be required as is customary for commercial development. If the PUD Master Plan is approved, it must include a revised note addressing the sidewalk along 29<sup>th</sup> Street and a connector sidewalk to the buildings within the development.

### Overview of Changes in Building Use Types

Use Type	<u>Previous Plan</u> Sq. Footage (Aug.21)	Percent Of Total	<u>Current Plan</u> Sq. Footage (Sept.14)	Percent Of Total	Reduction In Sq. Feet From Previous Plan	Percent Decrease From Previous Plan
Self-Storage Type I (Indoor Access)	33,750 Square Feet	29%	33,750 Square Feet	37%	-0-	-0-
Self-Storage Type II (Outdoor Access)	63,400 Square Feet	54%	41,250 Square Feet	45%	(22,150) Square Feet	35% Reduction
Accessory Office & Caretaker Res.	1,900 Square Feet	2%	1,900 Square Feet	2%	-0-	-0-
Office	18,800 Square Feet	16%	15,200 Square Feet	17%	(3,600) Square Feet	19% Reduction
Square Footage Total	187,000 Square Feet	--	154,500 Square Feet	--	(32,500) Square Feet	17% Reduction

As indicated in the land use table, although Self-Storage Type II has in the most recent PUD Master Plan been reduced by 22,150 square feet, Type II storage still comprises the predominant land use within the PUD Master Plan at 45% of total square footage, with Self-Storage Type I comprising 37% of total square footage and office and other uses comprising 19% of the total square footage.

#### Predominance of Self-Service Storage and Consideration of Land Use & Growth Management Plan

Because the PUD Master Plan includes Type II self-service storage as the predominant use, the proposed master plan is out of character with the surrounding area that includes nearby residential development and open spaces related to the Lake Shawnee recreation area, an important scenic and recreational resource within the city, region, and state. Considering that 45 percent of the land use (type II self-storage) is categorized as light industrial and 37 percent (type I self-storage) is categorized as commercial, the proposed PUD Master Plan is inconsistent with the Future Land Use Map in the Land Use & Growth Management Plan 2040, staff recommend that a comprehensive plan amendment, specifically to amend the Future Land Use Map, be approved prior to any further consideration of the master plan as proposed. (Future Land Use Map for subject area attached.)

### Attractiveness and Compatibility of Building Design

Related to the commercial and industrial nature of land uses is the lack of certainty regarding architectural design of the structures and building facades. In particular, self-storage buildings are typically utilitarian and not designed to be attractive aesthetically. While the applicant has described intended design features, the proposed master plan does not include clear assurances of how buildings will be designed, including the types and use of materials. This uncertainty would require as a remedy the review and approval by the Planning Commission of exterior building elevations representative of each of the 3 proposed building types prior to the Commission making a recommendation. (Subject building types being Self-storage Type I, Self-Storage Type II, and Commercial Office.)

### Neighborhood Information Meeting and Citizen Comments

The applicant presented information regarding changes to the proposed PUD Master Plan at a second Neighborhood Information Meeting held on September 26, 2017. As with the first Neighborhood Information Meeting, the meeting was well attended with attendees voicing concerns regarding traffic; lighting; quantity and types of landscape materials; and the unsuitability of self-service storage within the area. (Meeting summary prepared by applicant attached.)

### Staff Recommendation

As Type II self-storage continues to be the predominant use of the site, staff recommend **DISAPPROVAL** of the Lake Shawnee PUD Master Plan as proposed based on the findings and analysis delineated in the original staff report to the Planning Commission. As indicated in the previous staff report, staff recommend disapproval of the proposed PUD Master Plan due to the inclusion of self-service storage type II; a lack of assurance of a visually appealing design consistent with the character of the surrounding area; and inconsistency with the Topeka Land Use and Growth Management Plan 2040.

**RECOMMENDED MOTION**: Based on the findings and analysis in the staff report dated August 21, 2017, and the staff memorandum regarding the revised plan submittal I move that the Topeka Planning Commission forward to the Governing Body a recommendation of **DISAPPROVAL** of the proposed Lake Shawnee Storage PUD Master Plan.

### **ATTACHMENTS**

- Revised Lake Shawnee Storage PUD Master Plan (3 pages) including landscape plan
- Site Plan Rendering(s)
- Revised Site Plan with Delineation of Building Types
- Revised Site Plan with Delineation of Project Phasing
- Future Land Use Map for Subject Area
- Meeting Minutes from Planning Commission meeting of August 21, 2017
- Neighborhood Information Meeting No. 2 summary report prepared by applicant
- Recent Public Comments received voicing concerns for proposed project (6 e-mails)
- Staff Report to Planning Commission dated August 21, 2017



FILE NAME: W:\20173010\CAD\Planning\PUD\173010-PUD-02-layout.dwg LAST SAVED BY: Mitch Walther SAVED DATE: 9/19/2017 2:54 PM PLOTTED: 9/19/2017 9:20 AM

# LAKE SHAWNEE STORAGE

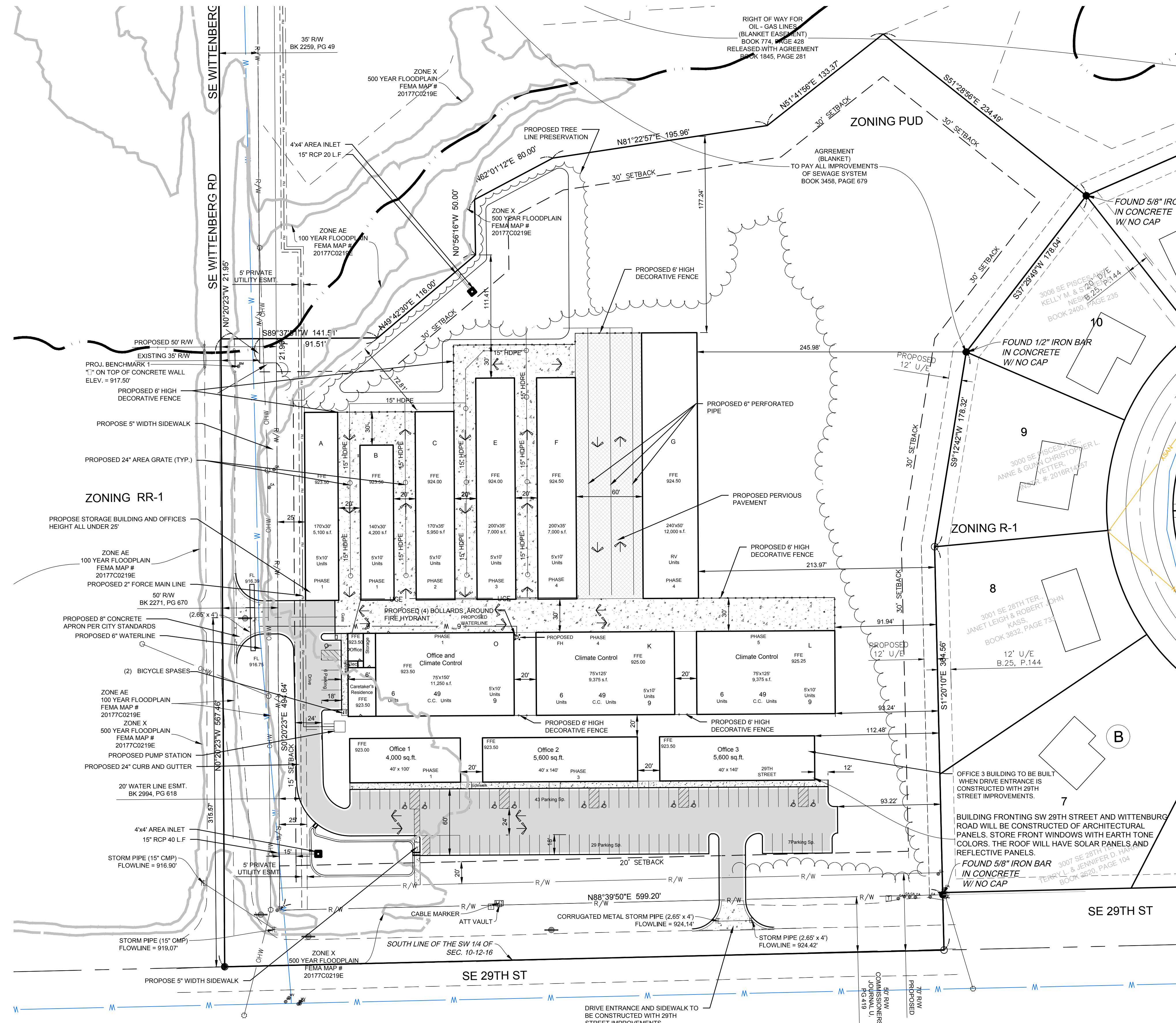
PLANNED UNIT DEVELOPMENT,  
SHAWNEE COUNTY, KANSAS  
SW 1/4 , SEC. 10-T12S-R16E

BOOK:  
PAGE:  
DATE:  
TIME:

FILING RECORD:  
RECORD WITH THE SHAWNEE COUNTY REGISTER OF DEEDS:  
BETTY NIOCE, REGISTER OF DEEDS

**LANDPLAN ENGINEERING PA**  
Lawrence, KS • Kansas City, MO • The Woodlands, TX  
1310 Wakarusa Drive, Suite 100  
Lawrence, Kansas 66049  
785.843.7530 (p) | 785.843.2410 (f)  
info@landplan-pa.com | www.landplan-pa.com

© Landplan Engineering, P.A. 2017. This drawing is copyrighted by Landplan Engineering, P.A. This drawing may not be photocopied, traced, or copied in any manner without the written permission of Landplan Engineering, P.A.



## Parking Summary

STORAGE OFFICE: 1 STALL PER 400 SQUARE FEET  
750 S.F. / 400 = 2 STALLS  
CARETAKER'S RESIDENCE: 1 STALL PER 900 SQUARE FEET  
1,125 S.F. / 900 = 2 STALLS  
REQUIRED PARKING: 4 STALLS  
PROVIDED PARKING: 6 STALLS (INCLUDED 1 ADA STALL)

OFFICES: OFFICE USE PARKING AS SHOWN ON MASTER PLAN IS CONCEPTUAL. PARKING AND CIRCULATION FOR OFFICE USE SHALL COMPLY WITH PARKING REQUIREMENTS IN TMC 18.240. PARKING WILL BE REVIEWED WITH SITE PLAN (SITE PLAN REVIEW).

## Site Impervious Summary

THE DATA WITHIN THE FOLLOWING TABLE REPRESENTS THE PROPOSED TOTAL QUANTITIES FOR THIS DEVELOPMENT.

Lot 1	Area (Sq. Ft.)	Area (Sq. Ft.)	%	
Existing Buildings	0	Proposed Buildings	86,450	22%
Existing Pavement	0	Proposed Pavement	67,999	17%
Existing Impervious	Subtotal: 0	Proposed Impervious	Subtotal: 154,449	39%
Existing Pervious	397,597	Proposed Pervious	243,148	61%
Property Area	397,597		397,597	100%

## Legend:

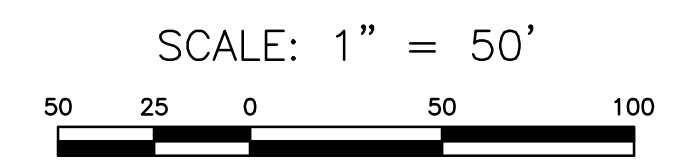
- LED WALL PACK
  - BENCHMARK
  - BOLLARD
  - IRON BAR
  - MANHOLE
  - FLOWLINE
  - GUY ANCHOR
  - GUY POLE
  - WATER METER
  - WATER VALVE
  - FIRE HYDRANT
  - UTILITY POLE
  - SECTION COR
- 
- UNDER GROUND ELECTRIC
  - OVERHEAD WIRE
  - OVERHEAD ELECTRIC
  - WATERLINE
  - RIGHT-OF-WAY
  - 6" WATERLINE
  - FORCE MAIN LINE
  - STORM SEWER LINE
  - SANITARY SEWER LINE
  - FENCE LINE
  - TREELINE
- 
- CONCRETE
  - ASPHALTIC CONCRETE
  - PERVIOUS PAVEMENT

**LAKE SHAWNEE STORAGE  
PLANNED UNIT DEVELOPMENT  
PUD GRAPHIC  
SE 29TH STREET  
TOPEKA, KS 66606**

REV	DATE	DESCRIPTION
1	08/22/17	PLANNING COMMENTS
2	08/29/17	PLANNING COMMENTS
3	09/14/17	PLANNING COMMENTS
4	09/12/17	PLANNING COMMENTS
5	09/18/17	PLANNING COMMENTS

DATE: June 30, 2017  
PROJECT NO.: 20173010  
DESIGNED BY: CLM  
DRAWN BY: MSW  
CHECKED BY: CLM

ISSUE SHEET NO.  
**2**  
OF 3 SHEETS

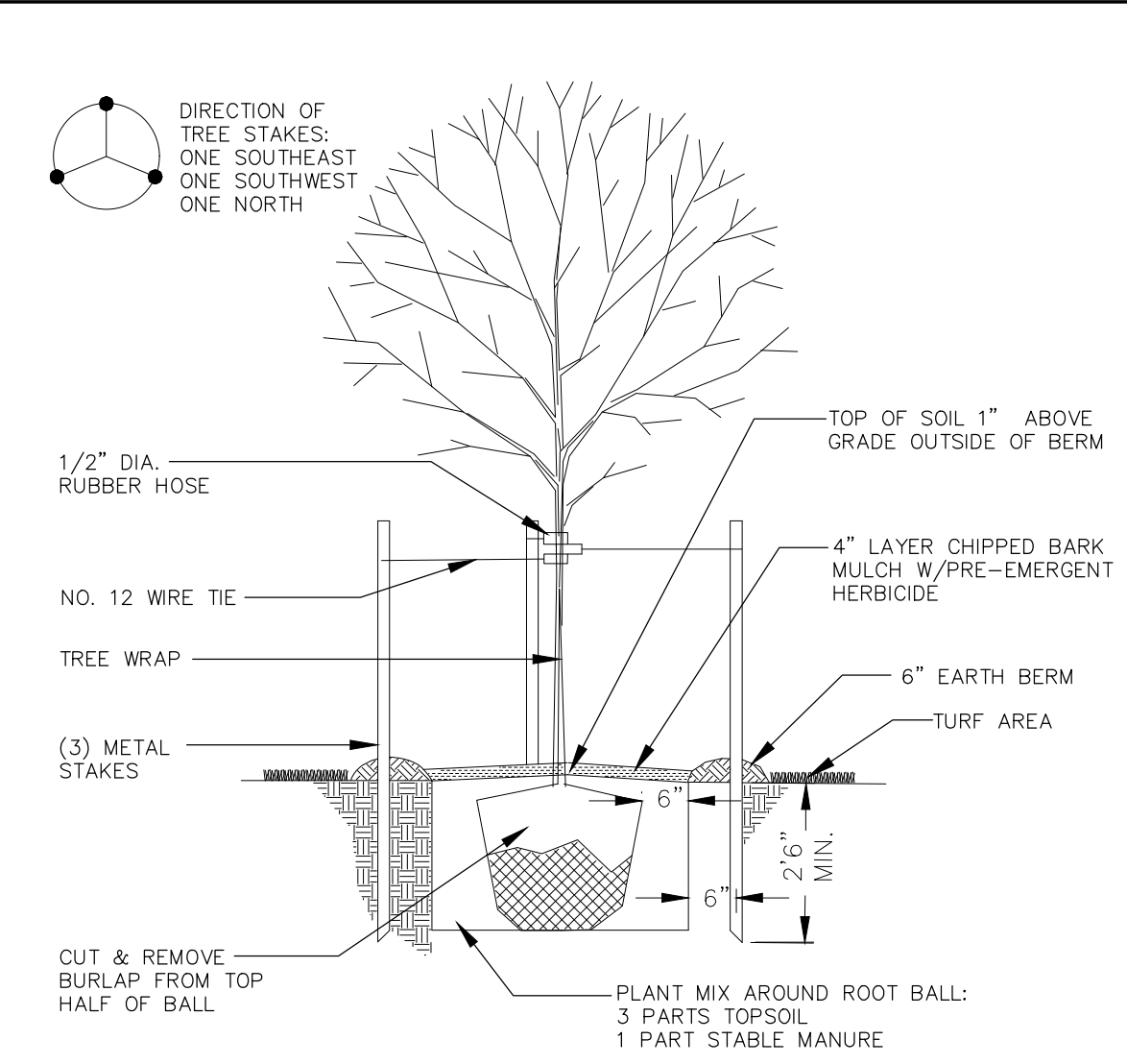
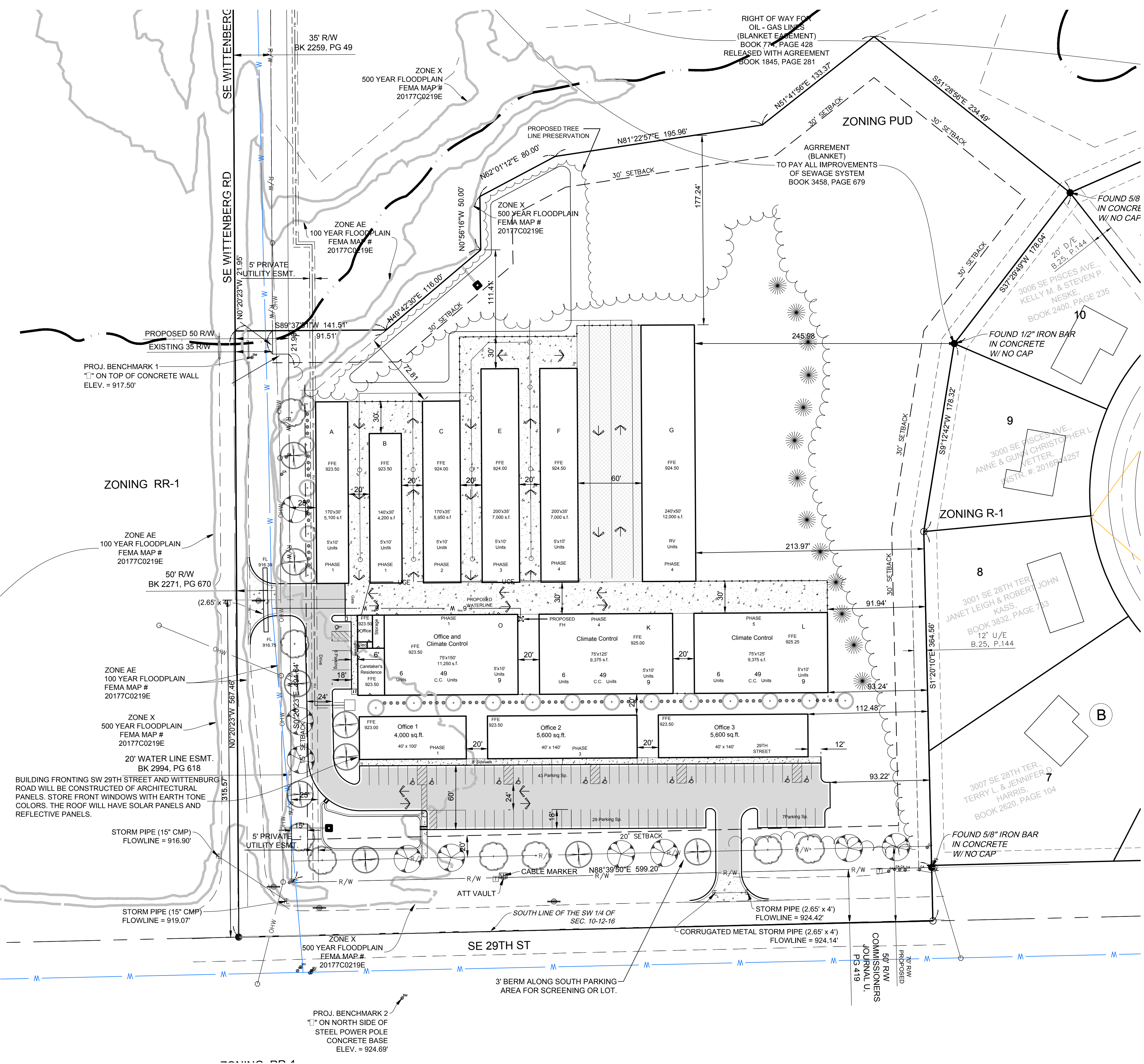




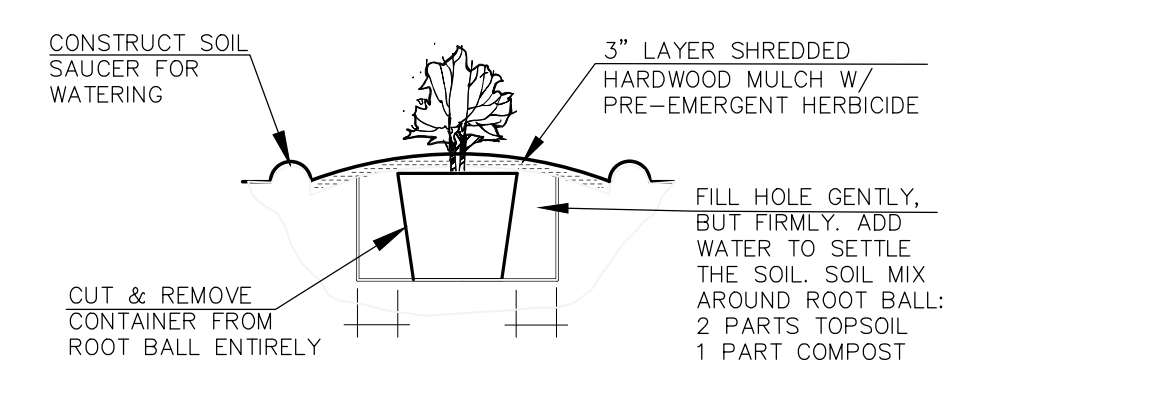
FILE NAME: W:\20173010\CAD\Planning\PUID\173010-PUID-03-Landscape.dwg LAST SAVED BY: Mitch Walther SAVED DATE: 9/18/2017 2:54 PM PLOTTED: 9/19/2017 9:19 AM

# LAKE SHAWNEE STORAGE

PLANNED UNIT DEVELOPMENT,  
SHAWNEE COUNTY, KANSAS  
SW 1/4, SEC. 10-T12S-R16E



**1 DECIDUOUS TREE PLANTING DETAIL**  
Not to Scale



**2 SHRUB PLANTING DETAIL**  
Not to Scale

### Landscape Notes:

- ALL TREES AND SHRUBS SHALL BE STAKED IN THE FIELD FOR APPROVAL BY THE LANDSCAPE ARCHITECT PRIOR TO PLANTING.
- PRUNING OF TREES TO REMAIN SHALL BE PERFORMED BY CONTRACTOR AT THE DIRECTION OF THE LANDSCAPE ARCHITECT OR OWNER.
- REFER TO SPECIFICATIONS FOR PLANT MATERIAL AND INSTALLATION METHODS.
- PLANT MATERIAL SHALL COMPLY WITH ALL SIZING AND GRADING STANDARDS OF THE LATEST EDITION OF "AMERICAN STANDARD FOR NURSERY STOCK".
- LOCATE ALL UTILITIES PRIOR TO DIGGING. CONTRACTOR SHALL BE RESPONSIBLE FOR ALL DAMAGES.
- ALL DISTURBED AREAS NOT DESIGNATED AS PAVEMENT, PLANTING BEDS, BIO-RETENTION SWALES, AND NATIVE VEGETATION AREAS SHALL BE PLUGGED AND SEEDED WITH BUFFALO GRASS 1/4\"/>

### Plant Schedule

SYMBOL	PROPOSED QTY.	SPECIES	SIZE	COND.
<b>DECIDUOUS TREES</b>				
9		COLUMNAR NORWAY MAPLE ACER PLATANOIDES 'COLUMNARIS'	MIN. 2" CAL.	B&B
8		SKYLINE HONEY LOCUST GLEDTISIA TRACANTHOS 'SKYLINE'	MIN. 2" CAL.	B&B
9		TAXODIUM DISTICHUM BALD CYPRESS	MIN. 2" CAL.	B&B
<b>EVERGREEN TREES</b>				
18		CANAERT JUNIPER JUNIPERUS VIRGINIANA 'CANAERTII'	MIN. 2" CAL.	B&B
13		EASTERN RED CEDAR JUNIPERUS VIRGINIANA	MIN. 2" CAL.	B&B
<b>DECIDUOUS SHRUBS</b>				
64		PAMPASS GRASS CORTADERIA SELLOANA	36" MIN.	CONT.

BOOK:  
PAGE:  
DATE:  
TIME:

FILING RECORD:  
RECORD WITH THE SHAWNEE COUNTY REGISTER OF DEEDS:  
BETTY NIOCE, REGISTER OF DEEDS

**LANDPLAN ENGINEERING PA**  
Lawrence, KS • Kansas City, MO • The Woodlands, TX  
1310 Wakarusa Drive, Suite 100  
Lawrence, Kansas 66049  
785.843.7530 (p) | 785.843.2410 (f)  
info@landplan-pa.com | www.landplan-pa.com

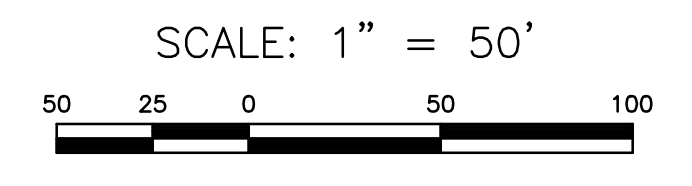
©Landplan Engineering, P.A. 2017. This drawing is copyrighted by Landplan Engineering, P.A. This drawing may not be photocopied, traced, or copied in any manner without the written permission of Landplan Engineering, P.A.

**LAKE SHAWNEE STORAGE  
PLANNED UNIT DEVELOPMENT  
LANDSCAPE PLAN  
SE 29TH STREET  
TOPEKA, KS 66606**

REV.	DATE	DESCRIPTION
1	07/25/17	PERMANENT COMMENTS
2	08/02/17	PLANNING COMMENTS
3	05/14/17	PLANNING COMMENTS
4	03/12/17	PLANNING COMMENTS
5	03/18/17	PLANNING COMMENTS

DATE: June 30, 2017  
PROJECT NO.: 20173010  
DESIGNED BY: CLM  
DRAWN BY: MSW  
CHECKED BY: CLM

ISSUE SHEET NO. **3**  
OF 3 SHEETS

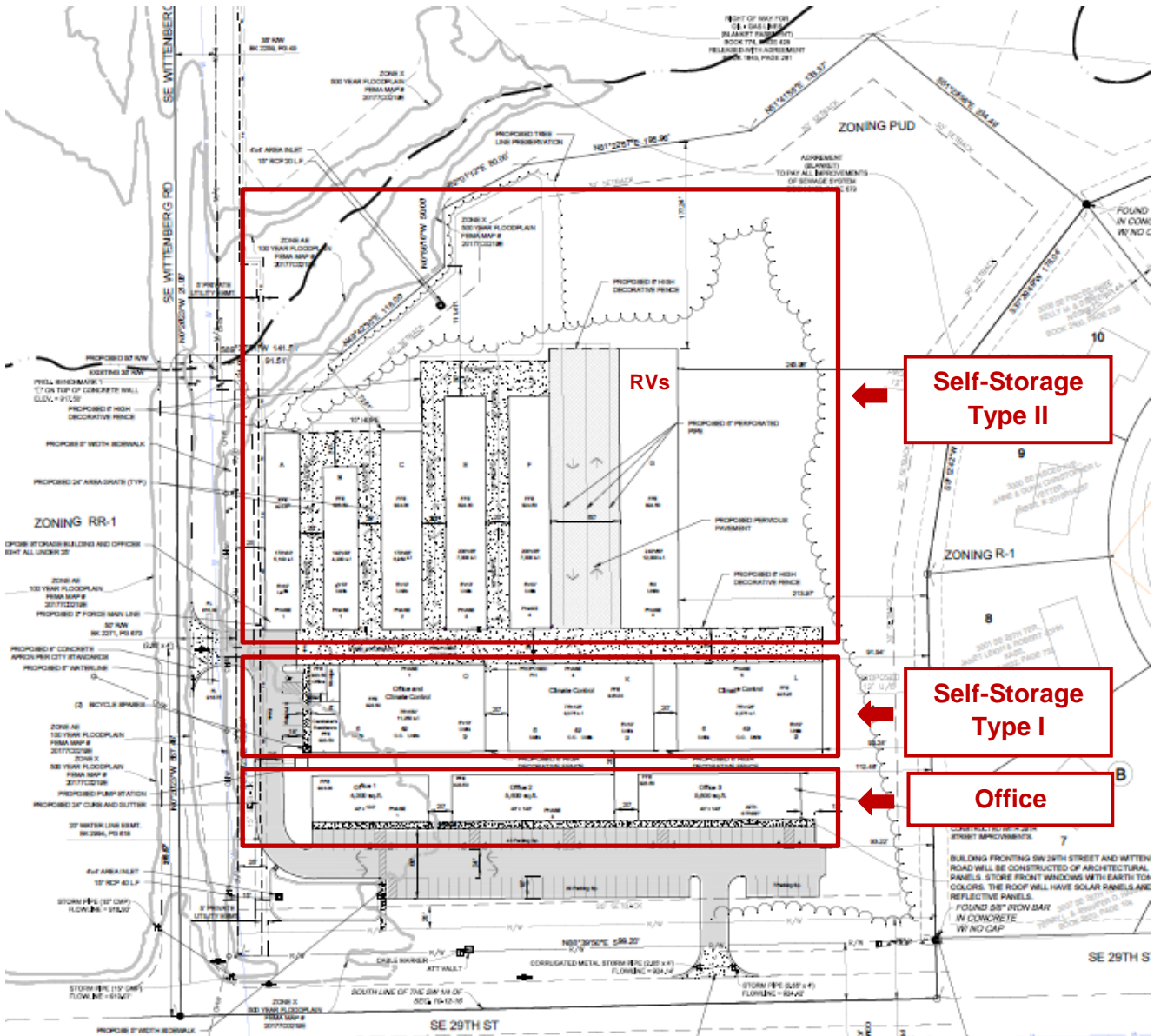




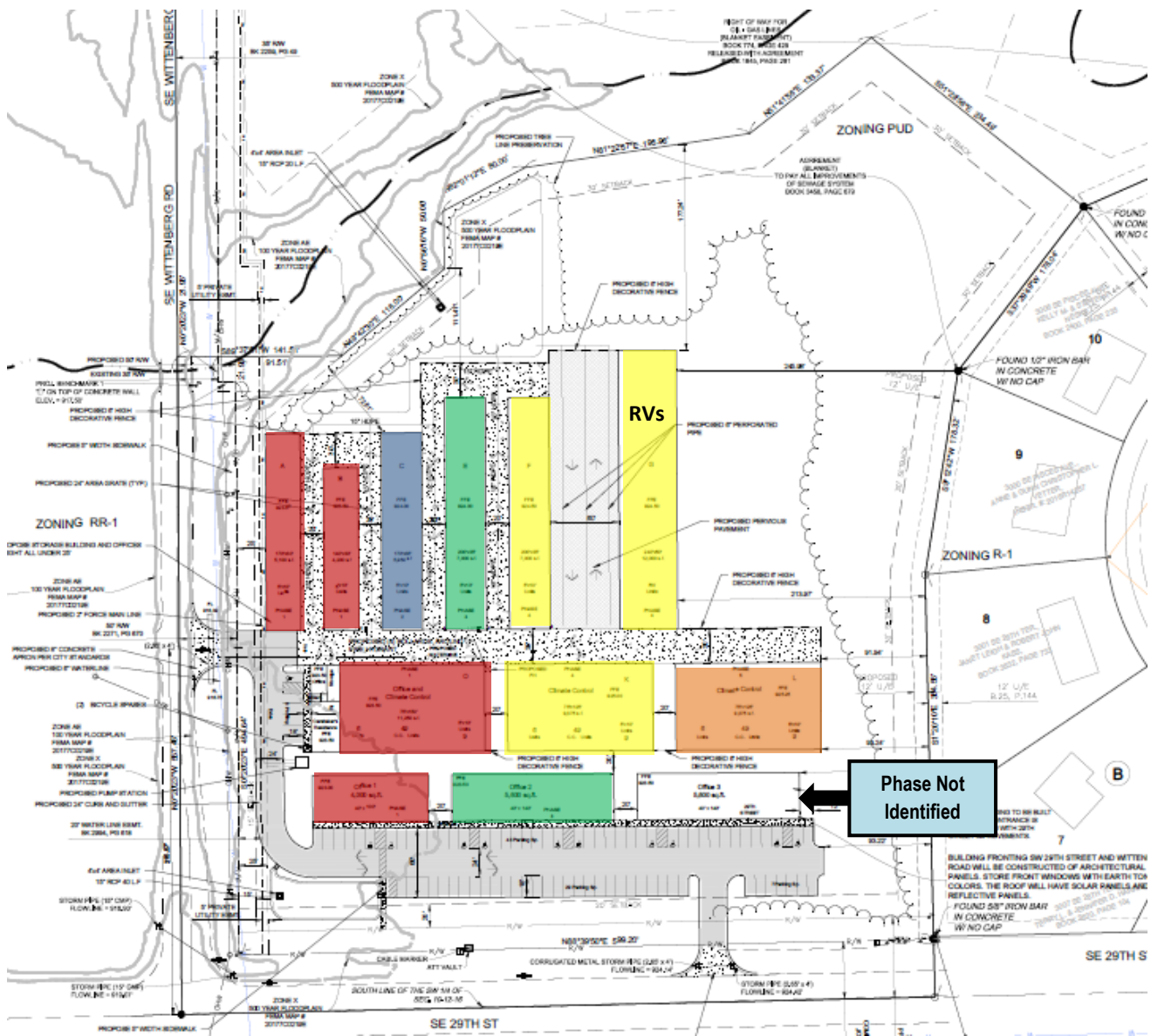
LAKE SHAWNEE STORAGE



# LAKE SHAWNEE STORAGE - PLAN



**SHEET 2 / Site Plan with Use Categories Highlighted**  
**PUD17/03 REVISED Lake Shawnee Storage PUD Master Plan**  
**October 16, 2017**



**PHASING PLAN**  
**PUD17/03**  
*Revised Lake Shawnee Storage*  
**PUD Master Plan**  
**October 16, 2017**

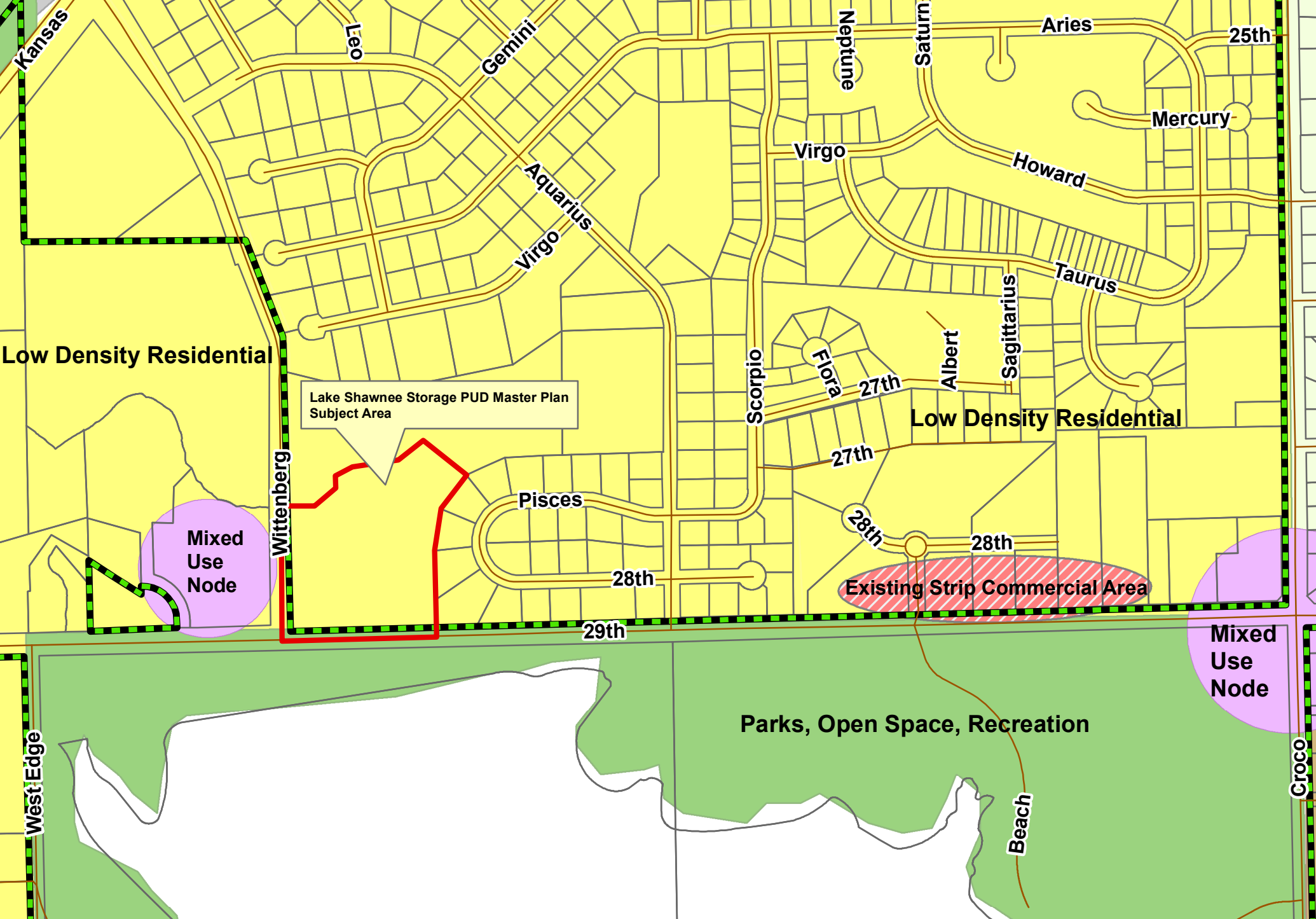
Phase 1

Phase 3

Phase 5

Phase 2

Phase 4



**PUD 17/03 - Future Land Use Map (LUGMP 2040)**  
**Lake Shawnee Storage PUD Master Plan**





CITY OF TOPEKA  
**TOPEKA PLANNING COMMISSION**  
**C A S E M I N U T E S**

Monday, August 21, 2017

6:00PM – Municipal Building, 214 SE 8<sup>th</sup> Street, 2<sup>nd</sup> floor Council Chambers

**Members present:** Wiley Kannarr (Chair), Brian Armstrong, Ariane Messina, Dennis Haugh, Carole Jordan, Rosa Cavazos, Katrina Ringler, Scott Gales, Patrick Woods (9)

**Members Absent:** (0)

**Staff Present:** Bill Fiander, Planning Director; Mike Hall, Planner III; John Neunuebel, Planner II; Kris Wagers, Administrative Officer; Mary Feighny, Legal

**PUD17/03 by Frank Meade** requesting to amend the District Zoning Classification of the subject property (10.7 acres) located at the Northeast corner of SE 29<sup>th</sup> Street and SE Wittenberg Road **from** “R-1” Single Family Dwelling District **to** PUD Planned Unit Development for a self-service storage facility (Type I and Type II Storage) and offices. (Neunuebel)

Mr. Neunuebel presented the Staff Report, concluding with staff’s recommendation for disapproval of the requested zoning reclassification.

Mr. Gales asked if the 17 conditions listed in the staff report were minimal expectations for further consideration and suggested there be further elaboration on design character pertaining to the properties, including percentages of materials. Mr. Neunuebel noted that if the applicant were to submit a revised PUD Master Plan, elevations therein would allow for an opportunity to work through design and aesthetics. Mr. Gales emphasized that he believed there should be additional detail regarding requirements for aesthetics.

Mr. Woods stated that he has strong feelings about adhering to the LUGMP 2040 land use recommendations and noted that a constituent had contacted him about this also. He noted that perhaps he should have mentioned the contact as an exparte conversation .

Mr. Fiander stated that the property in question is in Tier 1 of the LUGMP 2040, which is a priority area. He noted that the use of the property may need to be re-considered during the next review of the LUGMP and if it were, it would likely be recommended for mixed use to allow for neighborhood office/residential. He does not think it would be recommended for industrial or heavy intensive commercial uses.

Mr. Woods suggested that the LUGMP should be updated prior to allowing a more intense use than what’s currently recommended there. Mr. Fiander noted that the plan is done “with broad strokes” and is not necessarily site specific; it is a general plan rather than a zoning map.

Mr. Kannarr noted that the property has been vacant for at least 20 years and there was brief discussion regarding whether anyone else had attempted to develop it.

APPROVED 9-18-17

Mr. Kannarr noted that the staff report did not mention in the “relative gain to the public health, safety and welfare” section any potential positives the project might bring economically. Mr. Fiander agreed and stated that he believed this was addressed in the Conformance to Comprehensive Plan section.

Mr. Kannarr invited the applicant to come forward to speak.

Mr. Frank Meade came forward, thanking the Planning Department and noting that changes had been made to the PUD proposal even after the deadline necessary to allow for staff’s thoughtful consideration. He noted that the process has stretched out for months as additional changes continued to be made to the plans.

Mr. Meade noted that commercial uses were not recommended by Planning staff or the County due to traffic issues it would present on Wittenberg and also on 29th Street even after it’s widened. He stated that’s one of the big reasons he chose the proposed uses.

First he addressed the proposed office space, noting that East Topeka is lacking in office space. He believes his proposed project will help with that and he said he’s gotten good response so far.

Next he addressed storage, noting there’s virtually no boat or RV storage in the area. He said he’s built boat/RV storage near Clinton and it’s worked well for both him and the lake. He then stated there are many RVs, campers, boats and trailers parked in yards around Lake Shawnee and his storage buildings would give the property owners the opportunity to store them somewhere other than in their yards.

Mr. Meade stated that the response to the proposed office space has been so good that he has decided to include additional office space in Phase II of the project . He noted that the project will provide a buffer between residential and commercial and stated that the plans include leaving as many trees as possible between the proposed buildings and the nearby residences. In leaving as many trees as possible and putting the office buildings in front, they are attempting to make the storage virtually invisible.

Mr. Meade closed by asking “if not this, what are you going to put there?”

C.L. Mauer with Landplan Engineering out of Lawrence came forward as the design professional for the project. He showed renderings of the proposed buildings, noting the buffer between the creek to the north, retaining walls on the east with additional trees, and landscaped green space between the buildings and the streets.

Mr. Mauer referenced a report done a year ago that states “DWR classifies this dam as a size 4, class C, high hazard dam”. He questioned whether DWR would sign off on residential building or whether insurance companies would insure homes in the area, noting that offices and storage would be lower risk.

Mr. Mauer reviewed renderings of the proposed storage and office buildings that he brought with him as part of a PowerPoint presentation.

Mr. Mauer noted that the property is lower than any of the sanitary sewer lines. For the proposed plans, the applicant will need to provide a small, private pump station to pump sewage up to the sewer lines. He questioned whether that would be affordable for intense residential building.

Mr. Mauer showed an overhead of the staff’s conditions and noted that the changes to the plan had been made and noted in red. He stated that the only condition they didn’t agree to was #10 where Planning staff asked that the parking be moved from the front to between the buildings. He believes that the buildings are set back far enough and berming and landscaping could hide most of the cars/parking area. He also noted that the driveway had been moved based on a request made by Shawnee County.



Mr. Mauer stated he was open for questions. Mr. Armstrong asked for additional information regarding parking. Mr. Haugh inquired about the difference in elevations between the property and the residences to the east, and how the lighting of the proposed project would affect the residences. Mr. Mauer stated that the residences were sitting at about 950 feet and Mr. Meade's property is at about 930 feet. He explained that the storage facilities will not require much lighting and what there is will be pack lighting at roof level pointed down. He stated the offices will also not require a lot of lighting. If they require pole lighting, poles would be approximately 25' and the lights would be pointed down with shades so you wouldn't see them from above.

There was discussion about what the project would look like from the street, with Mr. Mauer stating that the project will likely look like an office park. Mr. Gales expressed concern about the density of the buildings, stating he might be more open to the idea if it were half as dense with more green space. Mr. Mauer stated that after Phase I the phases will basically be market driven, adding that storage and green space don't really go together because of the need for access, and they are attempting to shield the facility with trees and landscaping. Mr. Meade came forward and stated that there will be a great deal of greenspace behind the proposed buildings, and that the storage buildings viewable from the street will be built to look much like offices.

There was discussion about right of way requested by the county and Mr. Mauer stated that the applicant is okay with the request. He also pointed out that when the plans were drawn up and submitted to Planning, the applicant was unaware of the ROW needed. The plans were changed based on this.

Mr. Kannarr asked about the proposed phasing of the project, and Mr. Meade came forward to address, explaining that physically the buildings for regular storage and boat/RV storage are very similar and what they're used for will be in part market driven. Phase I is what is necessary just to get the project off the ground and hopefully additional phases will follow.

Mr. Haugh asked if 2-story facilities were considered to reduce the number of buildings on the site. Mr. Mauer stated it had been discussed and they're not necessarily ruling anything out.

With no further questions of the applicant, Mr. Kannarr declared the **public hearing open**.

Christopher Gunn of 3000 SE Pices Avenue came forward stating he owns one of the 4 properties directly adjacent to the proposed PUD. He stated that he's an attorney and while not representing anyone this evening, his comments echo those of a number of his neighbors and people who live in the area.

Specific issues included constant lights from the project, and reference was made to 20-25' pole lights, which would be at approximately the same elevation as the residences. He noted that the trees referenced are, for the most part, deciduous and during the winter he can see cars and headlights going down Wittenberg. He noted the fact that he was stating this on the record would serve as advance notice that this may be an issue of quiet enjoyment.

Mr. Gunn noted property value concerns, noting that the storage portion of the project is industrial in nature.

Broader issues include, he said, the fact that the project includes no commercial benefit to the area. He stated that those in the neighborhood are not against commercial development in this part of the city, but it must make sense for this area, and this particular project does not. He stated that it's not an anchor property, it will not spur other commercial development in the area and it will not attract other businesses. He expressed concern about traffic congestion, noting that while there's a plan to widen 29<sup>th</sup> Street, it's not yet been widened. He also noted that trying to turn off Wittenburg onto 29<sup>th</sup> Street is very difficult and often

entails a long wait. He said that he's been told that it's not a likely location for a stoplight due to its proximity to another stoplight.

Mr. Gunn expressed concern about what would happen if for some reason 29<sup>th</sup> Street is not widened. He said it was stated by the applicant at the Neighborhood Information Meeting that the success of the project is tied to that street widening.

With the speaker's time allotment running out, it was agreed by the Planning Commission to allow 1 additional minute.

Mr. Gunn stated that the empty hay bales sitting on the property are more attractive than what's being proposed and that he doesn't think people who live in the neighborhood will utilize the storage facility because they have their homes to store their things in.

Mr. Armstrong asked Mr. Gunn if he paid any high-hazard insurance because he lives so close to the dam and Mr. Gunn answered that to his knowledge, no.

Mr. Haugh asked if the area was developed in such a way as to provide jobs that would be beneficial to his neighborhood, would he support that? Mr. Gunn stated he'd consider on a case by case basis. He re-stated his concerns about lighting regardless of what's planned for that space. He noted that the in Staff Report there was a request to plant evergreen trees to try to mitigate that but he noted that it would be a number of years before the trees grow tall enough to impede lighting that would come directly onto his property.

Michael Meyers of 2909 SE Virgo, which is adjacent to the north of the property in question, came forward to speak against approval of the proposed project.

Mr. Meyers noted that all the residences surrounding the subject property sit at a higher elevation so they do have a downward, birds eye view, and most of the trees around the property are deciduous so that in the winter time the homes have a direct view of the property.

Mr. Myers stated that he attended the NIM and Mr. Meyers seems willing to do what's needed to the buildings look nice, including making the roofs green. Mr. Myers is not as concerned about the facades as he is the rooftops and noted that these rooftops will be what someone walking the dam at Lake Shawnee will see.

Mr. Myers stated he hopes Mr. Meade builds the project, but not in his backyard. He is an RV owner and a prospective tenant, but is concerned about what might come in the future if the property is re-zoned for Industrial use. He added that perhaps his greatest concern is future outdoor storage units due to their negative visual impact.

Mr. Myers noted that there's an existing storage facility in the area at 21<sup>st</sup> & Wittenberg. He stated that it's mixed in with other industrial use and that's where an outdoor storage facility belongs. He asked that if the Commission does vote in favor of the project, they include strong prohibitions against outdoor storage.

He also asked that the Commission carefully consider the traffic at 29<sup>th</sup> & Wittenberg. He said trying to find a break in traffic that allows you to turn onto 29<sup>th</sup> from Wittenberg is difficult for a car or truck and it would be much more difficult for a vehicle pulling a trailer or boat, thus making the traffic issue even worse for neighborhood residents.

In conclusion, Mr. Myers suggested that if the project is not approved the City look at long-range planning that includes green space on the property.

Karen Tardiff of 3025 SE Virgo came forward to speak against the project. She stated that there are some evergreen and some deciduous trees around/behind her house and she is able to see the lake in the winter.

Ms. Tardiff noted that Shawnee is a small lake; it's not Clinton or Pomona. She noted that there's a lot of commercial use around 6<sup>th</sup> & Croco and stated that this is not necessarily the atmosphere you'd want in a recreational area. She stated that she doesn't have high hazard insurance premiums and also that most people she has spoken with are horrified at the prospect of storage facility being placed at 29<sup>th</sup> & Wittenberg.

Ms. Tardiff spoke of a property in Kansas City where a large lumber yard and store was built in an area where large expensive homes are forced to look down at the roof and grounds of the store and parking lot, noting that it looks like a prison. She is concerned that homes in her neighborhood will experience the same sort of thing if the project goes forward.

She re-stated that the project doesn't fit in with the atmosphere and said she has recommendations for a recreational area, restaurant, etc. She concluded by saying that she believes the property can be developed but that this isn't an appropriate use.

With nobody else coming forward to speak, Mr. Kannarr declared the **public hearing closed**.

Mr. Fiander pointed out for accuracy sake that the PUD proposal does not permit pole lights. Lighting would be pack lighting pointing down from the top of the building walls. Mr. Meade came forward to verify this is the plan for lighting and also noted that security will be provided via keycards, alarms and cameras so an excess of lighting will not be necessary. Questions from Ms. Ringler and Mr. Woods brought out the fact that Mr. Meade does not anticipate having to light the storage areas late at night. Per Mr. Meade, the lightpacks are designed to hang approximately 9' from the ground and the 25-35 watt LED bulbs are pointed downward. The exterior buildings will be taller than the interior buildings so they will shield some of the view and also some of the lighting.

Mr. Fiander clarified that the standard Right of Way for arterials is 105' and the county is asking for an additional 20' to serve as a permanent construction easement. He also stated that the elevations shown by the applicant in their PowerPoint presentation had not been made available to Planning staff in time for them to evaluate. He noted that Mr. Meade has worked with staff to make changes requested. He pointed out that while staff is not recommending approval, if the Commission chooses to continue the case, the staff recommendations would be the minimal needed to proceed and the applicant needs to be clear about whether the project is an office park with storage or a storage park with office. Staff recommendations in the staff report are meant to move in the direction of an office park with some storage and have a park setting. He concluded by stating staff ran out of time to accept and review changes based on deadlines necessary to bring the case to the August Commission review. Staff had recommended a continuance but the applicant wanted the case to be heard this month. Staff's "big picture" objection is the proposed density of the project.

Mr. Gales inquired regarding the deadlines involved with Planning Commission cases and Mr. Fiander reviewed the various deadlines necessary to allow staff time to review. He added again that staff had recommended the applicant continue the case to the September Planning Commission to allow more time for necessary changes and reviews. The applicant chose not to, so staff wrote their report based on the information they had at the time.

Mr. Kannarr asked for clarification as to whether the applicant has agreed to 16 of the recommendations listed in the staff report, the exception being #10 having to do with the location of parking. Mr. Neunuebel

stated that to his knowledge, the applicant has not submitted anything to staff stating their agreement or disagreement with any of the conditions.

Mr. Kannarr then asked the applicant if they are willing to agree to 16 of the recommendations. Mr. Mauer stated that he had made changes but knew staff wouldn't have time to review so simply brought them straight to the Planning Commission meeting. Mr. Kannarr asked if everything had been addressed except for the parking and Mr. Mauer stated that it had.

Mr. Hall stated that condition 11 requires they decrease Type II Storage by 2/3, a substantial change that should be verified by the applicant.

Regarding Condition 11, Mr. Gales asked Mr. Meade about the phasing of the project and pointed out that the I-1 light industrial doesn't come in until Phase 4 or 5. He wondered how important that is to Mr. Meade's business model since that's what seems to be out of place for the area. Mr. Meade noted that RVs take up a large amount of land because of the area required for turn-around. He stated there may be changes in the future regarding climate control based on the market, but the structure will likely stay the same. He stated that he'd like to have a lot more RV storage space but the land is not available due to the office buildings. He said that phasing might change, noting that those changes would have to be approved by Planning staff. He also stated that he doesn't think of the storage as being I-1. After discussion, Mr. Gales stated that what he was hearing Mr. Meade say, indirectly, is that the I-1 is critical to the long term success of the project.

Mr. Kannarr noted that it's easier to get the zoning changed to PUD with I-1 use than directly from R-1 to I-1. Addressing the view the homes would have looking down, he acknowledged the fact that the view would be different in February than in August because of foliage. He noted that the land has been vacant for 20 years and while he's not sure this is the perfect development, he's also not sure there will be one. He expressed concern about staff not having been provided with or allowed time to review the responses to the 17 recommendations.

Mr. Gales discussed the fact that sometimes higher zoning such as O&I and Commercial can blend in with residential settings but he has concerns about going to I-1 zoning. He also questions the necessity based on the proposed phasing of the project; if it's a priority, why aren't they developing that first?

Mr. Kannarr stated that he too is concerned about identifying space around the lake for storage and wonders about the importance of the storage since it's not included in the first 3 phases of the project.

There was discussion about staff's recommendation #10 and Mr. Gales stated he thinks the parking could remain where it is and hidden with landscaping. Ms. Ringler stated she would not want the backs of the buildings to be to the street.

**Motion by Mr. Haugh to defer this matter until the September 18, 2017 Planning Commission meeting so that staff has time to review the new information presented. Second by Ms. Jordan.**

Discussion followed as to whether the September Planning Commission date would allow the applicant to submit to staff the revised plans that had been presented at this evening's meeting, then allow staff time to review. There was also concern expressed about whether this date would allow time for public notification regarding the revisions.

Following this discussion, Mr. Haugh **amended** his **motion** to be to defer the matter until the October 16, 2017 Planning Commission date. Ms. Jordan seconded this revision. Ms. Messina noted that she is in

agreement with deferring the matter as she is currently too conflicted to be sure whether to vote for or against the project. Mr. Woods agreed. APPROVAL (9-0-0)

**Adjourned at 8:05PM**

**Summary of Neighborhood Information Meeting  
for Zoning at Wittenberg Road and 29<sup>th</sup> Street  
September 26, 2017, 6:00 pm; Reynolds Lodge at Lake Shawnee  
By Frank Meade**

The original mailing list of 71 notices was used although it covered an area far wider than required so those persons previously notified could be informed. In addition, *Nextdoor* social media was used to inform an additional 3,400 persons of the Neighborhood Information Meeting. As in the previous meeting of July 27, 2017, the majority of the persons attending did not receive notifications. Of the 27 persons actually attending the meeting, only 12 were in the notification area and 15 were from outside the area.

A different format was used for this meeting with several display stations. The results were better allowing the public to be better informed about the project. As before there were several vocal persons from outside the notification area, but the meeting format allowed them to be handled. The questions and comments were similar to the Neighborhood Information Meeting of July 27, 2017.

**LIGHTING and SECURITY:** Too bright? Bright lighting is no longer a significant security requirement. Lighting will consist of 18-25 watt LED wall packs at 9 feet to 13 feet spaced 40-50 feet apart. The lights shine downward between buildings producing low, but adequate, lighting. Individual doors will be linked to computer control and alarms. All license plates will be recorded and the facility will have an on-site Manager.

**TRAFFIC:** On the average, less than one vehicle per hour will be going into the storage facility with some days having no traffic. The storage is designed so that a truck and large trailer can pull completely into the facility without blocking traffic. Office traffic will generally be from 29<sup>th</sup> Street when it is expanded to five lanes and should not be significant.

**VISUAL IMPACT:** It was felt the storage facility would appear similar to that found in industrial districts, which is not true. The design will have no storage doors visible from the streets. The exterior buildings use a textured material and muted colors. In addition, faux windows and doors have been added to the exterior buildings highlighted with rock columns to give the appearance of a residential building. The office building will shield the storage from 29<sup>th</sup> Street and extensive landscaping will be used to soften the overall appearance as per Planning request.

**RESIDENTIAL:** Why not use the property for residential? It would be difficult with Lake Shawnee dam being rated as 'high risk' and possibly creating a liability for the City and County.

**OFFICES:** Many felt the office buildings would not be built. Due to increased inquiries, one of the office buildings will be built in the initial construction phase.

In the new presentation format, questions and concerns were addressed. I would like to thank our Planning Department and City Councilman Tony Emerson in assisting with the meeting.

# Neighborhood Information Meeting

## Sign in Sheet

Proposed PUD Master Plan for Property Located at Northeast Corner of SE 29th Street and SE Wittenberg Rd

Date: September 26, 2017 at 6:00 PM

Meeting Location: Reynolds Lodge at Lake Shawnee

Name	Address	Email (preferred)/Phone
Tony Emerson	Dist 4	temerson@tpeke.org
Charles & Linda Cordeiro	2902 SE Virgo Ave.	noel81@prodigy.net
Christopher Dotson	2341 SE Oakwood Drive	christopher.dotson@outlook.com
Patricia Dotson	2341 SE Oakwood DR	trish.dotson@yahoo.com
Ellen Kresten	2306 SE Gemini	
Sue Rolfe	3001 SE Aries	
M. Cano	3010 SE Aries	
S. G. Reaso	3206 SE 28th Terr	
Packy Murphy	3436 SE 37th St.	couponpal@cox.net
Jan Valdyne	3428 SE 37th St	janvald@hotmail
Marty Sajtsek	2824 SE 29th	
Kathy Scannell	2903 SE Virgo	ka.scannell@live.com
Alyson Lewis	3109 SE 28th Terr	Alyson.KSU@gmail
Kathi Christman	2500 SE Wittenberg Rd	
Annice Landholm	2406 SE Gemini Ave	
Chris Gunn	3000 SE Aries	
Lori Anderson	<del>2308</del> 2308 SE Sagis Ct	
Terry Palotta	2308 SE Sagis Ct	
Pat Vandil	3025 SE Virgo	
Karen Vandil	3025 SE Virgo	
Kate New Hamilton	3007 SE 28th Terr	224-402-1873
Norman & Marcia Hogan	2736 SE Aquarius Dr.	normmarh@cox.net
Lori Koepsel	4318 SE Violet Ct.	lorikoepsel@cox.net





## John Neunuebel

---

**From:** Robert Pfuetze <rpfuetze@att.net>  
**Sent:** Tuesday, September 19, 2017 10:21 AM  
**To:** John Neunuebel  
**Subject:** Storage Units at 29th and Whittenberg

Mr. Neunuebel,

I want to express my opposition to the building of an "eyesore" such as a storage unit complex near an area as beautiful as Lake Shawnee. Storage units in no way enhance the functionality of a recreational area such as this, and would definitely detract from its esthetic beauty. Please reject this plan.

Robert Pfuetze  
2745 SE Granger St

## John Neunuebel

---

**From:** Bobbie Anderson <bobbie.anderson@washburn.edu>  
**Sent:** Tuesday, September 19, 2017 4:42 PM  
**To:** John Neunuebel  
**Subject:** 29th & Wittenberg NO TO DEVELOPMENT!

Hello John Neunuebel, Case Planner for The City of Topeka Planning Department

We DO NOT WANT DEVELOPMENT OF THE PROPERTY AT Southeast 29TH AND WITTENBERG.

We live adjacent to the property that Frank Meade wants to develop into Storage Units. Our address is 3001 SE 28th Terrace. My sister and her husband, the Kasses, own the property. We are up-hill from the property. We are not far from the proposed apartment area.

Some reasons we do not want development:

- Rain drainage would be affected.

Presently, heavy rains drain into that area and are absorbed by the woods and field. During the 14 years we have lived here the back yard, and that of our neighbor to our south have pooled when the ground is saturated and/or the rains have come down heavily. This water, and the rain on the woods and field that is not absorbed into the ground, naturally flows downhill into this open field and eventually into the creek that ends in the Lake Shawnee runoff stream. The ditch along 29th often runs full and overflowing into the field during rain storms.

Proposed buildings, walls, and roads leave little to no area for absorption of water. The proposed structures could be undermined with this runoff. The water that runs off will take with it the pollution of the area without the natural screening presently afforded by the woods and field.

Similarly, the proposed apartment area woods and field is drainage and filter for other Aquarian Acres properties.

- Natural resources of food, shelter, water and oxygen will be altered.

Presently, the field and woods and creek are home to numerous creatures that will be, at best, displaced or, at worst, eliminated.

This area is home and habitat to deer, turkey, fox, coyote, turtle, skunk, marmot, opossum, raccoon, as well as rabbit, squirrel, numerous species of birds and insects that enrich the community by their presence. These, along with ground dwellers, are ones I have seen. I know other species live here less noticed.

The green provides coolness, moisture and oxygen and cleans the air and water for all of us who live in and pass through the area.

- Noise pollution will be increased.

Trees and fields presently muffle some noise.

Currently, the noise in the valley below Lake Shawnee's Dam funnels in from trains on the north and west, the freeway on the north and west, the fire station on the west as well as traffic on 29th and Wittenberg.

Additional night-time noise includes 2-3:30 a.m. trash disposal of the restaurant and gas station, both below the dam.

Adding structures will add numerous echoing surfaces and will generate noise of their use and upkeep day and night..

- Road use will increase on 29th and on Wittenberg.

Road use has increased dramatically in the 14 years we have lived here. Much of this is due to additional housing and business development.

Both roads are too narrow now and have steady traffic making it difficult to safely walk across 29th to access trails in Lake Shawnee.

Expanding 29th is in the Plans for development, but has no timetable to begin.

The intersection of the two roads already poses much driver frustration from the traffic flow in all three directions.

Turning often requires a long wait and more and more often drivers turn when conditions are not safe.

Adding more business and residential usage will add traffic and slow traffic further and increase the possibility of accidents.

- Heat will be increased.

Buildings and streets accumulate and store heat that will be reflected throughout the day and night.

Replacing ground cover with structures and surfacing creates new sources of heat to the community. Because the area is low, a valley, wind will not readily clear away the heat.

- Light will be increased.

Nominal and ground-facing light will brighten the adjacent community's air even at night.

Aquarian Acres, on purpose has no street lights. We enjoy seeing the stars and watching the stars roll through the seasons.

When development has come in on the east of Aquarian Acres, the agreements have been to have no night light presence and no late night activity.

This kind of agreement would be best followed, when and if the properties west of Aquarian Acres are developed.

Happy neighbors make good companions.

Sincerely, Bobbie Anderson

## John Neunuebel

---

**From:** Jerri Blassingame <jblass001@gmail.com>  
**Sent:** Wednesday, September 20, 2017 7:41 PM  
**To:** John Neunuebel

My husband and I have lived in Aquarian Acres for almost 40 years. What we've seen is slow growth with fantastic results. It's beautiful here, open spaces, moderate traffic and families that love the location. Now we're hearing of a request to put storage units along our main throughfare. That stretch between SE Croco and Westedge Rd is a welcome from the city to Lake Shawnee and all it's beauty. I'm sure you've experienced it yourself, hopefully with family. I wish Mr Mead success in finding a more suitable location, but this corner is not it. Please, please deny this effort. Preserve the natural look. Take a walk along the dam as thousands do, and then imagine that corner with storage units destroying it. Thank you for your consideration. I'm praying that you will listen and deny this plan  
Jerri Blassingame

## John Neunuebel

---

**From:** mary bunn <mabunn@gmail.com>  
**Sent:** Monday, September 25, 2017 9:07 AM  
**To:** John Neunuebel  
**Subject:** Storage units on Se 29th

We have lived just west of Lake Shawnee for 30+ years and enjoy all of the wonderful amenities that the lake offers, and definitely do not want to see storage units, or even retail office space in the area of 29th and Wittenburg. Things that would add to the enjoyment of the area would be restaurant or coffee shop, other than that, please keep the lake a destination for recreation, NOT for storage!

Mary Bunn

Sent from my iPad

## John Neunuebel

---

**From:** Susie Beninga <ssbeninga@aol.com>  
**Sent:** Monday, September 25, 2017 6:09 PM  
**To:** John Neunuebel  
**Subject:** Storage units 29th and Wittenberg

Dear mr. Neunuebel, I will not be able to attend the meeting Tuesday evening at Reynolds Lodge regarding the building of storage units at 29th and Wittenberg. I am totally against using this property for the purpose proposed. Has Mr. Meade done a market study to even determine if storage units would be a sound business investment to put there and if not, what is his purpose for building one. I believe the use of this property would be a much better investment for someone in building something that would enhance the area whether it would be a residential or commercial development. I personally would like something that would complement all the improvements that have been made at lake Shawnee, something that would add value to the area, provide another stream of ongoing revenue whether it be commercial or residential.

There are storage units already within a 5-8 mile radius and it is my understanding that there are plans already being developed for storage units to be built on 21st St. In an area that is already commercial . If so, why do we need additional storage units on a well used roadway.

I vote no.

Respectfully,

Susie Beninga

## John Neunuebel

---

**From:** Neddermeyer, Lori <Lori.Neddermeyer@ssa.gov>  
**Sent:** Tuesday, September 26, 2017 11:45 AM  
**To:** John Neunuebel  
**Subject:** 29th & Wittenberg

Hello,

I am a resident of Aquarian Acres and oppose the proposal to have storage units and 29<sup>th</sup> and Wittenberg. The homes backing up to Wittenberg currently have a nice view of trees and a field. If the view changes to storage units and accompanying traffic, their property values will decline. When selling a home, realtors and appraisers base values on similar homes sold in the neighborhood. If the value of those homes decline, so will the value of mine.

A side note - the intersection is busy enough as it is and should have a traffic signal (with a traffic sensor) regardless of proposed development.

I am unable to attend the meeting tonight, but am hopeful others can and oppose the development or express their concerns ahead of time.

Thank you for your time.

Lori Neddermeyer  
3136 SE Aries Ave.

STAFF REPORT – PLANNED UNIT DEVELOPMENT  
TOPEKA PLANNING DEPARTMENT

PLANNING COMMISSION DATE: August 21, 2017

---

**CASE NUMBER & NAME:** PUD17/03  
Lake Shawnee Storage (PUD) Master Plan

**REQUESTED ACTION /  
CURRENT ZONING:** To amend the district zoning classification of the property *from* "R-1" Single Family Dwelling District *to* "PUD" Planned Unit Development, with "I-1", "C-4, and "O&I-1" use group(s) to provide for construction and use of self-service storage units within multiple buildings, climate control storage, and multiple office buildings.

**APPLICANT / PROPERTY OWNER:** Applicant: Mr. Frank Meade  
Property Owner: Marcia E. Herrman Living Trust

**APPLICANT REPRESENTATIVE:** Mr. Frank Meade, Applicant  
Mr. C.L. Maurer, RLA, ASLA, Landplan Engineering P.A.

**PROPERTY ADDRESS & PARCEL  
ID:** Northeast corner of SE 29<sup>th</sup> Street and SE Wittenberg Road  
Parcel ID: 1321003011007010 (a portion thereof)

**PARCEL SIZE:** Size of Project Area: Approximately 10.7 acres

**CASE PLANNER:** John Neunuebel, Planner II

**STAFF  
RECOMMENDATION:** **DISAPPROVAL** of the proposed PUD Master Plan (For complete staff recommendation – see Page 11.)

**RECOMMENDED  
MOTION:** Based on the findings and analysis in the staff report, I move that the Topeka Planning Commission forward to the Governing Body a recommendation of **DISAPPROVAL** of the proposed PUD Master Plan.



**PROPOSED USE / SUMMARY:**

A mix of "self-storage" types I and II, including recreational vehicle storage, and office use, to be developed in five phases. The term "self-storage" is not familiar to most people. Furthermore, the term "office" is distinct from "professional office". Project Information Note No. 8 (sheet 1) restricts the office use to "professional office". However, the five buildings shown on sheet 2 are identified as "office". Note the following Use Definitions per the Zoning Regulations (TMC 18.55):

*"Office" means a building or portion of a building wherein services are performed involving predominantly administrative, professional, or clerical operations.*

*"Professional office" means the office of a person engaged in any occupation, vocation, or calling, not purely commercial, mechanical, or agricultural, in which a professed knowledge or skill in some department of science or learning is used by its practical application to the affairs of others, either advising or guiding them in serving their interest or welfare through the practice of an act found thereon.*

*"Self-storage, type I" means a low intensity indoor facility serving the temporary storage needs for individuals and small businesses. Individual units have indoor accesses only via hallways and no business activities shall occur on the premises except for the leasing of the units.*

*"Self-storage, type II" means an indoor and/or outdoor facility to meet the temporary storage needs for individuals and small businesses. Individual units may have their own exterior access; the outdoor storage of recreational vehicles, boats, and motor vehicles are permitted; and no business activities shall occur on the premises except for the leasing of the units.*

**DEVELOPMENT / CASE HISTORY:**

The 10.7-acre project site consists of vacant land that is intermittently used for agricultural production on approximately 7 acres, with approximately 2.5 acres of the site being wooded. Previous uses include a horse farm and associated residence on the site operating into the 1970s, with associated out-buildings still present into the 1990s.

The current zoning of R-1 residential has been in effect for many decades. An application for proposed Planned Unit Development for residential and office uses on the subject site was submitted to the City for processing in 2005, and was subsequently withdrawn.

In addition to the proposed PUD currently in process, there is an associated plat map also being processed concurrently as a "minor plat."

PHOTOS:



West side of project area looking south along SE Wittenberg Road with Shawnee Lake dam in background



Intersection of SE 29<sup>th</sup> Street and SE Wittenberg Road facing northeast into central portion of project area



South side of project area looking east with SE 29<sup>th</sup> Street adjacent on right and below Lake Shawnee dam

**ZONING AND CHARACTER OF SURROUNDING AREA:**

The Lake Shawnee dam is located immediately south of the property. Lake Shawnee is a multiple-use recreation area serving the city, county, and region. Adjacent areas to the north and east consist of single-family residential neighborhoods, with commercial areas located further to the east (approximately 1/3 mile) along 29<sup>th</sup> Street. The 5.4 acre tract immediately west is vacant and is almost entirely in the 100-year flood plain. A convenience store is located approximately 650 feet west of the site, with single-family residential development further west along 29<sup>th</sup> Street.

**OVERVIEW OF PROPOSED PUD ELEMENTS**

**UTILITIES:**

All utilities to be underground, with sanitary sewer and water service to be provided by City of Topeka. The property owner/applicant will be connecting directly to the sanitary sewer main to the north by way of a private force main. The sanitary sewer connection is required for the self-storage use (as it is required to contain an office) and the office use.

**CIRCULATION, PARKING, AND TRAFFIC:**

The PUD master plan provides for internal circulation for vehicles and pedestrians, including two points for vehicular access; one located on 29<sup>th</sup> Street and another on Wittenberg Road. (Wittenberg Road is classified as a major collector and 29<sup>th</sup> Street is classified as a minor arterial.) A recreation trail south of 29<sup>th</sup> Street atop Lake Shawnee dam and overlooking the project site is a portion of the trail that extends around the entirety of Lake Shawnee. So, too, a multi-use trail is planned for

placement below the dam and will be completed with forthcoming improvements to 29<sup>th</sup> Street as currently being planned and designed by Shawnee County Department of Public Works.

The PUD Master Plan includes 43 parking spaces including spaces for disabled persons, and this number meets or exceeds the City's off-street parking requirements.

Due to anticipated, relatively minor traffic impacts associated with self-service storage and office use(s), a traffic impact assessment was not required for analysis of the proposed zone change.

## **BUILDINGS:**

The PUD Master Plan provides for a total of seventeen (17) buildings as follows:

Self-Storage Type II (indoor storage with outdoor access): 5 buildings; 28,400 total square feet;

Self-Storage Type II (including covered storage of recreational vehicles): 4 Buildings; 35,000 total square feet;

Self-Storage Type I (climate control/ interior entry for each storage unit with one or two entries to/from building exterior) 3 buildings; 33,750 total square feet;

Management office and caretaker's residence, accessory to the self-storage; approximately 1,900 square feet;

Office Buildings: 5 buildings; 18,800 total square feet.

(Building types and their locations within the site are highlighted in prepared exhibit as Attachment 4 of staff report.)

Project phasing provides for construction of Storage Buildings 'A,' 'B,' 'O,' and Office Building 1 in 2017, with additional storage and office buildings completed in Phases 2 through 5 through the year 2026. (Detailed phasing information included on Page 1 of PUD Master Plan and also on Phasing Plan exhibit prepared by staff as Attachment 5 of staff report.)

The following information is provided for two other self-storage facilities as a comparison to the self-storage portion of the project being proposed:

Self-Service storage Type II facility at SE California Avenue and SE 45<sup>th</sup> Street: Four buildings totaling approximately 22,000 square feet with

space for 4 or 5 additional buildings in the future.

Self-Service storage Type II facility at SE California Ave. and SE 27<sup>th</sup> St. (south of Wal-Mart): 21 buildings totaling 60,000 to 65,000 square feet.

**SIGNAGE:** The PUD Master Plan provides for a maximum of two (2) free-standing monument signs for the project, with placement of one sign on Wittenberg Road and one sign on 29<sup>th</sup> Street. The proposed signage standards are substantially more restrictive than signage permitted under I-1 and C-4 zoning.

**LANDSCAPING AND FENCING:** The PUD Master Plan includes a landscape plan exhibit that provides for enhanced landscaping primarily in the form of landscape buffers along both Wittenberg Road and 29<sup>th</sup> Street. Much of the wooded portions of the site will remain as undisturbed buffer areas.

**OTHER:** A Stormwater Management Report has been submitted for the PUD, with the most recent PUD Master Plan iteration undergoing continued analysis after comments were provided to the applicant regarding initial submittal.

**VARIANCES REQUESTED:** None

### **COMPLIANCE WITH DEVELOPMENT STANDARDS AND GUIDELINES**

The PUD Master Plan establishes development standards and guidelines as described in the previous section of this report., and these standards are more restrictive than the standards applicable to I-1, C-4, and O&I zoning without a planned unit development. For example, General Note No. 11 prohibits manufacturing; fabrication and other industrial uses; retail sales; storage of flammable, perishable, or hazardous materials; rental of trucks and equipment. General Note No. 13 prohibits outdoor storage. General notes 15 through 18 consist of design standards beyond what is required in O&I, C-4, and I-1 districts.

### **OTHER FACTORS**

**SUBDIVISION PLAT:** A minor subdivision plat for the project area is being processed concurrently with the proposed PUD Master Plan.

**FLOOD HAZARDS, STREAM BUFFERS:** As noted in the Stormwater Management Report (currently being revised in response Engineering staff's review comments), the property lies within the Deer Creek Drainage Basin, with an unnamed tributary to Deer Creek lying along the north edge of the property, running east to west. All runoff from the site flows to the west and north, convening at the unnamed tributary as it flows under Wittenberg Road to the west. A small portion of the property in the southwest corner of the site is located within Flood Zone AE, representing a 0.2% annual chance of flooding (Also known as the 500-year flood plain). Although the

Stormwater Management Report refers to gravel driveways as a method of increasing the amount of pervious surface within the project area, the City would normally require that all driveways within such a project be paved or have pervious hard surface (i.e. permeable pavement).

**HISTORIC PROPERTIES:** None

**NEIGHBORHOOD MEETING:** The project applicant held a Neighborhood Information Meeting on Thursday, July 27, 2017. Questions/comments from approximately 38 attendees were primarily concerned with the land use as proposed including potential negative impacts such as visual/aesthetics, lighting and security, and traffic, with a significant number of attendees voicing serious and substantial concerns related to the proposed project with particular concern about the types of buildings normally associated with self-service storage. (Applicant's meeting summary, along with sign-in sheet, as Attachment 7.)

(Note: Within his prepared meeting summary the applicant mentions there being miscommunication resulting in more persons being notified of the information meeting than if only the zone change was being considered. The notification area was delineated based on the entire project area which was defined to include application for major subdivision plat that was subsequently modified to eliminate residential lots to be located north of the self-service storage and office project area.)

**OTHER:** None

---

### **REVIEW COMMENTS BY CITY DEPARTMENTS AND EXTERNAL AGENCIES**

**PUBLIC WORKS/ ENGINEERING:** City of Topeka Department of Public Works provided particular comments in regard to Stormwater Management Report and revisions and clarifications required therein.

The adjacent segments of SE Wittenberg and SE 29<sup>th</sup> Streets are located entirely within Shawnee County. Staff received a memorandum from Shawnee County Department of Public Works dated August 9, 2017, in regard to recent project re-configuration (memo as Attachment 8). Of particular note:

- The existing entrance on 29<sup>th</sup> may be used only during construction of the entrance on SE Wittenberg Road. An entrance on SE 29<sup>th</sup> will be allowed only upon the completion of improvements to SE 29<sup>th</sup>.
- A segment of 29<sup>th</sup> beginning at the intersection with Wittenberg Road and extending west to include replacement of the bridge over Deer Creek is under design (and scheduled to be constructed in 2019). Shawnee County Public Works will present a proposal to the County Commissioners to extend the 29<sup>th</sup> Street project east to the already improved segment 600 feet west of Croco Road. Although the design of the 29<sup>th</sup> street improvements is not described in detail in the memorandum, the segment of 29<sup>th</sup> adjacent to the project is

anticipated to be a five-lane section with a center turn lane, a standard sidewalk on the north side, and multiple use path on the south side.

- Shawnee County Public Works is not recommending a sidewalk along Wittenberg Road. However, it is City policy to require installation of sidewalk with development of the property at the developer's expense. Staff is recommending it for this project in a manner that does not conflict with the County's recommendation.

**WATER POLLUTION CONTROL:** WPC will continue to review the project as part of its review of the associated subdivision plat and with the review of site development plans to follow for individual phases.

**FIRE:** The City of Topeka Fire Department submitted comments and conditions in response to the original submittal. The PUD Master Plan is generally consistent with the Fire Department's requirements. Site Development Plans submitted for individual project phases will be reviewed for compliance with all requirements.

**DEVELOPMENT SERVICES:** Development Services will review and may comment at the Site Development Plan stage and will complete a detailed review of applications for building permits.

**OTHER:** none

**KEY DATES**

<b>SUBMITTAL OF PUD APPLICATION</b>	June 30, 2017
<b>SUBMITTAL OF REVISED PUD MASTER PLAN</b>	August 4, 2017 (Submittal of substantially revised PUD Master Plan in response to Staff comments dated July 26, 2017.)
<b>NEIGHBORHOOD INFORMATION MEETING</b>	July 27, 2017
<b>LEGAL NOTICE PUBLICATION</b>	July 31, 2017
<b>PROPERTY OWNER NOTICE MAILED</b>	July 27, 2017

**ANALYSIS**

**Character of Neighborhood:** The proposed PUD Master Plan would entitle development that is not compatible with the general character of the neighborhood and threatens to degrade the value of Lake Shawnee as a recreation destination enjoyed by many city and county residents.

The master plan includes approximately 65,000 gross square feet of building area as self-storage type II, approximately 34,000 square feet as self-storage type I, and slightly less than 19,000 square feet as office use. On that basis, 55 percent of the gross building area is a light industrial land use, as self-storage type II is limited by the Topeka zoning ordinance to light industrial zoning (I-1). Twenty-nine percent of the gross building area is a heavy commercial use as "self-storage with indoor access only" is limited to C-4 zoning, and a small proportion of the development (16 percent) consists of office use. The potentially detrimental impact of this distribution of land uses, which is heavily weighted toward a light industrial use, is aggravated by the proposed phasing. Phases 1 and 2

together consist of approximately 28,400 square feet of self-storage types I and II (I-1 and C-4 use groups) and 6,800 square feet of office use (O&I-2 use group).

Regardless of what is entitled by an approved PUD master plan, the City can require compliance with the master plan mainly by reviewing site development plans and building permits but cannot compel the owner to build what is permitted by the master plan. The proposed phasing is such that the office and type I storage (O&I-1 and C-4 uses) is completed at the same time as the type II storage (I-1 use), offering some assurance that the industrial use will not be the predominant form in the early phases. However, concerns remain that the owner will build out various phases of development that results in the site continuing through time to be dominated by uses and development of a light industrial and intense commercial character.

The master plan includes numerous conditions to promote visual quality through physical design. In particular, General Notes 15 through 18 address the design of fences, exterior materials for all buildings, and requires that buildings "immediately adjacent to SW Wittenberg Road and SW 29<sup>th</sup> Street . . . include variation in material, modulation, window openings, and/or other forms of design articulation and variation." These master plan conditions provide some assurances but are not sufficient to ensure the development is compatible with the surrounding area. The development's storage buildings will be visible from the trails around Lake Shawnee. The appearance of the proposed self-service storage buildings detracts from the public's enjoyment of Lake Shawnee.

The master plan includes substantial landscaping, including large trees, around the perimeter of the site. The master plan does not identify landscaping internal to the site. Although landscape plans are required with subsequent Site Development Plans, the space between the buildings, in particular between the office buildings and the climate control storage buildings (self-storage type I), is inadequate to support trees. Trees internal to the site are essential to ensure compatibility with the surrounding area, which is characterized by ample open space with trees and large expanses of grasses.

The self-storage component of the development potentially provides a service for residents of the area and users of Lake Shawnee. However, the overall size of the self-storage facility is larger than what is anticipated to be needed to serve neighborhood residents. Furthermore, the recreational vehicle storage, ostensibly related to recreation on Lake Shawnee, is not included in phases 1-3.

The PUD master plan places the office buildings in a linear pattern behind and on the north side of the parking area and, as a result, surface parking dominates the frontage on SW 29<sup>th</sup> and is thus not a visually appealing design. The aesthetic quality of the office component can be much improved by changing the arrangement of the office buildings so that the parking is recessed behind the south-facing façades of the office buildings. Additionally, attention to the design of the climate controlled storage buildings is needed to help ensure compatibility between the office use and self-storage type I use. Exterior building elevations are not included in the master plan. Without having exterior elevations, especially elevations of the climate control storage buildings and storage building "A" along Wittenberg Road, there is a risk of a visually unappealing development that will negatively affect the character of the Lake Shawnee area.

**Length of time property has remained vacant as zoned or used for its current use under present classification:** The property has been vacant for over 20 years. Prior to that it was occupied by a residence and horse farm.

**Conformance to Comprehensive Plan:** The proposed project is an infill development that contains office uses along with indoor self-service storage buildings. The Topeka Land Use and Growth Management Plan 2040 (LUGMP) contains policies related to growth management and future land use. Generally speaking, growth management policies of the LUGMP are supportive of projects that develop/redevelop within Tier 1 (existing city). The LUGMP "encourages infill and redevelopment within Topeka to take advantage of existing urban infrastructure and services." However; that policy also goes on to state that projects should "promote a range of uses to fit within the overall character of the area."



The subject proposal is an infill development that is located in an area where it can take advantage of existing urban infrastructure and services. The PUD proposes certain conditions to help it fit better within the overall character of the area, which is predominately single-family residential in nature with a regional recreation area at Lake Shawnee location south across SW 29<sup>th</sup> Street. The PUD prohibits outside storage and also prohibits the rental of trucks, trailers, or moving equipment. The PUD also mandates higher design for those buildings that front either public street. Despite these considerations, this project is a commercial/industrial use that does not fit within the overall character of the area.

In addition, the future land use map within the LUGMP (Map #3) designates the subject property as Urban/Suburban Low Density Residential. These areas are predominately characterized by a cohesive display of single and two-family residential development. The proposal being a commercial/industrial use is not supported by an Urban/Suburban Low Density Residential designation. It also worth noting that property on the west side of Wittenberg Road has a "Mixed Use Node" designation reflecting the existing convenience store and bar and grill. However, nearly all of that land is within the 100-year flood plain, is currently classified RR-1 (Residential Reserve), is not annexed with the exception of the convenience store, and is thus not projected to be developed with any significant intensity in the future.

The proposed project consists of an office development and self-service storage facility, and while the project can be defined as a Tier 1 infill project taking advantage of existing urban infrastructure and services, it is not compatible with the overall character of the area, nor does it comply with the future land use map. Overall, the proposed project is not consistent with the Topeka Land Use and Growth Management Plan 2040.

**The extent to which removal of the restrictions will detrimentally affect nearby properties:** The proposed PUD Master Plan includes development standards and building placement that control for some of the potential negative effects of the self-service storage use. However, the conditions of the master plan are not sufficient to ensure that owners of nearby properties and the general public are protected. Master plan conditions or standards cannot compensate for the generally negative impact of the self-storage type I use that comprises approximately 65,000 square feet comprising 55 percent of the building area that would be entitled by the master plan

**The relative gain to the public health, safety and welfare by the destruction of the value of the owner's property as compared to the hardship imposed upon the individual landowner:** The property is currently zoned R-1 (Single Family Dwelling district). Withholding approval of I-1 and C-4 zoning is not anticipated to reduce the value of the property since other development options, such as medium density residential and office, could be considered. Approval of the proposed self-storage type II use, as it is limited by the Topeka zoning regulations to I-1 zoning has the potential to adversely affect the value of residential property immediately adjacent to the site and, to a lesser extent, to other residential property in the neighborhood. Even with extraordinary design requirements buildings for self-storage are industrial in nature, as well as boxy and barracks-like in appearance.

The applicant's assertion that the existing R-1 zoning does not support commercially viable uses for the property might be true to some extent. However, uses of the property other than those uses permitted by the current zoning, such as multiple-family residential and office and institutional uses, and the uses proposed by the master plan have not been fully examined for their economic viability and compatibility with surrounding uses.

**Availability of Public Services:** All essential public services and utilities are presently available, or are planned for the near term, or will be extended at property owner expense. The development will connect directly to City water, with the water main located in SW 29<sup>th</sup> Street. The PUD master plan includes a private sanitary sewer main that will connect directly to the existing public sewer main north of the property. (It is a "force main", meaning the sewer line requires that sewage be mechanically pumped because the topography of the land between the source of wastewater and the connection to the public main does not allow for gravity flow.)

The expected traffic generation from the project does not warrant a traffic impact analysis, although the public has expressed concerns about congestion at SW Wittenberg and 29<sup>th</sup>, with the concern largely about traffic turning from

Wittenberg onto 29<sup>th</sup>. A segment of SW 29<sup>th</sup> Street, one third of a mile in length, from its intersection with Granger on the west to Wittenberg on the east, is scheduled to be widened to five lanes in 2019. Shawnee County is considering including SW 29<sup>th</sup>, from Wittenberg east to Croco Road in the 2019 project. It is anticipated that these roadway improvements to be completed by the County will include construction of new sidewalks, while the owner/applicant of the proposed project area will remain responsible for constructing sidewalks along SW Wittenberg Road.

**Compliance with zoning and subdivision regulations:** The PUD Master Plan establishes development standards and guidelines as described in the previous section of this report, and these standards are more restrictive than the standards applicable to I-1, C-4, and O&I zoning without a planned unit development.

An associated minor subdivision plat is being processed concurrently and must be found to adhere to the City's subdivision regulations. No variances to zoning regulations are requested and no variances are recommended. Development entitled by the master plan as proposed will satisfy or exceed the standards that would apply under I-1, C-4, and O&I-1 standards. The PUD master plan appears to be consistent with the City's subdivision regulations.

### **STAFF RECOMMENDATION**

Based upon the above findings and analysis Planning Staff recommends **DISAPPROVAL** of the Lake Shawnee Storage PUD Master Plan because of its inclusion of self-service storage type II; a lack of assurance of a visually appealing design consistent with the character of the surrounding area; and inconsistency with the Topeka Land Use and Growth Management Plan 2040.

Should the Planning Commission decide to recommend approval, staff recommends that approval be considered subject to the following conditions and upon submittal of a revised master plan and exterior building elevations representative of each use for review by the Planning Commission at a future meeting.

- 1.) Add new General Note to indicate: "Use and development of the site in accordance with the Lake Shawnee Storage PUD Master Plan for Mr. Frank Meade as recorded with the Office of the Shawnee County Register of Deeds."
- 2.) Renumber Project Information Notes 8 and 9 regarding existing and previous zoning designations as Notes # 1 and #2, and re-number other notes as required.
- 3.) Revise Notes #1 and #2 (renumbered per conditions #2) to identify the Self-storage Type II (Indoor Storage with Outdoor Access, including Recreational Vehicle Storage) as I-1 Use Group; Self-Storage Type I (Indoor Storage with Indoor Access Only) as C-4 Use Group; and Office as O&I-1 Use Group restricted to Office and Professional Office uses.
- 4.) Revise Project Information note #12 to delete last sentence referencing the sequencing of office building construction which conflicts with phasing information also included on PUD Master Plan.
- 5.) Revise General Note #3 to indicate 80,000 lbs (not 8,000 lbs.).
- 6.) To General Note No. 4, add "For all self-storage uses, lighting shall be restricted to lighting installed on buildings and shall not include lighting on poles or free-standing poles."
- 7.) Move Project Information Note 11 into 'Circulation, Parking, and Traffic' Notes.
- 8.) To Sheet 3 (Landscape Plan) add:
  - a) A minimum of four (4) medium to large canopy trees along SW Wittenberg Road in landscape setback north of the driveway access. Trees should be spaced 40 to 50 on center.
  - b) Shrubs to landscape setback on west side of the storage office parking area.

- c) Evergreen trees along east side of storage buildings H, J, and L. Shrubs or other screening vegetation along the east side of the easternmost office building may be required at Site Development Plan.
- d) A note indicating existing trees to be preserved along the east and north edges of the site. Also indicate the extent to which existing trees, those shown to conflict with Buildings I and J, are to be removed.
- 9.) Add new Landscape Plan note indicating: "Landscape plans for the Master Plan area in its entirety to be submitted to City of Topeka for review and approval as part of the site development plan(s) approval process and in accordance with TMC 18.235 – Landscape Requirements. Additional landscaping not shown on the master plan may be required in compliance with TMC 28.235. Additional landscaping, exceeding the quantity of landscaping required by TMC 28.235, may be required to meet the objectives of the master plan, including the objective of improving compatibility of the development with the surrounding area which is characterized by open space and vegetation, including trees.
- 10.) Revise the master plan, rearranging the siting of the office buildings such that the parking is placed behind or to the side of the buildings in their position relative to Wittenberg Road and 29<sup>th</sup> Street.
- 11.) Adjust the phasing by increasing the amount of the office space completed within Phase 1 and reducing Type II storage by 2/3's of the proposed square footage with the result that the office buildings are a more predominant part of Phase 1, thus helping to screen the view of the storage buildings from 29<sup>th</sup> Street and ensure Type II storage uses are subordinate in relation to Office and Type I storage uses.
- 12.) Under Project Notes add a note stating that the setback between "Office" buildings and "Climate Control Storage" buildings shall be a minimum of 20 feet and shall accommodate landscaping to include shrubs and trees and to meet the objectives of the master plan, including the objective of improving compatibility of the development with the surrounding area which is characterized by open space and vegetation including large trees.
- 13.) Add new note indicating: "Sidewalks shall be completed adjacent to SE Wittenberg Road prior to issuance of Certificate of Occupancy for Phase I of development. Sidewalks along SE 29<sup>th</sup> Street shall be completed by Shawnee County as part of planned roadway improvement project."
- 14.) Revise signage notes to indicate that each monument sign shall not exceed 6 feet in height.
- 15.) Add new General Note indicating that all driveways shall be paved generally in accordance with the master plan, sheet 2. Driveway surface specifications shall be subject to review at Site Development Plan for each phase of development. Add to the legend identification of areas surfaced with concrete, asphaltic concrete, and pervious pavement. (Some driveways are indicated as consisting of gravel, which is prohibited pursuant to City of Topeka development requirements.)
- 16.) Remove from Master Plan graphic and landscape plan notes indicating height restriction of twelve (12) feet for office buildings.
- 17.) Correct typographical errors in General Note 1, General Note 13, General Note 14, and spelling of Public Works Director name (and title).

## ATTACHMENTS

Aerial Map

Zoning Map

(List of Attachments continued next page)

**ATTACHMENTS (continued from previous page)**

Lake Shawnee Storage PUD Master Plan (3 pages) including landscape plan

Site Plan with Land Use Types Highlighted

Site Plan with Project Phasing

Map of Stream Buffers and Flood Hazards

Neighborhood Information Meeting report and attendance sheet

Comments from Shawnee County Department of Public Works regarding Recent Project Re-Configuration

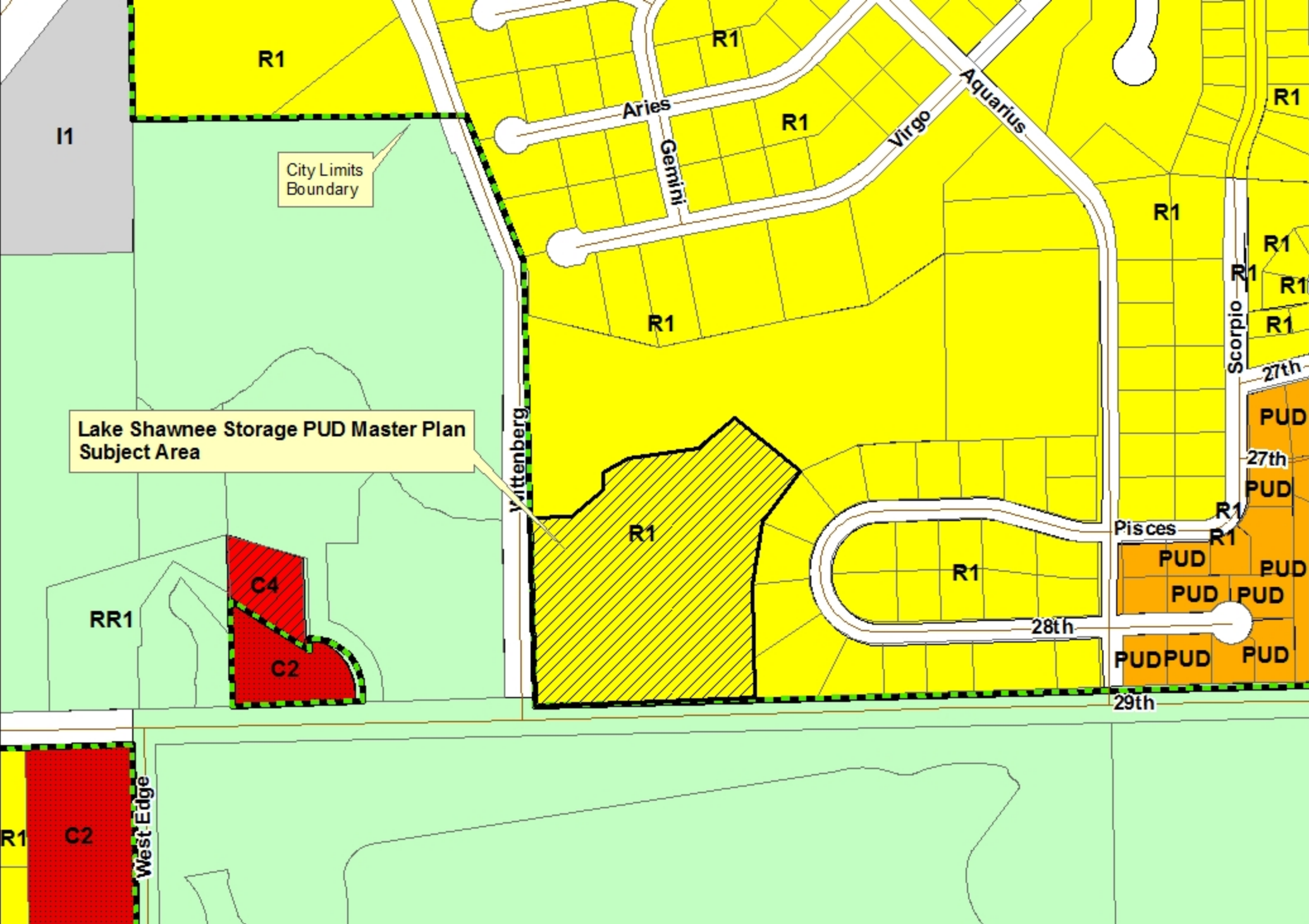
E-mails received voicing concerns for proposed project



Lake Shawnee Storage PUD Master Plan  
Subject Area

**PUD 17/03**  
**Lake Shawnee Storage PUD Master Plan**





**PUD 17/03**  
**Lake Shawnee Storage PUD Master Plan**





# LAKE SHAWNEE STORAGE

PLANNED UNIT DEVELOPMENT,  
SHAWNEE COUNTY, KANSAS  
SW 1/4, SEC. 10-T12S-R16E

BOOK:  
PAGE:  
DATE:  
TIME:

FILING RECORD:  
RECORD WITH THE SHAWNEE COUNTY REGISTER OF DEEDS:  
BETTY NIOCE, REGISTER OF DEEDS

**LANDPLAN ENGINEERING**  
Lawrence, KS • Kansas City, MO • The Woodlands, TX  
1310 Wakarusa Drive, Suite 100  
Lawrence, Kansas 66049  
785.843.7530(p) | 785.843.2410(f)  
info@landplan-pa.com | www.landplan-pa.com

©Landplan Engineering, P.A. 2017. This drawing is copyrighted by Landplan Engineering, P.A. This drawing may not be photocopied, traced, or copied in any manner without the written permission of Landplan Engineering, P.A.

## Parking Summary

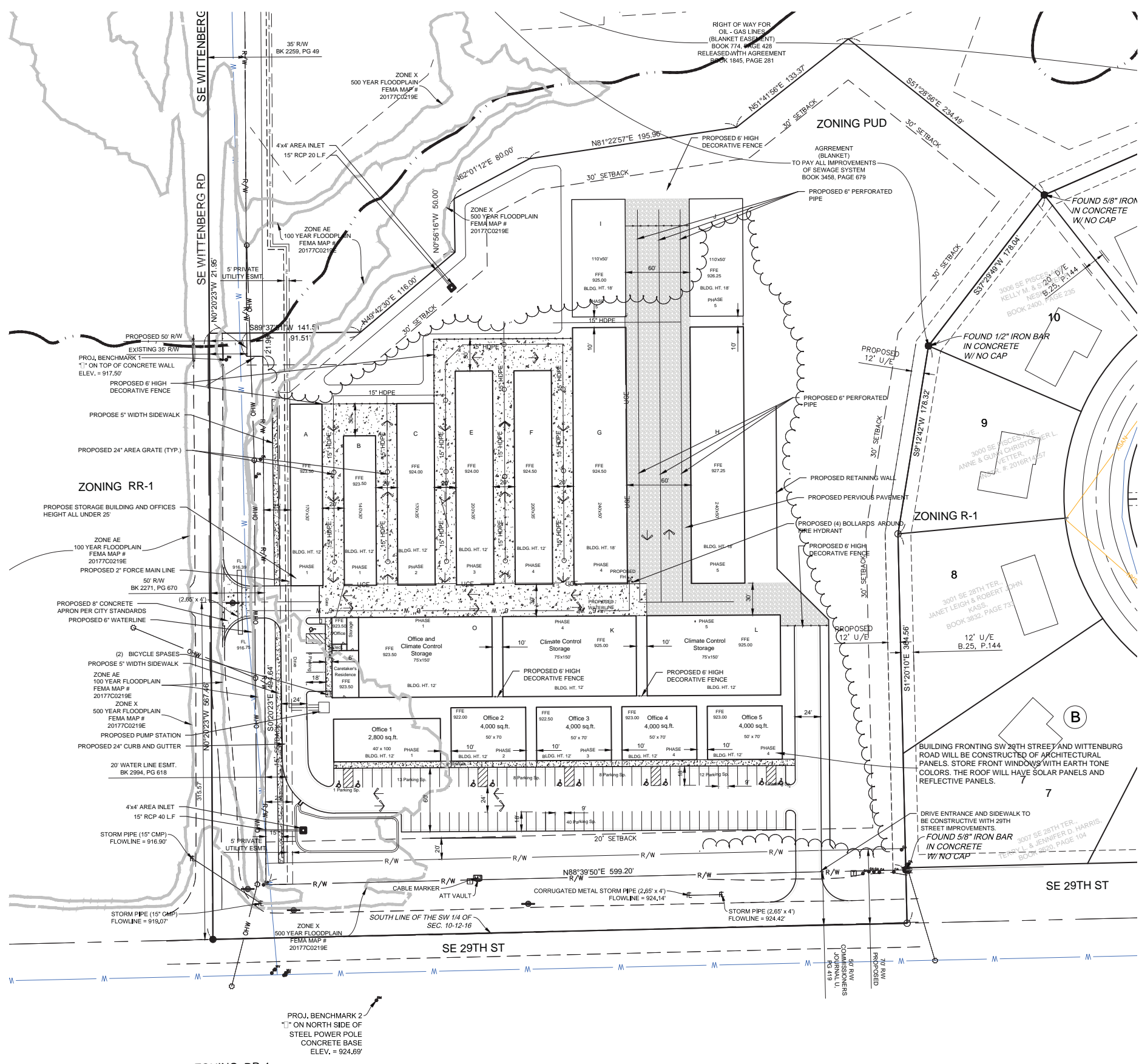
STORAGE OFFICE: 1 STALL PER 400 SQUARE FEET  
750 SF /400 = 2 STALLS  
CARETAKER'S RESIDENCE: 1 STALL PER 900 SQUARE FEET  
1,125 S.F /900 = 2 STALLS  
REQUIRED PARKING: 4 STALLS  
PROVIDED PARKING: 6 STALLS (INCLUDED 1 ADA STALL)

OFFICES: OFFICE USE PARKING AS SHOWN ON MASTER PLAN IS CONCEPTUAL. PARKING AND CIRCULATION FOR OFFICE USE SHALL COMPLY WITH PARKING REQUIREMENTS IN TMC 18.240. PARKING WILL BE REVIEWED WITH SITE PLAN (SITE PLAN REVIEW).

## Site Impervious Summary

THE DATA WITHIN THE FOLLOWING TABLE REPRESENTS THE PROPOSED TOTAL QUANTITIES FOR THIS DEVELOPMENT.

Lot 1	Area (Sq. Ft.)	Proposed Buildings	Area (Sq. Ft.)	%
Existing Buildings	0	Proposed Buildings	112,250	28%
Existing Pavement	0	Proposed Pavement	74,495	19%
Existing Impervious	0	Proposed Impervious	186,745	47%
Existing Pervious	397,597	Proposed Pervious	210,852	53%
Property Area	397,597		397,597	100%



## Legend:

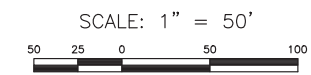
- LED WALL PACK
  - BENCHMARK
  - BOLLARD
  - IRON BAR
  - MANHOLE
  - FLOWLINE
  - GUY ANCHOR
  - GUY POLE
  - WATER METER
  - WATER VALVE
  - FIRE HYDRANT
  - UTILITY POLE
  - SECTION COR
- 
- UNDER GROUND ELECTRIC
  - OVERHEAD WIRE
  - OVERHEAD ELECTRIC
  - WATERLINE
  - RIGHT-OF-WAY
  - 6" WATERLINE
  - FORCE MAIN LINE
  - STORM SEWER LINE
  - SANITARY SEWER LINE
  - FENCE LINE
  - TREELINE

LAKE SHAWNEE STORAGE  
PLANNED UNIT DEVELOPMENT  
PUD GRAPHIC  
SE 29TH STREET  
TOPEKA, KS 66606

REV	DATE	DESCRIPTION
1	07/28/17	PLANNING COMMENTS
2	08/02/17	PLANNING COMMENTS

DATE: June 30, 2017  
PROJECT NO.: 20173010  
DESIGNED BY: CLM  
DRAWN BY: MSW  
CHECKED BY: CLM

ISSUE SHEET NO.  
**2**  
OF 3 SHEETS



FILE NAME: W:\20173010\CAD\Planning\PUD\173010-PUD-02-layout.dwg LAST\_SAVED BY: Mitch Walther SAVED DATE: 8/2/2017 3:39 PM PLOTTED: 8/2/2017 3:56 PM

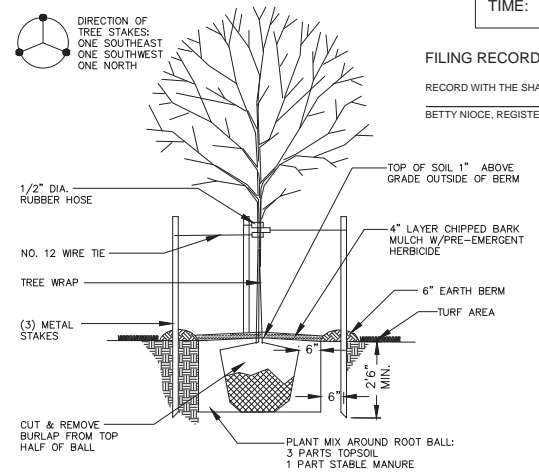
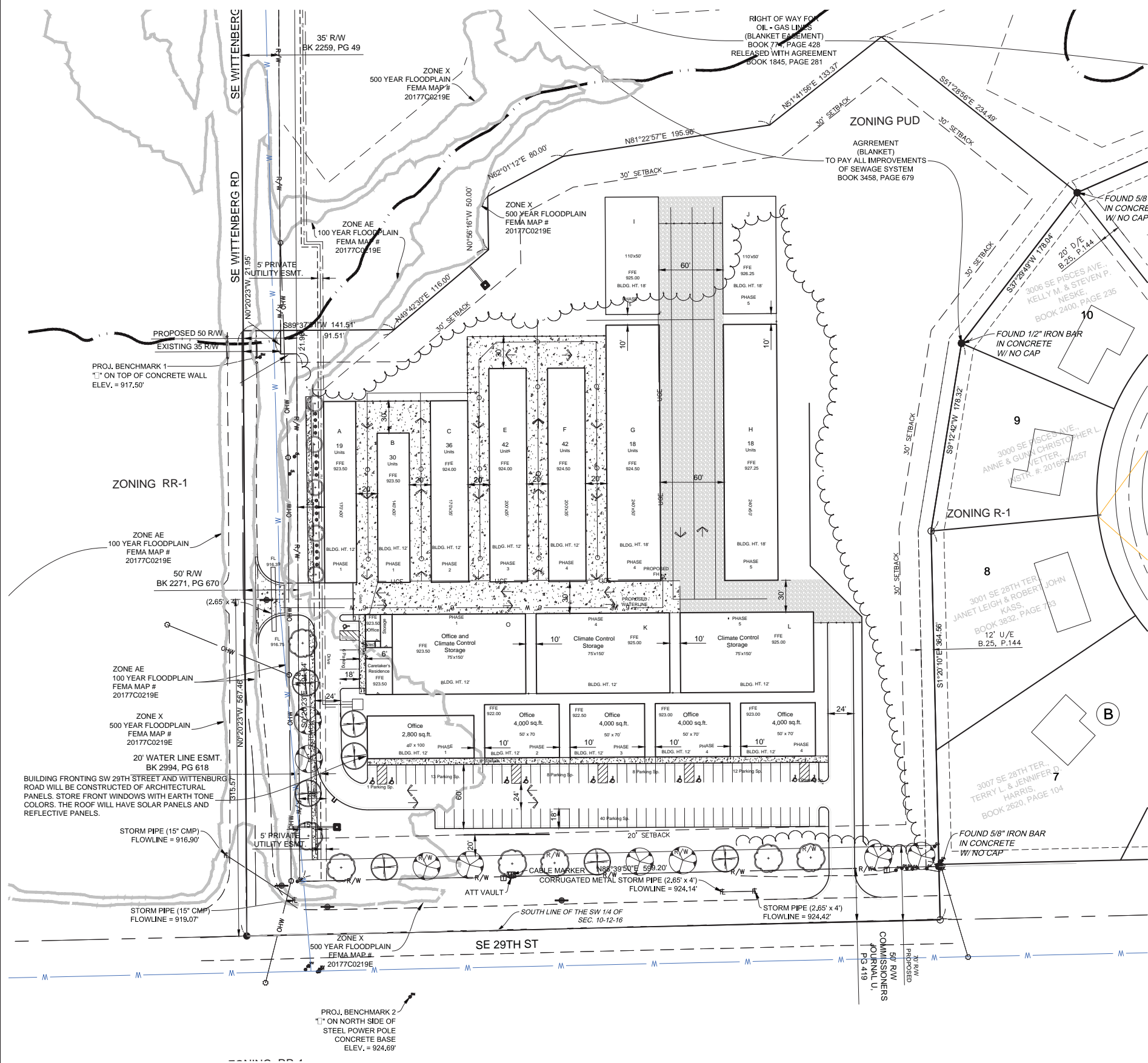


# LAKE SHAWNEE STORAGE

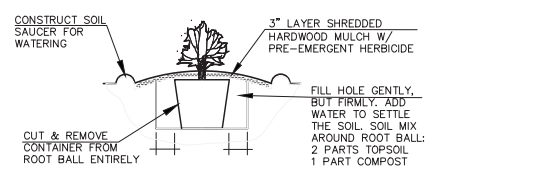
PLANNED UNIT DEVELOPMENT,  
SHAWNEE COUNTY, KANSAS

SW 1/4, SEC. 10-T12S-R16E

FILE NAME: W:\20173010\CAD\Planning\PU\173010-PU-04-Landscape.dwg LAST\_SAVED BY: Mitch Weather SAVED DATE: 8/2/2017 2:54 PM PLOTTED: 8/2/2017 3:38 PM



**1 DECIDUOUS TREE PLANTING DETAIL**  
Not to Scale



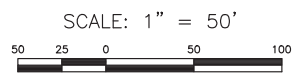
**2 SHRUB PLANTING DETAIL**  
Not to Scale

### Landscape Notes:

- ALL TREES AND SHRUBS SHALL BE STAKED IN THE FIELD FOR APPROVAL BY THE LANDSCAPE ARCHITECT PRIOR TO PLANTING.
- PRUNING OF TREES TO REMAIN SHALL BE PERFORMED BY CONTRACTOR AT THE DIRECTION OF THE LANDSCAPE ARCHITECT OR OWNER.
- REFER TO SPECIFICATIONS FOR PLANT MATERIAL AND INSTALLATION METHODS.
- PLANT MATERIAL SHALL COMPLY WITH ALL SIZING AND GRADING STANDARDS OF THE LATEST EDITION OF "AMERICAN STANDARD FOR NURSERY STOCK".
- LOCATE ALL UTILITIES PRIOR TO DIGGING, CONTRACTOR SHALL BE RESPONSIBLE FOR ALL DAMAGES.
- ALL DISTURBED AREAS NOT DESIGNATED AS PAVEMENT, PLANTING BEDS, BIO-RETENTION SWALES, AND NATIVE VEGETATION AREAS SHALL BE PLUGGED AND SEEDED WITH BUFFALO GRASS 18" O.C. ALL DISTURBED AREAS WHETHER TURF OR BUFFALO GRASS SHALL CONSIST OF A MINIMUM 8" THICKNESS TOPSOIL FREE OF CLAY DEBRIS, STICKS OR ROCKS IN EXCESS OF 1" IN DIAMETER. ALL TOPSOIL AREAS SHALL BE FINE GRADED AND RAKED, REMOVING RIDGES AND FILLING DEPRESSIONS AS REQUIRED TO MEET FINISHED GRADES AND CREATE POSITIVE DRAINAGE AWAY FROM BUILDINGS.
- TURF TYPE TALL FESCUE OR BUFFALO GRASS LIMITS SHALL BE TO EXISTING SIDEWALKS AND/OR TO EXISTING BACK OF CURB ALONG STREETS WITH NO SIDEWALKS.

### Plant Schedule

SYMBOL	PROPOSED QTY.	SPECIES	SIZE	COND.
<b>DECIDUOUS TREES</b>				
	8	COLUMNAR NORWAY MAPLE ACER PLATANOIDES 'COLUMNARIS'	MIN. 2" CAL.	B&B
	7	SKYLINE HONEY LOCUST GLADISTIA TRACANTHOS 'SKYLINE'	MIN. 2" CAL.	B&B
	7	TAXODIUM DISTICHUM BALD CYPRESS	MIN. 2" CAL.	B&B
<b>EVERGREEN TREES</b>				
	5	CANAERT JUNPER JUNIPERUS VIRGINIANA 'CANAERTI'	MIN. 2" CAL.	B&B
<b>DECIDUOUS SHRUBS</b>				
	16	PAMPASS GRASS CORTADERIA SELLOANA	36" MIN.	CONT.



BOOK:  
PAGE:  
DATE:  
TIME:

FILING RECORD:  
RECORD WITH THE SHAWNEE COUNTY REGISTER OF DEEDS:  
BETTY NIOCE, REGISTER OF DEEDS

**LANDPLAN ENGINEERING**  
Lawrence, KS • Kansas City, MO • The Woodlands, TX  
1310 Wakarusa Drive, Suite 100  
Lawrence, Kansas 66049  
785.843.7530(p) | 785.843.2410(f)  
info@landplan-pa.com | www.landplan-pa.com

©Landplan Engineering, P.A. 2017. This drawing is copyrighted by Landplan Engineering, P.A. This drawing may not be photocopied, traced, or copied in any manner without the written permission of Landplan Engineering, P.A.

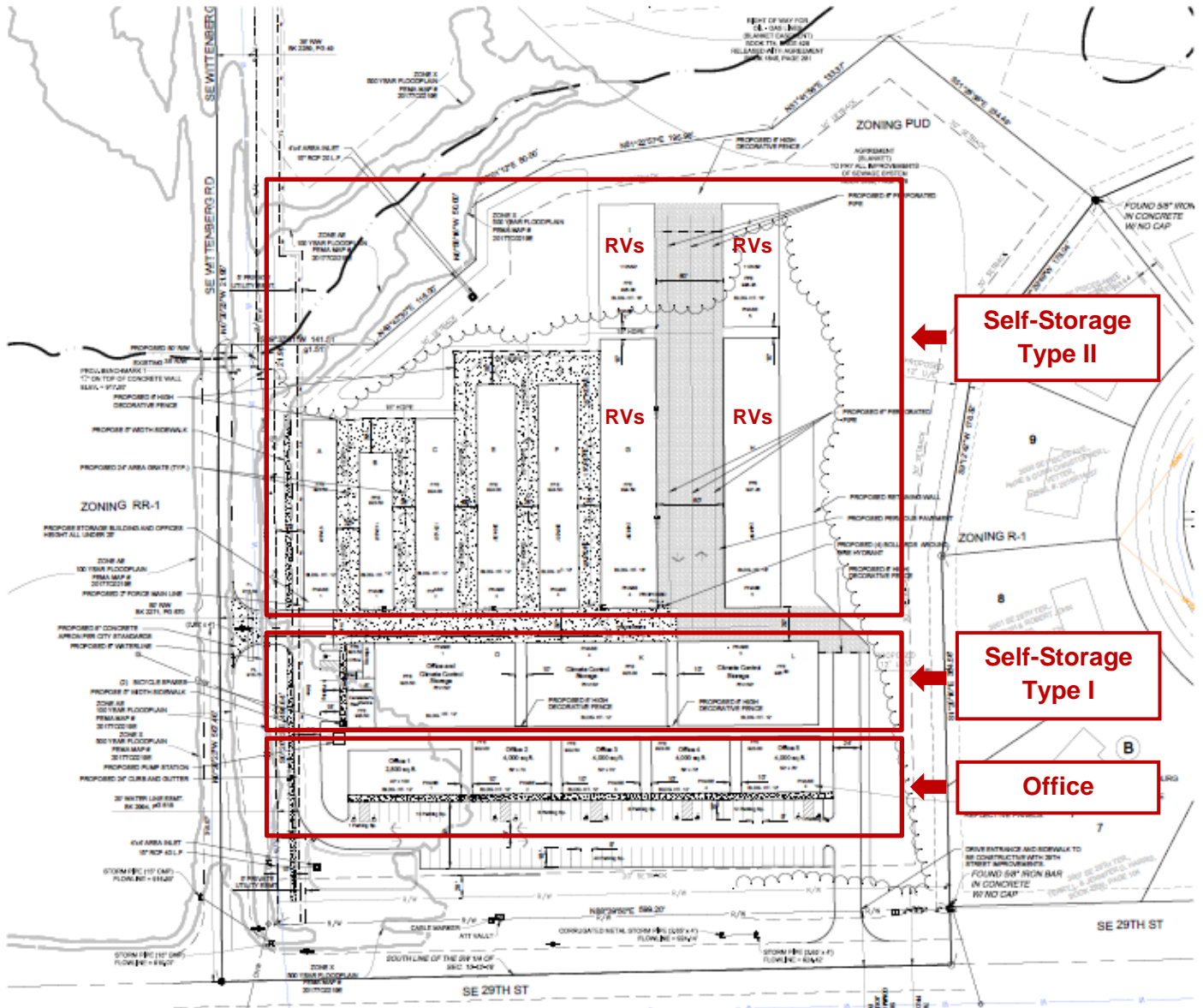
**LAKE SHAWNEE STORAGE  
PLANNED UNIT DEVELOPMENT  
LANDSCAPE PLAN  
SE 29TH STREET  
TOPEKA, KS 66606**

REV	DATE	DESCRIPTION
1	07/28/17	PLANNING COMMENTS
2	08/02/17	PLANNING COMMENTS

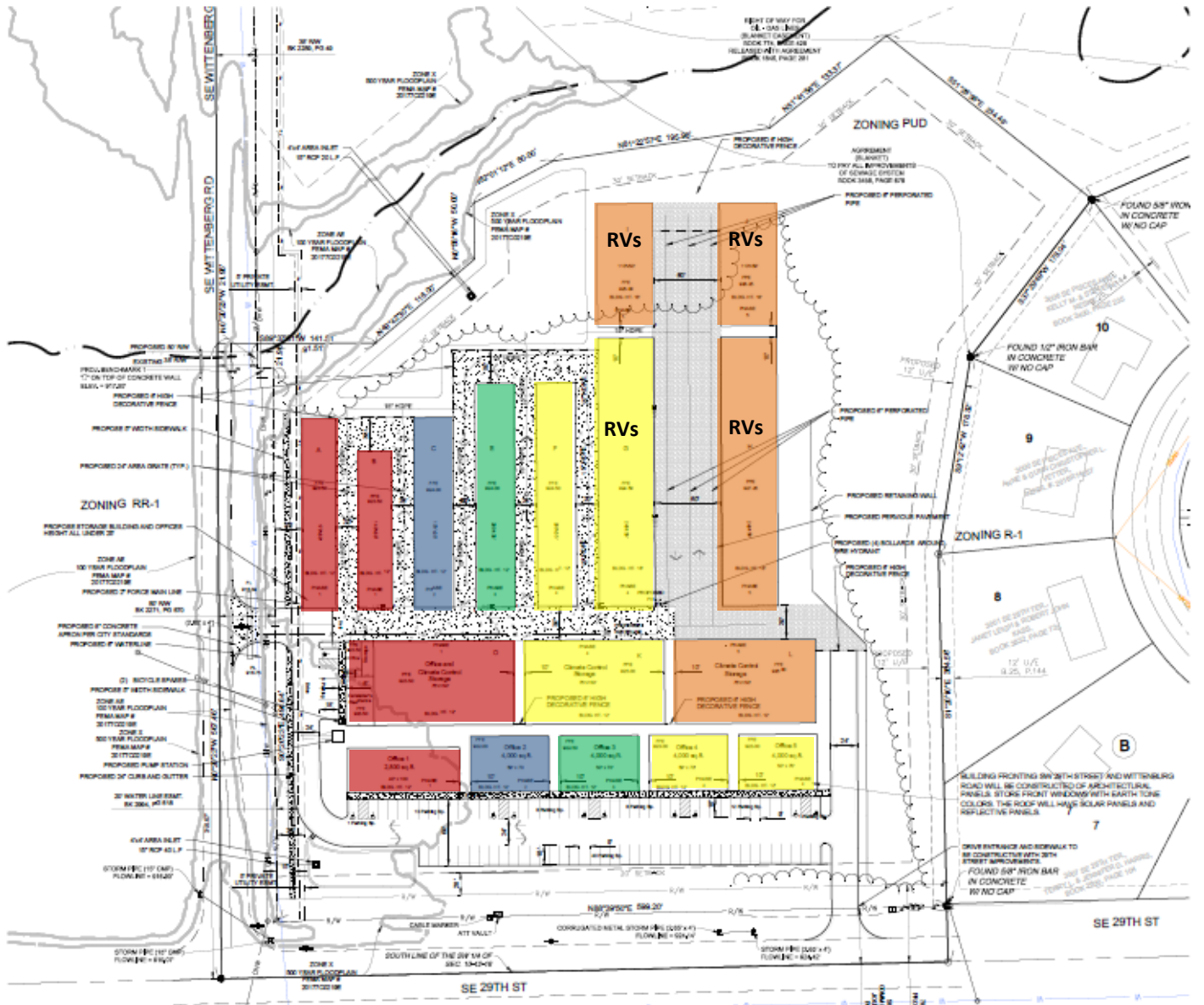
DATE:	June 30, 2017
PROJECT NO.:	20173010
DESIGNED BY:	CLM
DRAWN BY:	MSW
CHECKED BY:	CLM

ISSUE SHEET NO.  
**4**

OF **3** SHEETS



**SHEET 2 / Site Plan with Use Categories Highlighted**  
**PUD17/03 Lake Shawnee Storage PUD Master Plan**



**PHASING PLAN**  
**PUD17/03**  
**Lake Shawnee Storage PUD Master Plan**  
 (According to Sheet 2 of the Master Plan)

Phase 1

Phase 3

Phase 5

Phase 2

Phase 4



**PUD 17/03**  
**Stream Buffer and Flood Hazard Area(s)**

**Summary of Neighborhood Information Meeting  
for Zoning at Wittenberg Road and 29<sup>th</sup> Street  
July 27, 2017, 6:00 pm; Reynolds Lodge at Lake Shawnee  
By Frank Meade**

**RECEIVED**  
AUG 07 2017  
TOPEKA PLANNING  
DEPARTMENT

Due to plat changes and miscommunication, there were 71 meeting notices generated by the Planning Department based on a range of 1,000 feet for the county and 500 feet for the City from the property lines and not the zoning area. In addition, *Nextdoor* social media was used to inform an additional 3,400 persons of the Neighborhood Information Meeting. Of the 37 actually attending the meeting, only 14 were in the notification area and 23 were from outside the area.

If the notices were based on the zoning area, 29 meeting notices would have been mailed. If the range specified in the *Rezoning Application Procedures and Instructions* manual of 1,000 and 200 feet had been used, only 15 meeting notices would have been mailed. From these 15 notices, only 1 person from the county and 1 person from the City attended.

The meeting was disrupted by 8 to 10 persons with continuous questions and no presentation was made. From questions and comments the following concerns were identified.

**LIGHTING and SECURITY:** Too bright? Bright lighting is no longer a significant security requirement. Lighting will consist of 18-25 watt LED wall packs at 9 feet to 13 feet spaced 40-50 feet apart. The lights shine downward between buildings producing low, but adequate, lighting. Individual doors will be linked to computer control and alarms. All license plates will be recorded and the facility will have an on-site Manager.

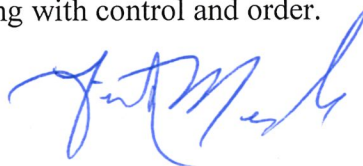
**TRAFFIC:** On the average, less than one vehicle per hour will be going into the storage facility with some days having no traffic. The storage is designed so that a truck and large trailer can pull completely into the facility without blocking traffic. Office traffic will generally be from 29<sup>th</sup> Street when it is expanded to five lanes and should not be significant.

**VISUAL IMPACT:** It was felt the storage facility would appear similar to that found in industrial districts, which is not true. The design will have no storage doors visible from the streets. The exterior buildings use a textured material and muted colors. In addition, faux windows and doors have been added to the exterior buildings highlighted with rock columns to give the appearance of a residential building. The office building will shield the storage from 29<sup>th</sup> Street and extensive landscaping will be used to soften the overall appearance.

**RESIDENTIAL:** Why not use the property for residential? It would be difficult with Lake Shawnee dam being rated as 'high risk' and possibly creating a liability for the City.

**OFFICES:** Many felt the office buildings would not be built. Due to increased inquiries, one of the office buildings will be built in the initial construction phase.

It is unfortunate that the presentation could not be made as most of the questions and concerns would have been addressed. I would like to thank our Planning Department and City Councilman Tony Emerson in assisting the meeting with control and order.



# Neighborhood Information Meeting

## Sign in Sheet

**RECEIVED**  
AUG 07 2017  
TOPEKA PLANNING  
DEPARTMENT

**Proposed Zone Change for Frank Meade/ Proposed PUD at Wittenberg Road & 29th Street**

Date: July 27, 2017 at 6:00 PM

Location: Reynolds Lodge at Lake Shawnee, 3315 SE Tinman Circle

Name	Address	Email (preferred)/Phone
Robert & Judy R Almond	3919 SE 31 <sup>st</sup> 66605	RNJLSAL@gmail.com
<del>[Signature]</del>	<del>4046 SE Howard Dr</del>	
STEVEN NESKE	3006 SE PISCES AVE	kellygreene neske@yahoo.com
Lynden & Lammie Landholm	2406 SE Gemini Ave	
Janice Ashby	2131 SE 21 <sup>st</sup>	
Tiffany Pryor	2623 SE 29 <sup>th</sup>	iteachhsant
Alan Pryor	2627 SE 29 <sup>th</sup>	@gmail.com
Linda & Charles Cordero	2902 SE VIRGO	noel&l@prodigy.net
Marty Snyder	2824 SE 29 <sup>th</sup>	marty_snyder@hotmail.com
Karent Art Tardiff	3025 SE Virgo	267-2686
Sandra Munford	3012 SE PISCES AVE	267-5416
Blaine Johnson	"	"
Sylvia Nancy	2426 SE Everingdale Way	SylviaNancy@SBCglobal.net
Staci Dagle	2425 SE Alexander Dr.	staci.dagle@gmail.com
George Sloop	3801 SE 31 <sup>st</sup> St.	267-0353 gsloop@cox.net
Ellen Koester	2306 SE Gemini 267-0340	ekoester@hotmail.com
Dave Herrman	Property Owner	Dave Herrmans Executive
Alison Lewis	3109 SE 78 <sup>th</sup> TERR	ALISON.KSL@GMAIL
Sue Rolfe	3001 SE Aries Ave	smrolfe@msn.com
Andrew & Sandra Mitchell	2908 SE Virgo Ave	785-783-3678
Chris Gunn	3000 SE DEER AV	620-218-3394
Bob Williams	3423 SE 35 <sup>th</sup> St.	785-266-8612
Dave Waldo	2429 SE Gemini	267 7114

Name

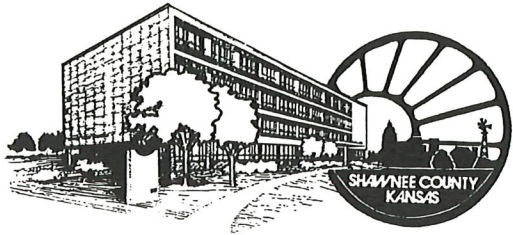
Address

Email / Cell

Name	Address	Email / Cell
O Tony Emerson	Dist 4 Councilman	temerson@topks.org
O James Metzenthin	7420 SE Eveningtide Way	jlm1992@hotmail.com
O Chris Dotson	2431 SE Oakwood Drive	christopher.dotson@outlook.com
O Terry Paletta	2308 SE Sagis Ct	terry101e.cox.net
O Lori Anderson	2308 SE Sagis Ct	lorignandersons58@yahoo.com
O Sylvia Levengs	3406 SE Ghorewood	
O Virginia Smith	3405 SE Park Lane Ct	
O Steve Reese	3206 SE 28th Terr	
C Kelly Greene-Neske	3006 S.E. Pisces Ave	kellygreeneneske@yahoo.com
C John Rolfe	3001 SE Aris	
O John Nemmel	City of Topeka	
O Mike Hall	City of Topeka	
O Esta Meade	3524 SE 37th St.	elmeade@aol.com
O Frank Meade	3524 SE 37th St	fmeade@aol.com

375  
7/4  
I've  
noticed  
notice  
out of  
18

RECEIVED  
AUG 07 2017  
TOPEKA PLANNING  
DEPARTMENT



## Shawnee County Department of Public Works

1515 N.W. SALINE STREET • SUITE 200 • TOPEKA, KANSAS 66618-2867  
785-251-6101 FAX 785-251-4920

**THOMAS C. VLACH, P.E.**  
DIRECTOR OF PUBLIC WORKS  
COUNTY ENGINEER

### MEMORANDUM

DATE: August 9, 2017  
TO: Kris Wagers, Office Specialist, City of Topeka Planning Department  
FROM: Michael M. Welch, P.E., Civil Engineer II *MMW*  
RE: P17/13 Meade Acres Subdivision, Preliminary Plat Phase  
PUD 17/03 Frank Meade, I-1 Uses. (Revised)

**RECEIVED**  
**AUG 09 2017**  
**TOPEKA PLANNING  
DEPARTMENT**

The Public Works Department has the following comments regarding the proposed platand PUD:

1. The existing entrance on SE 29<sup>th</sup> Street can be used during construction of the entrance on SE Wittenberg Road. Upon completion of the SE Wittenberg Road entrance, the existing entrance on SE 29<sup>th</sup> Street shall be removed.

An entrance on SE 29<sup>th</sup> Street may be approved upon the improvement of SE 29<sup>th</sup> Street. The location of the entrance must meet design requirements for safe ingress and egress.

The profile grade of SE 29<sup>th</sup> Street is anticipated to change in order to improve sight distances. The developer may need to increase the FFE of the Easterly buildings to avoid steep grades

A portion of SE 29<sup>th</sup> Street is currently under design for improvement as part of the replacement of the bridge over Deer Creek. That project extends East only to SE Wittenberg Road. Shawnee County Public Works will be presenting a proposal to the Board of County Commissioners to extend the project Easterly to connect with the improved section laying approximately 600 ft West of SE Croco Road.

2. SE Wittenburg Road is currently constructed as a rural cross section with ditches. The placement of sidewalks within the right of way would require filling in the ditches, which is not acceptable. Sidewalks are not required until SE Wittenburg Road is improved to an urban standard with curb and gutter and storm sewer.
3. The planting plan shall be revised and all plantings of trees and bushes shall be located outside of any existing or proposed road right of way.



## Michael Hall

---

**From:** Ellen Koester <elkoester@hotmail.com>  
**Sent:** Friday, July 28, 2017 3:00 PM  
**To:** Michael Hall  
**Subject:** Storage Unit 29th and Wittenberg

Mr. Hall,

First of all I want to THANK You for attending the meeting at Reynolds Lodge last night and bringing the plans with you. In viewing them it appeared that Mr. Meade would like to use all of the property on that corner for his storage units. However, there is a creek for run off that goes through that property and I do not remember seeing it on the plan to be kept and worked into the design. Removing the natural water flow will cause more issues on Wittenberg and 29th. If you have not driven down Wittenberg after a heavy rain there is already standing water in place which forces traffic to move over into the opposite lane to get through. We do NOT need any more issues with water run off on this highly travel road.

I am **STRONGLY against any storage units being built on this site**, since it will only run down the area and not bring in any revenue to the southeast side of Topeka. It will ONLY put money into Mr. Meade's pocket and from the comments I heard from people to camp over at Clinton where he says he has maintained good quality storage units they are run down and NOT maintained. With this being a phased project there is nothing to prevent Mr. Meade from just building the storage units and NEVER adding on the office spaces that could maybe bring in some jobs and revenue. **I would like to see the City turn DOWN this proposal!!!!!!!**

What we need is more revenue type business in this area, possibly and nice restaurant of some sort.

Please keep me informed of any further meeting regarding this issue. Please add me to any mailing, or phone lists regarding this or send me and email to the following.

Again Thank You for listening to the us last night and as you could see there was NOT any real desire from us to have this business in our backyard.

Ellen Koester  
2306 SE Gemini Ave  
267-0340

[elkoester@hotmail.com](mailto:elkoester@hotmail.com)

## Michael Hall

---

**From:** Cammie Landholm <landholm@sbcglobal.net>  
**Sent:** Saturday, July 29, 2017 9:41 PM  
**To:** Michael Hall  
**Subject:** Proposed Zone Change at 29th and Wittenburg

Mr. Hall:

Thank you for taking time out of your busy evening to attend the “lively” informational meeting at Reynold’s Lodge on Thursday evening.

I am sure that you learned from the reaction and interaction that the residents in the area of Aquarian Acres is completely opposed to this business venture. Storage units are not an appropriate type of business that any of us want in this area.

Topeka has worked very hard to improve the area around the lake and it is the most beautiful part of our city, and the thought of having storage units of any type is just wrong. I do believe that the residents on the east side to Topeka are very interested expanding and bringing new business to this area but it needs to be something that brings pride to the area, with the potential of helping the area not lining the pockets of one man and his cronies.

Items that need to be considered as to why this proposal should be voted against:

1. Lighting - Mr. Meade could not even adequately explain the type of lighting that was to be used. There are many lighting structures that provide adequate light without being obtrusive. The city should require unobtrusive lighting. The developer mentioned the tree line and his plans to NOT remove the trees. He indicated the tree line would provide visual protection for the residents in the adjacent neighborhoods. That is correct, but only during the growing season. Once the trees lose their leaves, the storage units would be highly visible. Plus you have the family whose home backs up against the storage units that suffer from light sensitivity, their health would then be endangered. After looking at the plans it appeared that several of those trees were going to be removed to accommodate the storage units.

2. Maintenance - What is the long term plan for the maintenance of this facility? If you take a few minutes look at the other properties Mr. Meade owns he does not maintain them well at all, in fact many of them are complete eyesores. Including the RV and boat storage unit that he so proudly bragged about at the meeting.

Topeka already suffers from unkept buildings some being occupied but mostly others are vacant, the properties that Lindemuth own come to mind with all the promises he made to the city to beautify those properties that never came to pass. I believe the same with happen in this case, mainly because Mr. Meade was caught in several lies in this meeting and was called out about by a charming elderly lady.

3. Security - When asked about security there was no firm answer, by him and the contractor that will be building the facility. There are some real issues for the homes that are backed up against the property, no lights, no security and this gives would be vandals and thieves an opportunity to do no good.

4. Property Values - having this type of structure does not enhance the property values for the homes in the surrounding areas specifically Aquarian Acres. The east side only has a handful of very nice homes that are not ruined by commercial properties, and we'd like to keep it that way.

5. Wildlife - the grove of trees on that property also provide security and safety for the turkey's and deer the reside there that we as residents enjoy seeing from our homes. They will be completely displaced if this proposal goes through.

Mr. Meade kept saying he had some prospects for the business offices, but I have my doubts regarding this, for the simple reason that if someone wanted to bring their small business to this area there is office space available at the office park at 29th and Croco. A beautiful building that sits half empty. How long has that building been there, and it still cannot get tenants to finish out the space.

Thank you for taking the time to review my concerns, and I would be very interested in knowing when the planning commission is scheduled along as to when this comes to vote at the city council.

If you have any questions please feel free to contact me.

Cammie Landholm  
785-231-9532

**From:** Joseph Ledbetter [<mailto:joe@tlawtopeka.com>]  
**Sent:** Monday, July 31, 2017 12:01 PM  
**To:** Bill Fiander  
**Subject:** 29th and Wittenberg Rd. Storage units.

Bill:

House of the Lord Church is opposed to the storage units/ and that rezoning. I represent them.  
Thank you.

**Joseph R. Ledbetter, Attorney at Law**

Law Office

1734 SW Van Buren St

Topeka, KS 66612

(785) 232-3700 Phone

(785) 232-3701 Fax

[www.josephledbetter.com](http://www.josephledbetter.com)

CONFIDENTIALITY NOTICE: This e-mail message, including attachments if any, is intended only for the person or entity to which it is addressed and may contain confidential and/or privileged material. Any unauthorized review, use, disclosure, or distribution is prohibited. If you are not the intended recipient, please contact the sender by reply e-mail [or call (785)232-3700] and destroy all copies of the original message. If you are the intended recipient of this message but do not wish to receive communications through this medium, please advise the sender immediately.

Z17/04  
by David Bussard

**STAFF REPORT – ZONING CASE  
TOPEKA PLANNING DEPARTMENT**

**PLANNING COMMISSION DATE: OCTOBER 16, 2017**

---

<b>APPLICATION CASE NUMBER / NAME:</b>	<b>Z17/04 - David A. Bussard</b>
<b>REQUESTED ACTION / CURRENT ZONING:</b>	Zoning reclassification <b>FROM</b> “O&I-1” Office and Institutional District <b>TO</b> “C-2” Commercial District
<b>APPLICANT / PROPERTY OWNER:</b>	Mr. David A. Bussard
<b>APPLICANT REPRESENTATIVE:</b>	Mr. David A. Bussard
<b>PROPERTY LOCATION / PARCEL ID:</b>	2655 SW Wanamaker Road / Parcel I.D: 1430804004062000
<b>PARCEL SIZE:</b>	1.4 acres
<b>CASE PLANNER:</b>	John Neunuebel, Planner II
<b>RECOMMENDATION:</b>	Approval
<b>RECOMMENDED MOTION:</b>	Based on the findings and analysis in the staff report I move to recommend <b>APPROVAL</b> to the Governing Body of the reclassification of the subject property from “O&I-1” Office and Institutional District to “C-2” Commercial District.

---

**PROJECT AND SITE INFORMATION**

**PROPOSED USE / SUMMARY:** The change in zoning to C-2 will provide for the expansion of an existing office building and provide for a larger replacement sign to accommodate an increased number of tenant office spaces. (The current zoning of O&I-1 limits the ground floor area of a building to 7,500 sq.ft. and size of sign to a maximum of 50 sq.ft per sign face.)

**DEVELOPMENT / CASE HISTORY:** The subject property had been zoned R-1 Single-Family Residential until 1981 when zoning was changed to “G-PBC” Commercial Planned Business Center. In 1990 another zone change for the site resulted in zoning of “D & O” Dwelling and Office District, which later converted to current designation of “O&I-1” Office and Institutional. The existing building was constructed in 1990 as a bank and was subsequently converted into multiple tenant office spaces by the present owner. (Although the existing building is 12,422 sq.ft in size and the “O&I-1” zoning district includes a maximum building size of 7,500 sq.ft, the existing building is considered a legal non-conforming use since the city’s zoning code did not stipulate a maximum building size for the

subject site when its previous zoning designation was “D & O” Dwelling and Office District.)

In October 1989, under Case #89-29, the Board of Zoning Appeals approved a variance request for a 22 feet high free-standing pylon sign (ground sign) that exceeded the standards for height and size for the D&O zoning district applicable at that time.

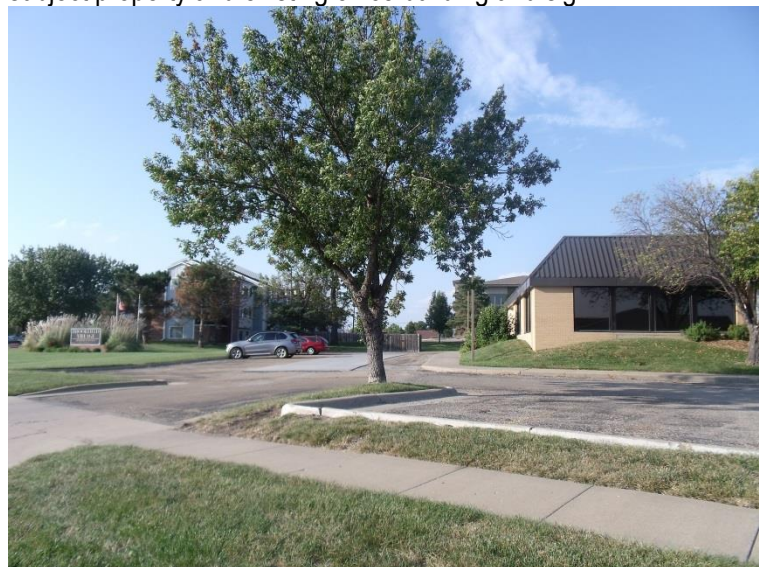
**ZONING AND CHARACTER OF SURROUNDING PROPERTIES:**

The adjacent land to the north is zoned C-2 Commercial with an office building. The land to the east across Wanamaker Road is zoned R-1 Single-Family Residential with two churches on separate properties. To the south across 27<sup>th</sup> Street is an office building with C-4 Commercial zoning. The adjacent land to the west is zoned PUD (Planned Unit Development) for multi-family residential development.

**PHOTOS:**



At 27 Street facing north along west side of Wanamaker Road with subject property and existing office building and sign.



Facing north along west side of subject property with existing office building on right and multi-family residential building on left



Facing east along north side of subject property with formerly used bank drive-thru canopy of subject building on right and neighboring office building on property to the north on left.

## **DEVELOPMENT STANDARDS AND POLICIES**

### **PURPOSE, USE STANDARDS:**

The purpose of the proposed C-2 zoning district is to “provide for those commercial activities which serve a major segment of the total community population. In addition to a variety of retail goods and services, these centers may typically feature a number of large traffic generators that require access from major thoroughfares. The extent and range of activities permitted are in the moderate to medium intensity range with a ground floor area limitation and a prohibition on outside sales and storage of supplies, materials, products, and equipment.” (TMC 18.145.010)

A relatively broad range of land uses are permitted within the C-2 district. Civic/cultural uses include: artist studio; clubs or lodges; museums and libraries; government services; indoor and outdoor recreation; and religious assembly. Office/commercial uses include: banks; funeral homes; hotels; packaged liquor sales; pharmacies; and office/professional office. (TMC 18.60 Land Use Matrix)

### **DIMENSIONAL STANDARDS:**

Current zoning for the subject site of O&I-1 provides for a maximum building ground floor size of 7,500 sq.ft, while proposed zoning of C-2 provides for a maximum building ground floor size of 50,000 square feet. (Should the proposed zone change be approved, the applicant is anticipating an expanded building encompassing total ground floor size of 17,942 sq.ft.)

In regard to allowable signage; the current zoning of O&I-1 provides for a monument-type signs limited to a maximum of 50 sq.ft. per sign face with a maximum height of 5 feet, while proposed zoning of C-2 provides for signs with a maximum of 200 sq.ft. per sign face with a maximum height of 35 feet.



**OFF-STREET PARKING:**

In the C-2 District off-street parking is required per the standards in TMC 18.240.030. Number of required parking spaces is regulated by use and not by Zoning District; therefore, the change in zoning has no direct effect on parking requirements.

**LANDSCAPING:**

In the C-2 District landscaping is required for new construction and building and parking lot expansions, although the change in zoning has no direct effect on landscaping requirements. Landscaping will be reviewed as part of the anticipated permitting process for expansion of the existing building.

**OTHER DESIGN GUIDELINES AND CONSIDERATIONS:**

There are no explicit design standards applicable to the C-2 district although, depending on the scope of the project, site plan review and landscape requirements apply.

**COMPREHENSIVE PLANS:**

The Topeka Land Use and Growth Management Plan 2040 (LUGMP) includes the subject site on the Future Land Use Map as 'Existing Strip Commercial Area.' (Future Land Use Exhibit for subject area as attachment.) Such areas are so designated because they have been identified as requiring special redevelopment consideration in order to lessen detrimental effects along arterial roadways of 'strip commercial' development. Inasmuch as the existing structure on the site is utilized as commercial office space and the anticipated expansion of the building will accommodate additional office space, the intent of minimizing commercial strip development in the future within the subject area would be achieved. The proposed zone change from O&I-1 to C-2 to provide for the expansion of an existing office building adheres to the Topeka LUGMP 2040.

**TRANSPORTATION/ AND ACCESS:**

Two existing driveways off 27<sup>th</sup> Street provide access into the existing parking lot, with no direct access provided from Wannamaker Road. The subject site includes existing sidewalks along both Wannamaker Road and 27<sup>th</sup> Street pursuant to requirements of the Topeka Pedestrian Master Plan.

**OTHER FACTORS**

**SUBDIVISION PLAT:**

The subject property is included within Villa West Subdivision #10 as Lot 1 within Block A.

**FLOOD HAZARDS, STREAM BUFFERS:**

None

**UTILITIES:**

The site is served by a full range of utilities and services.

**TRANSPORTATION/TRAFFIC:**

SW Wannamaker Road adjacent to the subject property is categorized as a minor arterial, and SW 27<sup>th</sup> Street is a local street.

**HISTORIC PROPERTIES:**

None

**NEIGHBORHOOD INFORMATION MEETING / STAKEHOLDER FEEDBACK:**

The owner/applicant conducted a neighborhood information meeting on September 21, 2017. (Meeting attendance and summary attached.) Two people representing a church located on the opposite side of Wanamaker Road to the southeast of the property attended the meeting and inquired of the subject application and zone-change process, and expressed no concerns with the proposed zone change.

---

**REVIEW COMMENTS BY CITY DEPARTMENTS AND EXTERNAL AGENCIES**

**PUBLIC WORKS/ENGINEERING:** None  
**WATER POLLUTION CONTROL:** None  
**FIRE:** None  
**DEVELOPMENT SERVICES:** None  
**Other:** None

---

**KEY DATES**

**APPLICATION SUBMITTAL:** August 29, 2017  
**NEIGHBORHOOD INFORMATION MEETING:** September 21, 2017  
**LEGAL NOTICE PUBLICATION:** September 25, 2017  
**ADJOINING PROPERTY OWNER NOTICES MAILED:** September 21, 2017

---

**STAFF ANALYSIS**

**CHARACTER OF NEIGHBORHOOD:** Based on the existing conditions of the subject site and surrounding properties the proposed C-2 zoning is compatible with the existing and desired future character of the neighborhood. The parcel to the north is also zoned C-2 with an existing office building, while the parcel located to the south across 27<sup>th</sup> Street is zoned C-4, also with an existing office building. Uses permitted by the proposed C-2 zoning are generally compatible with the single-family and institutional use to the east across Wanamaker Road, as well as with the adjoining multi-family residential area to the west.

**LENGTH OF TIME PROPERTY HAS REMAINED VACANT AS ZONED OR USED FOR ITS CURRENT USE UNDER PRESENT CLASSIFICATION:** The subject property is not vacant but instead includes a number of tenants, with the building owner proposing expansion of the building to accommodate one or more additional tenants.

**CONFORMANCE TO COMPREHENSIVE PLAN:** The Topeka Land Use and Growth Management Plan 2040 (LUGMP) includes the subject site on the Future Land Use Map as 'Existing Strip Commercial Area.' Such areas are so designated because they have been identified as requiring special redevelopment consideration in order to lessen detrimental effects along arterial roadways of 'strip commercial' development. Inasmuch as the existing structure on the site is utilized as commercial office space and the anticipated expansion of the building will accommodate additional

office space, the intent of minimizing commercial strip development in the future within the subject area would be achieved. The proposed zone change from O&I-1 to C-2 to provide for the expansion of an existing office building adheres to the City of Topeka LUGMP 2040.

**THE SUITABILITY OF THE SUBJECT PROPERTY FOR THE USES OF WHICH IT HAS BEEN RESTRICTED:**

The owner is requesting a change in zoning to accommodate a building expansion and an enlargement of the existing ground sign. Although the property and the existing building are suitable for the uses to which it is restricted under the current O&I-1 zoning, the dimensional requirements of the current zoning do not provide for an expansion of the existing building. A change in zoning to O&I-2 would also accommodate the owner's desired building expansion, but O&I-2 zoning would not provide for an enlargement of the ground sign. A change in zoning to C-2 Commercial will allow a substantial enlargement of the ground sign to include identification of additional building tenants.

**THE EXTENT TO WHICH REMOVAL OF THE RESTRICTIONS WILL DETRIMENTALLY AFFECT NEARBY PROPERTIES:** The change in zoning and the planned expansion of the existing building will not have a negative effect on nearby properties inasmuch as office uses are appropriate transitional uses when located in proximity to higher-density residential uses as is the case with the subject site. Although there is a potential for converting from the existing office use to retail or other commercial use should the requested zone change be approved, most commercial uses have a significantly more stringent off-street parking requirement of at least 1 parking space per 200 sf of floor area, compared to 1 space per 300 to 400 sf required for office use, and thus commercial uses are not likely because of the difficulty of providing required off-street parking. Furthermore, the configuration of the existing building originally as a bank and more recently as individual tenant office spaces does not seemingly lend itself well to use as commercial retail space.

The change in zoning to C-2 Commercial also provides for a substantial increase in business signage. O&I-1 and O&I-2 zoning restrict ground signs to a height of 5 feet and an area of 50 sf per side. Under C-2 zoning, ground signs are permitted to a maximum height of 35 feet and size of 200 square feet per side. The existing ground sign, approved by a variance from the Topeka Board of Zoning Appeals in 1989, is approximately 12 feet high and 60 sf in area per face. The owner has stated his intention of increasing the height of the sign by 2 to 4 feet and the size of the sign by less than 50 square feet. An increase in signage that fully utilizes what is permitted in C-2 zoning is potentially out of character with nearby properties, and Planning staff typically do not advise a change in zoning from an O&I classification to a C classification for the purpose of increasing the height, size, or quantity of signs. However, the ground sign for the adjacent property to the north is much larger than the owner's current sign and, considering the owner's intentions and what will be needed for the office use, the anticipated signage will have no detrimental effect on nearby properties.

**THE RELATIVE GAIN TO THE PUBLIC HEALTH, SAFETY AND WELFARE BY THE DESTRUCTION OF THE VALUE OF THE OWNER'S PROPERTY AS COMPARED TO THE HARDSHIP IMPOSED UPON THE INDIVIDUAL LANDOWNER:** Approval of the proposed zoning change will allow for the expansion of an existing building by providing additional office spaces in response to market demand for such office spaces within the area.

**AVAILABILITY OF PUBLIC SERVICES:** Adjacent public streets are adequate to serve the development, and all essential public utilities, services and facilities are presently available.

---

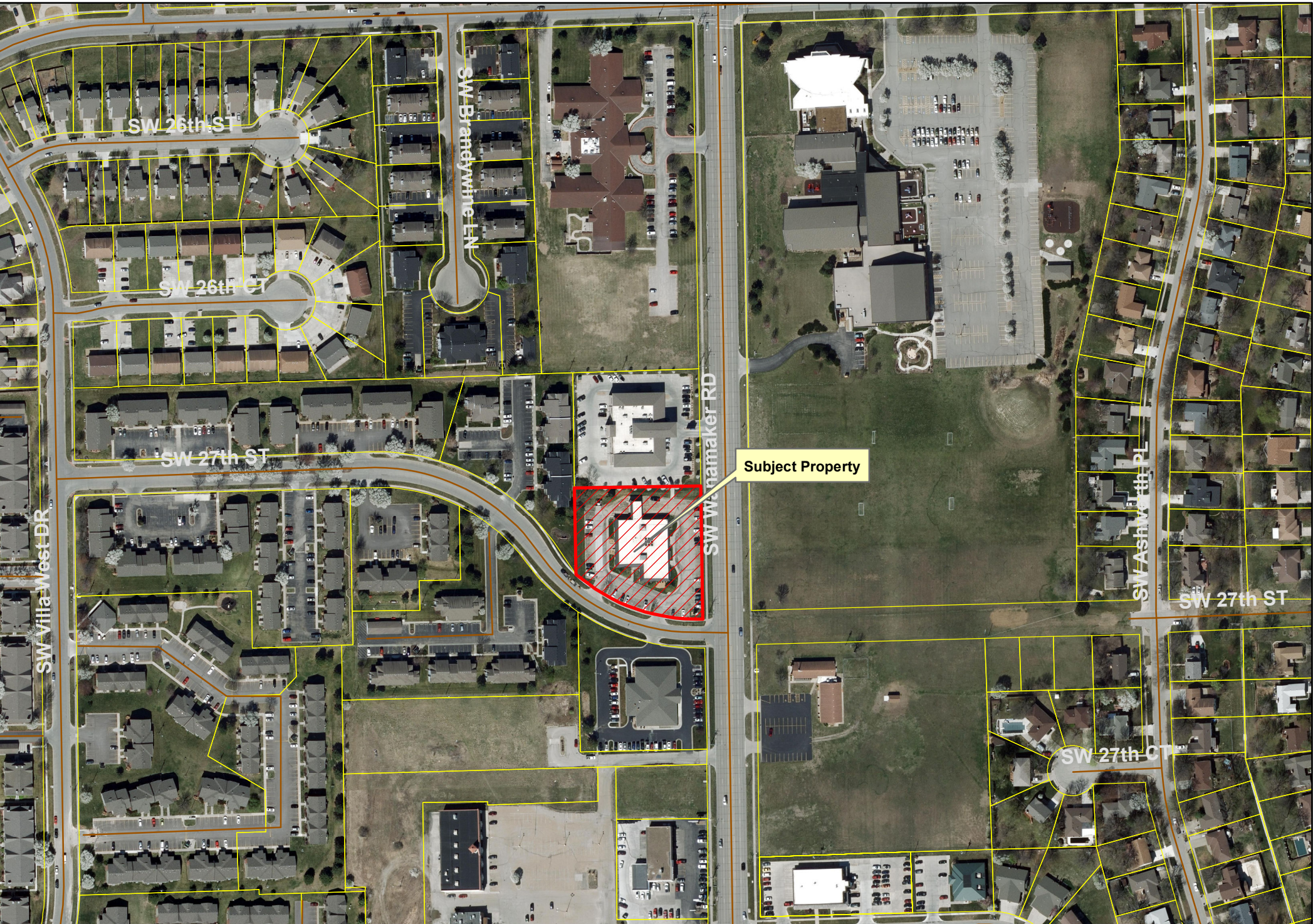
**STAFF RECOMMENDATION:**

**RECOMMENDATION:** Based on the above findings and analysis Planning Staff recommends approval of the zoning reclassification **FROM** "O&I-1" Office and Institutional District **TO** "C-2" Commercial District as proposed.

**RECOMMENDED MOTION:** Based on the findings and analysis in the staff report I move to recommend **APPROVAL** to the Governing Body of the reclassification of the property from "O&I-1" Office and Institutional District to "C-2" Commercial District.

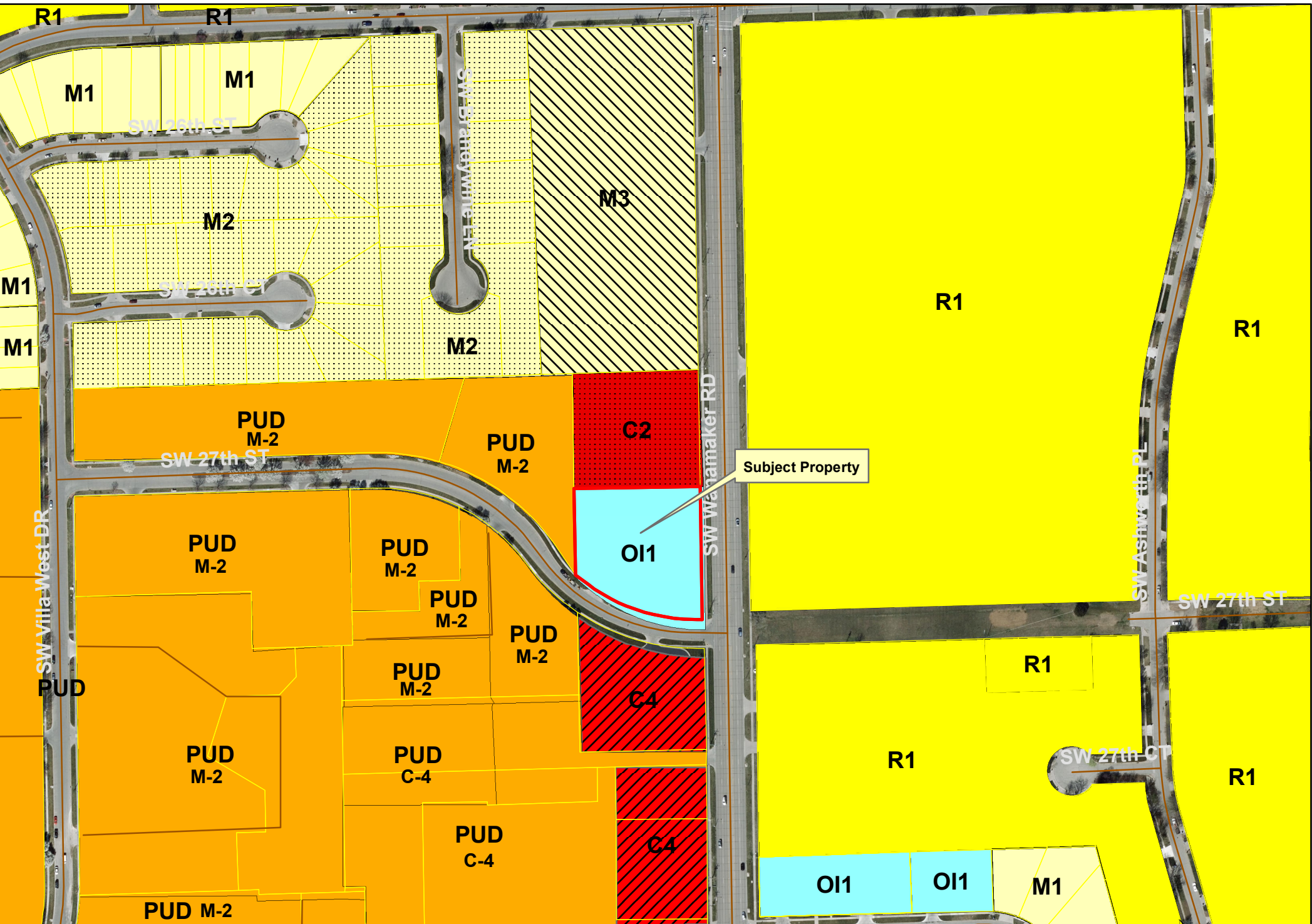
**Attachments:**

- Aerial Map
- Zoning Map
- Future Land Use Map (LUGMP 2040)
- Neighborhood Information Meeting Notes & Attendance

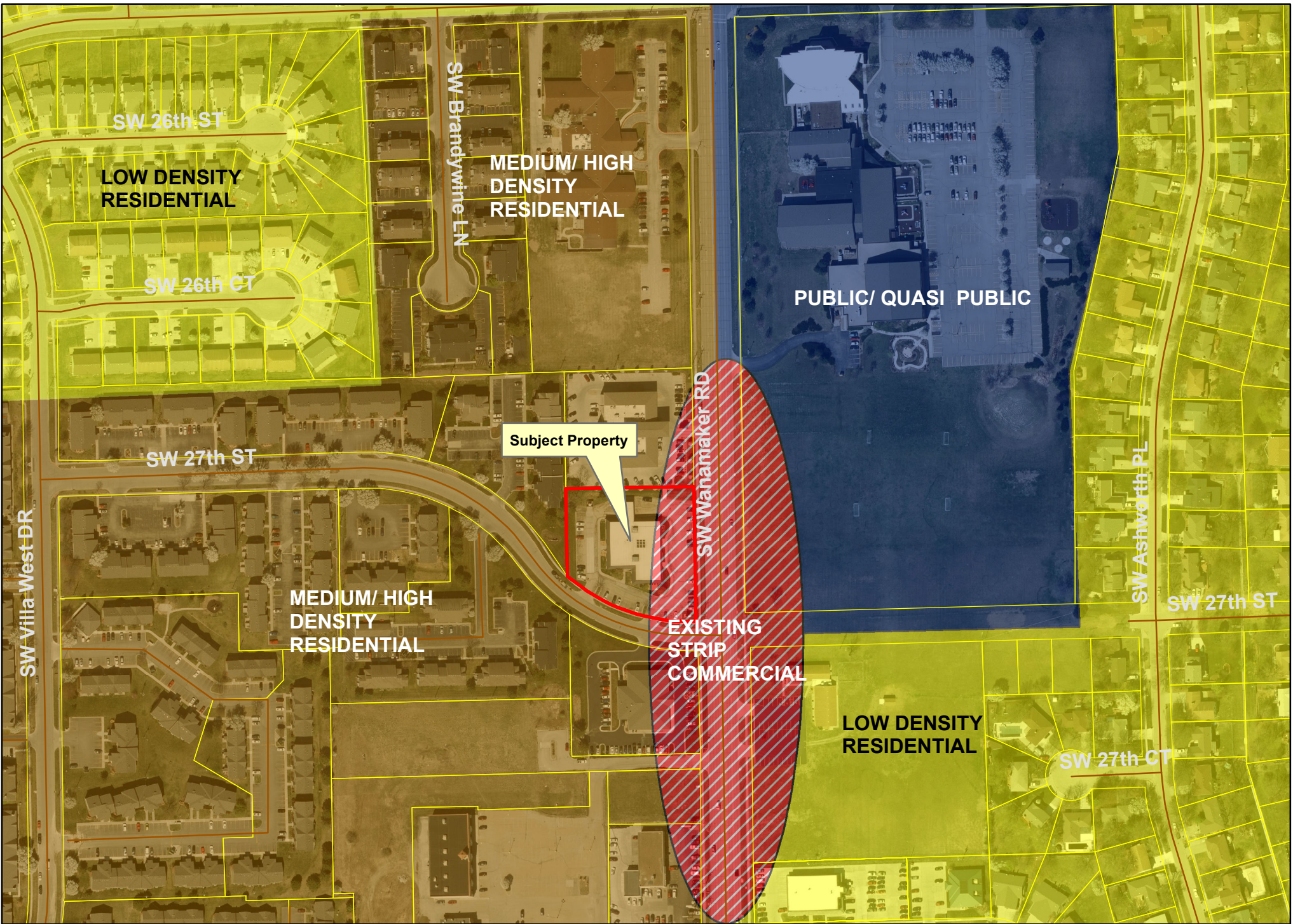


Subject Property





**Z17/04 - Zoning Map**  
**David Bussard**



**Z17/04 - Future Land Use Map (LUGMP 2040)**

**David Bussard**



**Bussard Office Building**  
**Neighborhood Information Meeting**  
**2655 Southwest Wanamaker Road**

October 3, 2017

Attendance: Owner David Bussard

1 Neighbors, two representatives for Wanamaker Baptist Church

1 Representative from Architect One

2 Representative from the City of Topeka Planning Department

Meeting started at 5:30 pm.

Mr. Mike Hall, representative of the City of Topeka Planning Department, started with the purpose of the Neighborhood Information Meeting. And stated that this project will be discussed October 16<sup>th</sup> at the Planning meeting.

Mr. David Bussard , Commission representative of Bussard Office Building, made the introductions to the audience of the representatives in attendance. He then explains the reason why this project needed a meeting and why the plan was changing. Changes to be made are an addition to the north side of the building and an extension of sign on the southeast corner of the property.

All had their questions answered and were supportive of the project changes.

Respectfully,

David Bussard  
Bussard Office Building  
Building Owner



Z17/05  
by Franklin E. Webb

**STAFF REPORT – ZONING CASE  
TOPEKA PLANNING DEPARTMENT**

**PLANNING COMMISSION DATE: Monday, October 16, 2017**

---

**APPLICATION  
INFORMATION:**

**APPLICATION CASE NUMBER / NAME:** Z17/5 By: Franklin E. Webb

**REQUESTED ACTION / CURRENT ZONING:** Zoning change from “RR-1” Residential Reserve District and “C-2” Commercial District **ALL TO** “R-1” Single Family Dwelling District

**APPLICANT / PROPERTY OWNER:** Franklin E. Webb

**APPLICANT REPRESENTATIVE:** Annette Harper, Coldwell Bank, Griffith, & Blair  
Mark Boyd, Schmidt, Beck, and Boyd Engineering LLC

**PROPERTY LOCATION / PARCEL ID:** 5127 SW Wanamaker Road (Northwest intersection of SW 53<sup>rd</sup> and Wanamaker)/ PID: 1492904001013000

**PARCEL SIZE:** 38 acre parcel (“C-2” comprises 18.36 acres and “RR-1” comprises 19.64 acres of the subject property)

**STAFF PLANNER:** Annie Driver, AICP, Planner II

**RECOMMENDATION:** **APPROVAL**

**RECOMMENDED MOTION:** Based on the findings and analysis listed below in the staff report, I move to recommend to the Governing Body **APPROVAL** of the reclassification of the subject property from “RR-1” Residential Reserve District and “C-2” Commercial District **ALL TO** “R-1” Single Family Dwelling District

---

**PROJECT AND SITE  
INFORMATION**

**PROPOSED USE / SUMMARY:** To allow the buyer to demolish the existing residence along with accessory buildings and construct a new single-family residence on the entire 38 acre property, as well as continue to use the remaining property as pasture for livestock.

**DEVELOPMENT / CASE HISTORY:** The subject property has historically been used for a rural residence and surrounding pasture and other agricultural uses. The property was annexed in 2007 near the same time as Lauren’s Bay Estates to the north when there was an interest to develop a commercial center at this corner.

There have been several past zoning actions on the property responding to requests for commercial zoning (“C-4” zoning and “C-2” zoning actions), which were either disapproved by City Council or withdrawn prior to proceeding to City Council. The most recent case in 2009 (case #Z09/2) was approved by the City Council and rezoned 18.36 acres of the 38 acre property from “RR-1” Residential Reserve District to “C-2” Commercial District. The property has been marketed for commercial use with no buyers for nearly 10 years since the rezoning.

**PHOTO:**



*Existing residence*

**ZONING AND CHARACTER OF SURROUNDING PROPERTIES:**

South: Zoning - “RR-1” Residential Reserve District/Land use – rural residential lots (Shawnee County)

North: Zoning - “R-1” Single-Family Dwelling District and “RR-1” Residential Reserve District/Land use – vacant residential platted lots (Lauren’s Bay Estates); rural residential lots (Shawnee County/City limits)

West: Zoning – “RR-1” Residential Reserve District/Land use – rural residential lots and agriculture land (Shawnee County)

East: Zoning - RR-1” Residential Reserve District/Land use –USD 437 administration office and bus depot; Jay Scheidler Elementary (Shawnee County)

**DEVELOPMENT STANDARDS AND GUIDELINES**

**PURPOSE, USE STANDARDS:**

The intent of the “R-1” Single Family Dwelling District is to *“provide for the use of detached single-family dwellings together with specified accessory uses. . . It is intended that the character and use of this district be for housing and living purposes free from the encroachment of incompatible uses.”*

Permitted uses in “R-1” include: Single – family dwellings, Group homes, Residential Care Facilities, Schools, Religious Assembly, Parks/Common open spaces. “Agriculture” is not typically permitted in

"R-1 zoning. However, the continued use of the property as pasture for livestock and agriculture is considered a legal non-conforming use since that use has continued on the land since annexed in 2007.

TMC 18.55 defines "Agriculture" as "Land devoted to the production of plants, animals, fish, or horticultural products, including but not limited to: forages, grains and feed crops; dairy animals and dairy products; poultry and poultry products; beef, cattle, sheep, swine and horses; aquaculture; trees and forest products; fruits, nuts and berries; vegetables; or nursery, floral, ornamental and greenhouse products. Land devoted to agricultural use shall not include those lands which are used for recreational purposes; suburban residential acreages, rural home sites or farm home sites and yard plots whose primary function is for residential or recreational purposes even though such properties may produce or maintain some of those plants or animals listed in the foregoing definition.

**DIMENSIONAL STANDARDS:**

Setbacks: Side – 7'; Rear/Front – 30'

Building height is restricted to 42 ft. in "R-1" zoning.

**COMPREHENSIVE PLANS:**

Land Use and Growth Management Plan – 2040- Mixed Use Node

**TRANSPORTATION/MTPO PLANS:**

A Bicycle Route #6- South Loop Bikeway is planned along SW Wanamaker and east bound on SW 53<sup>rd</sup> Street. Wanamaker Road has sidewalks along both sides.

---

**OTHER FACTORS**

**SUBDIVISION PLAT:**

The property is not platted. Development of the property for one, single family residence meets the platting exemption criteria. A plat is required if connection to City sewer or water service is required.

**FLOOD HAZARDS, STREAM BUFFERS:**

A Type II stream buffer crosses the southeastern corner of the property. The City stream buffer regulations will apply to any development in the stream buffer setback area.

**UTILITIES:**

The existing residence is served by Rural Water District #3 and an existing septic tank and lateral field for sewer. A permit from the County Health Agency is required to replace the septic system and lateral field. At this time, connecting to sanitary sewer is not economically feasible for the one house since the closest gravity sewer main is 1700 ft. north or they need to install a pump station and connect to the force main on the U.S.D. 437 property across Wanamaker Road.

**TRANSPORTATION/TRAFFIC:**

No issues

**HISTORIC PROPERTIES:** N/A

**NEIGHBORHOOD INFORMATION MEETING**

The applicant conducted a neighborhood information meeting on Tuesday, September 26, 2017 at the Rural Water District #3 office located at 4926 SW Wanamaker Road. Six surrounding residents attended the meeting. The discussion at the meeting focused primarily on the history of the neighborhood's opposition to the previous rezoning actions. Questions arose about the continued use of agriculture in a "R-1" zoning district. The applicant's report is attached.

**REVIEW COMMENTS BY CITY DEPARTMENTS AND EXTERNAL AGENCIES**

**PUBLIC WORKS/ENGINEERING:** Connection to sewer is not required for the single-family dwelling. The owner will be required to connect when sewer becomes available to the property.

**WATER POLLUTION CONTROL:** None at this time

**FIRE:** None at this time

**DEVELOPMENT SERVICES:** A building permit is required.

---

**KEY DATES**

**SUBMITTAL:** September 1, 2017

**NEIGHBORHOOD INFORMATION MEETING:** September 26, 2017

**LEGAL NOTICE PUBLICATION:** September 20, 2017

**PROPERTY OWNER NOTICE MAILED:** September 22, 2017

---

**STAFF ANALYSIS**

**CHARACTER OF NEIGHBORHOOD:** The proposed "R-1" zoning is compatible with the surrounding neighborhood character. The character of the neighborhood is comprised of rural residences located on 3 acre or larger lots and agricultural land to the south, east, and west. Lauren's Bay Estates and adjoining subdivisions (including Lauren's Bay Estates No. 2, Villas Sub, Villas Sub 2 and 3, and Lauren's Bay Subdivision) were platted in or around 2008 and lie to the northwest of the subject property and have been slow to develop since that time. Approximately 427 (plus or minus) platted lots remain undeveloped within these subdivisions. U.S.D. 437 Auburn – Washburn School District offices and Jay Scheidler Elementary School lie adjacent to the property on the east side of SW Wanamaker.

**ZONING AND USES OF PROPERTY NEARBY:** The proposed "R-1" zoning is consistent with the zoning to the north and is compatible with other surrounding zoning. The zoning of nearby properties is "RR-1" Residential Reserve District

and used for agriculture, pasture, or rural residential land uses. Lauren's Bay Estates lies to the north and is zoned "R-1" Single-Family Dwelling District. Unified School District #437 administration office and bus depot and Jay Scheidler Elementary school west of the property across SW Wanamaker Road and are also zoned "RR-1" Residential Reserve District.

**LENGTH OF TIME PROPERTY HAS REMAINED VACANT AS ZONED OR USED FOR ITS CURRENT USE UNDER PRESENT CLASSIFICATION:** The subject property has historically been used for rural residential, agriculture, and pasture land. The existing single-family residence was constructed in 1988 with the remaining land used for agriculture purposes. The subject property was annexed in 2007 when there was intent from a developer to construct a commercial center at the intersection. There has been little interest from a commercial developer in the 10 years since the annexation occurred.

**CONFORMANCE TO COMPREHENSIVE PLAN:** The Land Use and Growth Management Plan-2040 (LUGMP) designates the area as a *Mixed Use Node*. *Mixed Use Nodes* are defined in the plan as those areas that exhibit two or fewer corners which are zoned or developed in a commercial manner. The Mixed Use category is intended to incorporate neighborhood commercial, office, and residential developments in a compact manner. "Small" Mixed Use nodes are considered areas where developments should not exceed 1-10 acres. The City's policies regarding infrastructure availability and infill development have changed since 2007 when the property was annexed with the 2015 update to the Land Use and Growth Management Plan – 2040. The LUGMP focuses on compact and mixed use development that lowers municipal infrastructure service costs. City sewer and water are not available. The subject property was annexed and zoned far in advance of having all urban services to support the development and under today's land use policies would be considered a premature rezoning.

In the future, neighborhood commercial uses may still be supported at this intersection since it is at the corner of two arterial streets, but that development should be rezoned when the area is ready to support it and a development would likely need to be much smaller in scale and include adjacent residential uses. The rezoning will not inhibit future use of the property for these purposes as it is largely reserved for agriculture uses and no further subdivisions are proposed. Therefore, the proposed rezoning request is supported by the Comprehensive Plan.

**THE SUITABILITY OF THE SUBJECT PROPERTY FOR THE USES OF WHICH IT HAS BEEN RESTRICTED:** The subject property is not yet suitable for uses to which it has been restricted or entitled since the property is not yet served by City sewer or water. The City's policies regarding infrastructure availability and infill development have changed since 2007 when the property was annexed with the 2015 update to the Land Use and Growth Management Plan – 2040. The LUGMP stresses mixed uses, compact and infill development in areas that have the infrastructure required to support urban development. Since extension of the gravity sanitary sewer from the north or adding a pump station would be a significant cost, the area is not yet suited to support commercial development on this 18.36 acre tract. SW 53<sup>rd</sup> Street is not built to support urban development, an 18.36 site with "C-2" zoning allows for regional scale commercial shopping centers.

**THE EXTENT TO WHICH REMOVAL OF THE RESTRICTIONS WILL DETRIMENTALLY AFFECT NEARBY PROPERTIES:** The change in zoning to "R-1" Single Family Dwelling District to allow one, single-family residence will have no negative near-term impact on surrounding properties as it is currently developed for a single-family residence.

**THE RELATIVE GAIN TO THE PUBLIC HEALTH, SAFETY AND WELFARE BY THE DESTRUCTION OF THE VALUE OF THE OWNER'S PROPERTY AS COMPARED TO THE HARDSHIP IMPOSED UPON THE INDIVIDUAL LANDOWNER:** The hardship imposed upon the individual landowner is evident since it has been zoned commercial for eight years without commercial prospects. Leaving the property zoned commercial when the intent is now to construct a new dwelling presents a hardship on the owner since they may be taxed as a commercial property. The gain to the public health, safety and welfare would be to eliminate the potential for a large commercial development on this site within an area that is not yet served with the entire range of services that is needed to support that development.

**AVAILABILITY OF PUBLIC SERVICES:** City of Topeka sanitary sewer or water is not available to serve the property. Serving the property would require an extension of the gravity sewer main from Lauren's Bay Estates at least 1700 ft. away or the installation of a pump station on this property in order to connect to the force main east of Wanamaker located at the USD 437 property. It is not economically feasible to extend sewer for one single family residence. The Shawnee County Health Agency will need to approve a permit for a new septic and lateral field if the location is altered. Water service to the property is supplied by Rural Water District #3.

---

**RECOMMENDATION:**

**STAFF RECOMMENDATION:** Based on the above findings and analysis the Planning Department recommends **APPROVAL** of the zoning reclassification from "RR-1" Residential Reserve District and "C-2" Commercial District **ALL TO "R-1" Single Family Dwelling District.**

**PLANNING COMMISSION MOTION:** Based on the findings and analysis listed in the staff report, I move to recommend to the Governing Body **APPROVAL** of the reclassification of the subject property from "RR-1" Residential Reserve District and "C-2" Commercial District **ALL TO "R-1" Single Family Dwelling District.**

**Attachments:**

- Aerial Map
- Zoning Map
- Future Land Use Map
- NIM Report and Attendance



City Limit boundary

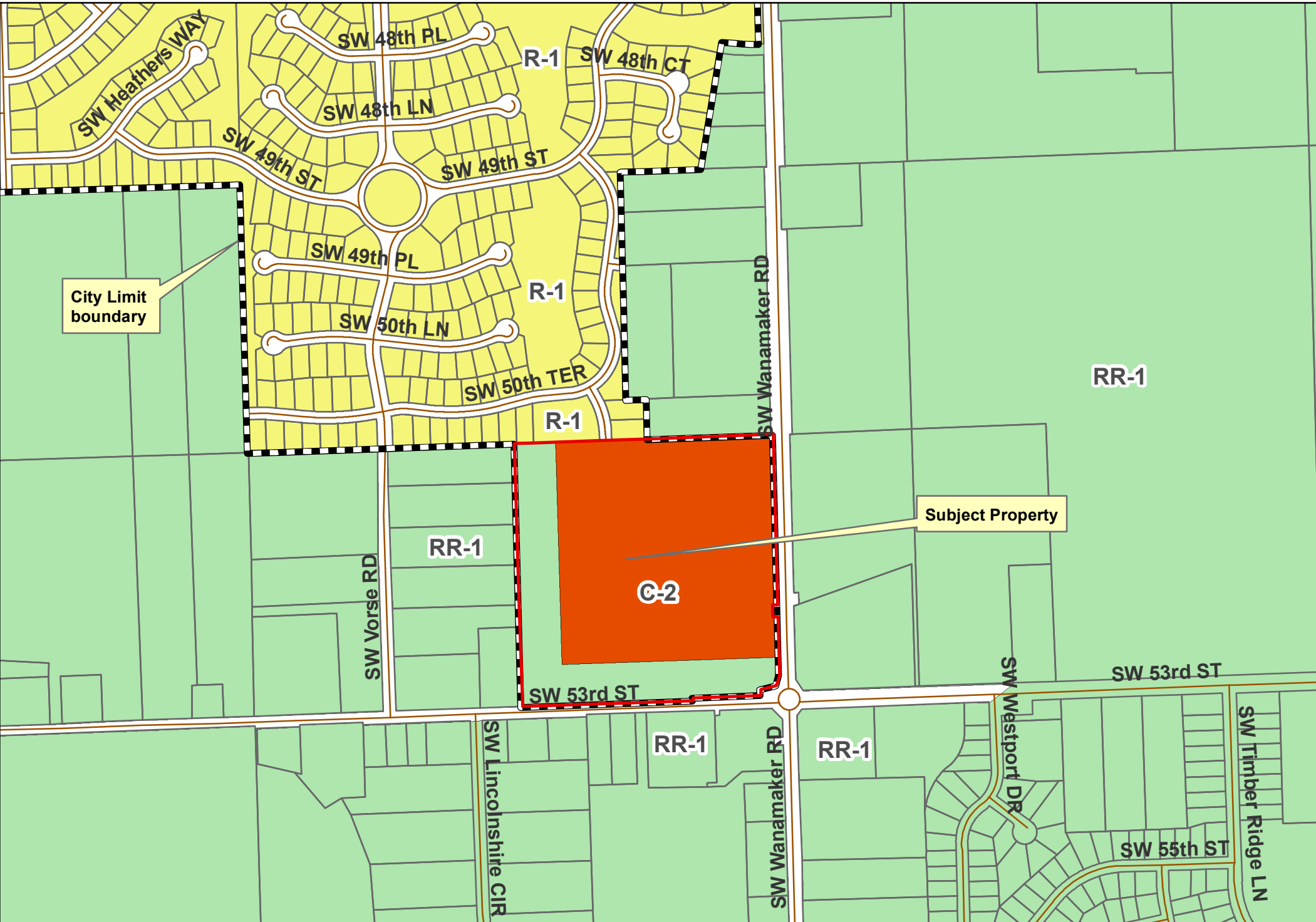
Subject Property

2016 Aerial

# Z17/5 By: Franklin E. Webb Aerial Map

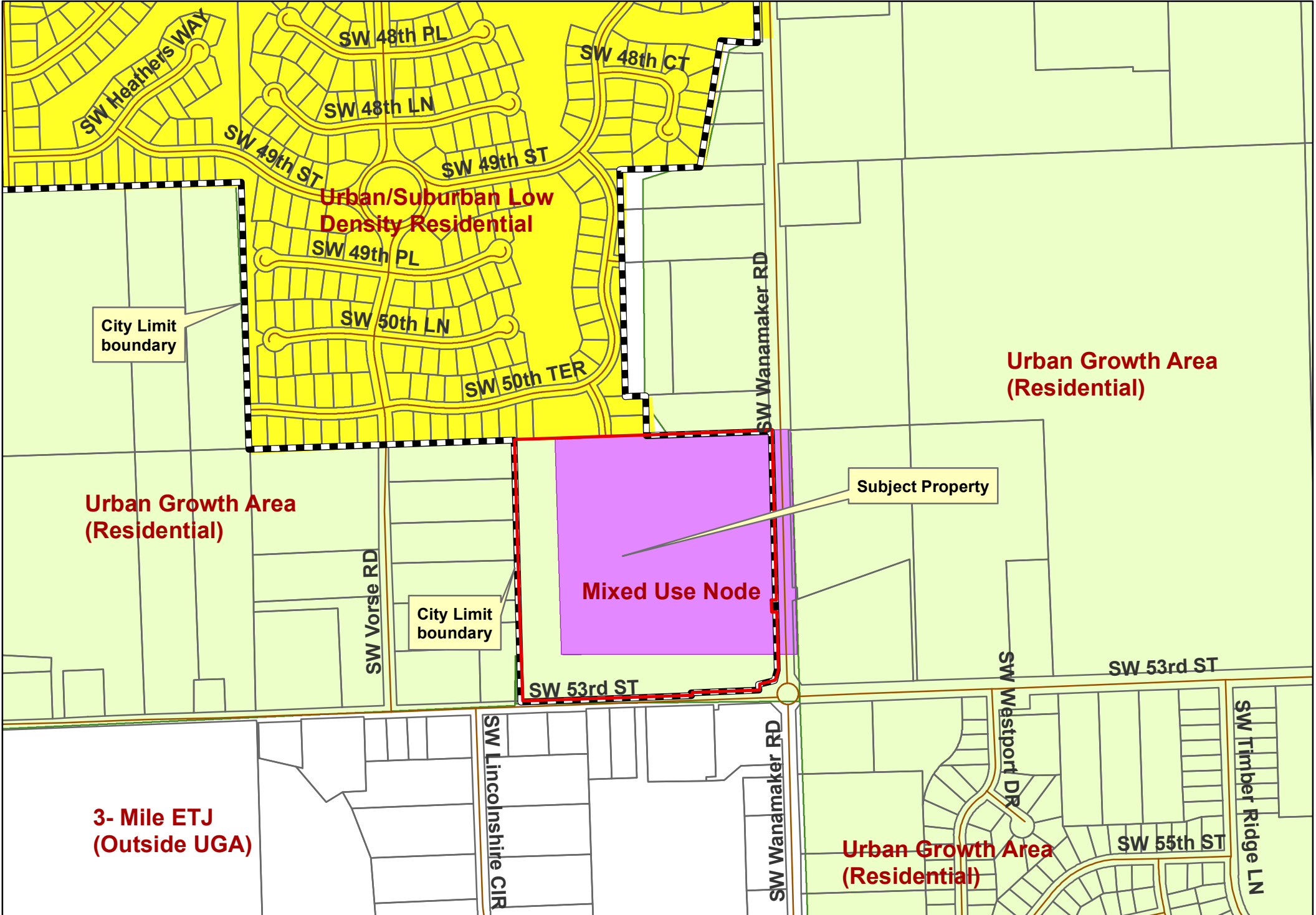






**Z17/5 By: Franklin E. Webb  
Zoning Map**





**Z17/5 By: Franklin E. Webb  
 Future Land Use Map (LUGMP 2040)**



Date: September 27, 2017  
To: City of Topeka Planning Department  
From: SBB Engineering, LLC  
Mark Boyd  
Re: Rezoning of 5127 SW Wanamaker Rd – Franklin E. Webb  
Neighborhood Meeting Minutes

To whom it may concern:

On September 26, 2017 at 5:30 P.M., we held a publicized meeting for the above referenced case. There were 12 people present for the meeting. An attendance sheet is attached with names and addresses. Others in attendance were Annie Driver and Bill Fiander with the Topeka Planning Department, Annette Harper, applicant's representative, and Mark Boyd with SBB Engineering.

We gave a brief history of the property and how it came to be zoned commercial, then explained the rezoning request to residential use, then the process the zoning application takes as it is heard by the Topeka Planning Commission and Topeka City Council.

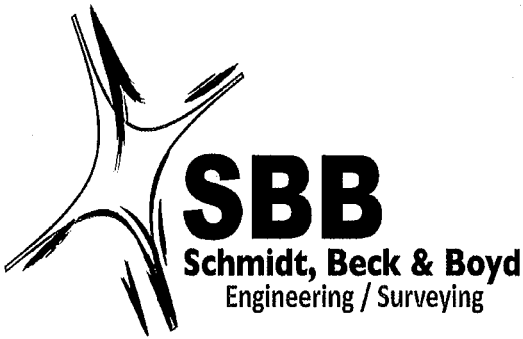
The attendees all lived nearby and had questions regarding intended use. None had concerns with the property being used as a single residence and seemed visibly relieved that the property would revert back to residential use. The majority of the discussion revolved around the history of the site and previous re-zoning cases which resulted in the commercial zoning. No other concerns were raised.

The contract buyer's representative was present to address questions or concerns.

Respectfully submitted,



Mark Boyd  
SBB Engineering, LLC



## Neighborhood Information Meeting

Sign-In Sheet

Franklin Webb Rezoning

9/26/2017  
5:30 pm

NAME	ADDRESS	PHONE	EMAIL
Mark Boyd	SBB Engineering	215-8630	mark.boyd@sbbeng.com
John & Phyllis Petersen	5230 SW Lincoln St	862-2443	Johnkayak@cox.net
Carrie Forshee	5232 SW Vorse Rd.	230-1812	cforshee@cox.net
Garry Forshee	" " "	862-7987	gmforshee@cox.net
Fay Harmon Peters	6133 SW 53rd	213-2796	Todsbobq@gmail.com
Lucas Hoffmeister	6150 SW 53	862-1822	
Dan Koon	7400 SW 24th Terr	231-7785	
Carol Torrence	6221 SW 53	224-6205	ctorrence@cox.net
Ted Landry	10021 SW 53rd	608-2453	LDSTED63@cox.net
Steve/Graeme Alessi	5240 SW Vorse	231-0372	428na88@cox.net

Schmidt, Beck & Boyd Engineering, LLC

785.215.8630 | 785.215.8634 (F) | Pomeroy Building, 1415 SW Topeka Blvd. | Topeka, KS 66612

CU17/01  
by Doorstep

# Staff Report – Conditional Use Permit Topeka Planning Department

PLANNING COMMISSION DATE: Monday, October 16, 2017

---

## APPLICATION INFORMATION

**APPLICATION CASE  
NUMBER/NAME:**

**CU17/1 By: Doorstep Inc.**

**REQUESTED ACTION /  
CURRENT ZONING:**

An amendment to a Conditional Use Permit (Case #SP60/2- Special Use Permit for Orthopedic Appliance Sales) to allow “retail sales only that is subordinate and in association with the principal use of the office building” on property presently zoned “O&I-2” Office and Institutional District.

**APPLICANT / PROPERTY  
OWNER:**

Doorstep, Inc.

**APPLICANT  
REPRESENTATIVE:**

Lisa Cain, Doorstep, Inc.

**PROPERTY ADDRESS &  
PARCEL ID:**

1119 SW 10<sup>th</sup> Avenue (SW 10<sup>th</sup>/Buchanan)

**PHOTO:**



**PARCEL SIZE:**

0.31 acres

**STAFF PLANNER:**

Annie Driver, AICP, Planner II

**RECOMMENDATION:**

**APPROVAL** subject to conditions in the staff report

**RECOMMENDED MOTION:**

I move to recommend **APPROVAL** to the Governing Body the amendment to the Conditional Use Permit CU17/1 and thereby replacing SP60/2 by: Petro Surgical based upon the findings and analysis listed below in the staff report and subject to the conditions.

---

## **PROJECT AND SITE INFORMATION**

### **PROPOSED USE / SUMMARY:**

Doorstep currently operates a thrift retail store (Dove Tail Shoppe) located at 1196 SW Washburn. This amendment allows Doorstep to re-locate the Dove Tail Shoppe into a 1,768 sq. ft. portion of their building at 1119 SW 10<sup>th</sup> Avenue. This change will allow Doorstep to combine all their services and the thrift store into a single location, which is more efficient for staff and volunteers.

Staff determined the Special Use Permit on the property that was approved in 1960 (specifically allowing only for sales of Orthopedic Appliances) could be amended to allow for other retail uses as long as the retail is subordinate in nature to the use of the principal building as an office. Special Use Permits do not expire, but remain with the land. These SUPs converted to CUPs in 1992 with the comprehensive zoning update that changed the zoning districts.

Doorstep currently provides services and assistance to people living in poverty or experiencing crisis. Types of services Doorstep offers at the subject property include: food and clothing bank, rent and utility assistance, prescription and dental vouchers, transportation assistance.

### **DEVELOPMENT / CASE HISTORY:**

1960 – The City granted a Special Use Permit (SUP) to allow a Orthopedic office and clinic, including the retail sales of orthopedic appliances (SP60/2 By: Petro Surgical). The orthopedic clinic remained in the building until at least 1988.

1965 – Rezoned from “C” Two Family Dwelling District to “E” Multiple Family Dwelling District (Z65/61). “E” zoning converted to “O&I-2” in 1992 with a comprehensive zoning code amendment that changed the zoning districts. Doorstep purchased the building in 1993 and began using this building as their offices.

### **ZONING AND CHARACTER OF SURROUNDING AREA:**

In the vicinity of the property, the frontage along SW 10<sup>th</sup> Avenue is comprised of office & institutional uses and multiple-family and single-family dwellings. Additionally, the area is characterized by large single –family residences that have been converted and re-used for offices or multi-family residential uses, as well as large institutional uses (i.e. churches, schools).

North: “O&I-2” – Church and offices; Office building

West: “O&I-2” - Church

East: “O&I-2” – Apartment building

South: “R-2” Single Family Dwelling District with SUP for Parking Lot- Surface Parking in association with building at 1119 SW 10<sup>th</sup> Avenue.

**COMPLIANCE WITH  
DEVELOPMENT STANDARDS  
AND GUIDELINES**

**BUILDING SETBACKS:**

There are no changes proposed to the exterior of the building.

**OFF-STREET PARKING:**

Another Special Use Permit (SP60/30) was approved in 1960 to allow the property south of the alley located at 1012 SW Buchanan and zoned "R-2" Single – Family Dwelling District to be used as a parking lot in association with the office building on the subject property.

The owner is required to add four additional parking stalls in this parking lot to account for changing the use of a 1,768 sq. ft. portion of their building from office to retail. They have sufficient space in the lot to provide these four additional stalls by relocating the trash dumpster. A parking lot striping plan should be provided to the Planning Department with the building permit application.

The nine cutback parking stalls along SW Buchanan that are in front of the building were added around 1966 and are considered public parking. This parking may not be reserved for the sole use of any particular property owner, but may be used by this owner as long as the parking is available.

**LANDSCAPING:**

There are no exterior changes proposed that will require landscaping.

**SIGNAGE:**

"O&I-2" zoning allows wall signs not exceeding 40 sq. ft. per sign face and monument signs not exceeding 50 sq. ft. and 5 ft. in height

The applicant has one existing ground sign and a wall sign on the south building face. They propose wall signs on the north and west facades.

**OPERATING  
CHARACTERISTICS:**

Retail sales: Thursday, Friday, and Saturday from 10 am to 4 pm. The CUP allows the applicant to potentially extend retail sales hours up to five days per week until 7:00 pm, but this is not yet their intention.

Office hours: Monday – Friday from 8:00 am to 3:00 pm

Operate the Dove Tail Shoppe (thrift store) in a 1,768 sq. ft. space on the main floor of the building which amounts to approximately 12% of the total floor area of the building.



## **PUBLIC FACILITIES**

<b>TRANSPORTATION:</b>	The property is located along SW 10 <sup>th</sup> Avenue (minor arterial) and SW Buchanan Street (local street).  The property is located along Topeka Metro bus route #10 that runs on SW 10 <sup>th</sup> Avenue.
<b>UTILITIES:</b>	The property is connected to City sanitary sewer and water. Utilities are not affected by this revision.

---

## **OTHER FACTORS**

<b>SUBDIVISION PLAT:</b>	Lots 161, 163, 165, and 167, Young's Addition
<b>FLOOD HAZARDS, STREAM BUFFERS:</b>	N/A
<b>HISTORIC PROPERTIES:</b>	N/A
<b>NEIGHBORHOOD INFORMATION MEETING:</b>	The applicant conducted a neighborhood meeting on Monday, September 25, 2017 at 5:30 pm at the Doorstep office, 1119 SW 10 <sup>th</sup> . There were two attendees at the meeting. Key concerns expressed were related to the operating characteristics and exterior lighting. Attendees also raised questions about the future re-use of the existing Dove Tail Shoppe. The applicant's report to the City is attached.  The Tennessee Town NIA has expressed support for the rezoning request as indicated in the attached letter.

---

## **REVIEW COMMENTS BY CITY DEPARTMENTS AND EXTERNAL AGENCIES**

<b>Public Works /Engineering:</b>	No issues.
<b>Water Pollution Control:</b>	No issues.
<b>Fire Department:</b>	No issues.
<b>Development Services:</b>	No issues. A building permit is required for a change of occupancy. A plan showing re-striping of the parking lot will be submitted at that time.

---

## **KEY DATES**

<b>SUBMITTAL:</b>	September 1, 2017
<b>NEIGHBORHOOD INFORMATION MEETING:</b>	September 25, 2017
<b>LEGAL NOTICE PUBLICATION:</b>	September 20, 2017
<b>PROPERTY OWNER NOTICE MAILED:</b>	September 22, 2017

---

## **STAFF ANALYSIS**

**EVALUATION CRITERIA:** In considering an application for a Conditional Use Permit, the Planning Commission and Governing Body will review the request following standards in Topeka Municipal Code Section 18.245(4)(ix) in order to protect the integrity and character of the zoning district in which the proposed use is located and to minimize adverse effects on surrounding properties and neighborhood. In addition, all Conditional Use Permit applications are evaluated in accordance with the standards established in the Section 18.215.030 for land use compatibility, site development, operating characteristics, and consistency with the Comprehensive Plan.

- 1. The conformance of the proposed use to the Comprehensive Plan and other adopted planning policies:** The subject property lies within an area designated “*Professional Services/Residential*” in the Tennessee Town Neighborhood Plan (adopted 2001). This designation comprises the primary image corridor of SW 10<sup>th</sup> Avenue. The mixing of uses is allowed within this designation that includes neighborhood commercial, office, institutional, and residential. Adaptive re-use of existing residential buildings is encouraged rather than promoting new strip commercial development. The proposed amendment to the Conditional Use Permit is in conformance to this designation since it allows re-use of the existing building for limited commercial use rather than rezoning the entire property under a straight commercial zoning district, which would be more likely to encourage the future stripping out of commercial uses along SW 10<sup>th</sup> Avenue. The amendment is also in conformance to the *DRAFT Tennessee Town Neighborhood Plan*, which does not change this future land use designation from the 2001 plan.
- 2. The character of the neighborhood including but not limited to: land use, zoning, density, architectural style, building materials, height, structural mass, sitting, open space and floor-to area ratio:** SW 10<sup>th</sup> Avenue is classified as a minor arterial street. The neighborhood fronting along SW 10<sup>th</sup> Avenue is characterized by the conversions of single-family dwellings to office or multiple – family residential re-uses. Large institutional uses, such as First Church of the Nazarene, Mater Dei Catholic Church and school, Lutheran church headquarters and office, USD 501 parking lots, and Topeka High School front along SW 10<sup>th</sup> Avenue. The interior of the neighborhood (Tennessee Town) is developed primarily as a single-family neighborhood on smaller lots. The land use pattern of this neighborhood consists of residences with front doors and porches facing the street and driveways located from the rear off the alley.
- 3. The zoning and uses of nearby properties, and the extent to which the proposed use would be in harmony with such zoning and uses:** The proposed retail use is in harmony with the zoning and land uses of nearby properties. The zoning and uses of properties nearby is characterized by “O&I-2”, “M-3” and “R-2” zoning. Offices are located directly north of SW10th Avenue from the subject property. An apartment conversion (zoned “O&I-2”) is adjacent with this property on its east side. The parking lot for the subject office use is located on “R-2” zoned property directly to the south. The nature and intensity of the retail use is limited by the Conditional Use Permit and, therefore, will be inconspicuous.

4. **The suitability of the property for the uses to which it has been restricted under the applicable zoning district regulations:** The zoning is not changing from “O&I-2” Office and Institutional District. A Conditional Use Permit approved for the property in 1960 already allows for retail sales strictly limited to orthopedic supplies. The CUP amendment merely broadens the owner’s ability for retail, but still allows retail only as incidental, accessory and subordinate to the office building.
5. **The length of time the property has remained vacant as zoned:** The existing building has remained on the property since 1960 when it was zoned and used as medical clinic that included retail sales until the late 1980s. Doorstep began using the building as an office in 1993 and has used the building for this purpose since that time.
6. **The extent to which the approval of the application would detrimentally affect nearby properties:** Approval should have limited detrimental effects on nearby properties as there are no changes proposed to the exterior of the buildings. Doorstep is converting an interior 1,768 sq. ft. portion of the office for retail. Consolidating operations will improve efficiency for how Doorstep collects and manages its donated items to keep donations and unwanted items from piling up outside the building. The CUP limits the hours of operations for retail sales in such a manner to have minor impacts on adjacent properties and neighborhood. The retail allowed by the CUP is clearly incidental and subordinate to the office use since it will only comprise 12% of the entire building area. The applicant has added exterior lighting to the building and alley to address concerns from the neighborhood. Signage is limited to that which is allowed under the current “O&I-2” zoning district.
7. **The extent to which the proposed use would substantially harm the value of nearby properties:** Approval of the request will have very limited or no significant impact on the value of surrounding properties as there are no changes proposed to the exterior of the building. All improvements to the building are interior. The CUP amendment should not harm the value of nearby properties since it places a limit on how much of the building may be used for retail. If the retail use is expanded, a rezoning would likely be required under a commercial zoning district or PUD zoning.
8. **The extent to which the proposed use would adversely affect the capacity or safety of that portion of the road network influenced by the use, or present parking problems in the vicinity of the property:** The amendment has no significant impact on the road network. The site has an off-street parking lot south of the alley that was approved under a Special Use Permit in 1960. This satisfies the building’s off-street parking requirements for an office use. The applicant will re-stripe this parking lot to add four stalls based on the increased parking requirement that staff determined was necessary in order to change the use of the 1,768 sq. ft. area from office to retail. The subject property also has nine cutback parking stalls along Buchanan that may be used as long as they are available. If SW Buchanan is widened or improved in the future, the City may remove these stalls if necessary.
9. **The extent to which the proposed use would create excessive air pollution, water pollution, noise pollution or other environmental harm:** There is none anticipated since there is no increase in building area or paving being added to the parking lot. All changes are interior.
10. **The economic impact of the proposed use on the community:** The revision to the CUP allows Doorstep to more efficiently provide needed services to the neighborhood and community, which in turn has a positive impact on the City.
11. **The gain, if any, to the public health, safety and welfare due to denial of the application as compared to the hardship imposed upon the landowner, if any, as a result of denial of the application:** The hardship imposed upon the individual landowner by denial of the application is the subject property currently holds a permit allowing retail sales, but is so narrow in scope it is not suitable to fit needs of this owner or future owners

and thereby significantly restricts the adaptive re-use of the building. Amending the Conditional Use Permit allows Doorstep to more efficiently and effectively serve the community, which is a gain to the public, health, safety, and welfare.

## **RECOMMENDATION**

The project demonstrates compliance with standards for evaluation as provided for in TMC 18.215.030 Conditional Use Permits for Land Use Compatibility, Site Development, Operating Characteristics, and consistency with the Comprehensive Plan.

**STAFF RECOMMENDATION:** Based upon the above findings and analysis, Planning staff recommends **APPROVAL** of this proposal, **subject to:**

1. Use and development of the site in accordance with the approved Resolution and compliance with the Operational Statement submitted with the application for Doorstep, Inc.
2. "Retail sales shall remain subordinate, incidental and associated with the principal use of an office."
3. "Case file #CU17/1 by: Doorstep, Inc. amends and replaces the Special Use Permit for #SU60/2 By: Petro Surgical."
4. "Submittal of a parking lot striping plan to the Planning Department for approval at the time of the building permit application."
5. "Items that are donated and dropped off overnight shall be moved indoors within the following day and not allowed to accumulate outside."

**PLANNING COMMISSION MOTION:** I move to recommend **APPROVAL** to the Governing Body the amendment to the Conditional Use Permit CU17/1I based upon the findings and analysis listed in the staff report and subject to the conditions.

### **ATTACHMENTS:**

Statement of Operations  
Aerial Map  
Zoning Map  
Future Land Use Map  
NIM report and Sign-In sheet  
NIA letter

**Doorstep, Inc.**  
**Information for an Amendment to Current Conditional Use Permit**

Statement of Operations:

Doorstep, Inc. began in 1966 with 6 local churches coming together to help the people in their neighborhood, on their doorsteps. Today we are supported by 55 interfaith member congregations. We provide help with emergency assistance for people living in poverty or experiencing a crisis in their lives. Services offered are: food and clothing banks, rent and utility assistance, prescription and dental vouchers and local transportation in the form of gas vouchers and city bus tickets to get to work or medical appointments. Our office hours are Monday – Friday from 8am – 3pm. Client service hours are Monday – Friday 9am – 1:45pm. Doorstep has been at our current location, 1119 SW 10<sup>th</sup> Avenue, since 1993.

Doorstep, Inc. would like to move our thrift store, the Dovetail Shoppe, currently located at 1196 SW Washburn, into the north end of our building located at 1119 SW 10<sup>th</sup> Avenue. The space to be occupied by the Dovetail Shoppe is 1,768 square feet on the main floor. Our goal is to get all of our programs, staff and volunteers in one location, and increase visibility for the Dovetail Shoppe. The current location does not allow us to price the items in the thrift store. Moving it to our main building and changing the conditional use permit would allow us to price items in the Shoppe for sale. Money made at the thrift store is funneled back into services and needs at Doorstep. The retail space would amount to 12% of the total square footage of the building with the remainder being used for non-profit services and storage.

Currently the Shoppe is open Thursday, Friday and Saturday from 10am – 4pm. This would remain the same to start, but would not expand past five days a week or later than a 7pm closing time.

To be current with parking spaces for adding retail, if we are approved, we will have the parking lot on the south side of the building restriped to add an additional 4 spaces. We currently have open space in this lot that is not striped, and would be available for these spaces. This would make us compliant with adding a retail space to our building.

Signage for the Shoppe and Doorstep would be included on the current yard sign, meeting the City's guidelines. In order to promote the Dovetail Shoppe and Doorstep, we will need to have a sign indicating hours on each side of the building (north, south and west).

Regarding the Shoppe space in the building we will not be making any structural changes to the space. No changes will be made to the exterior of the building. There is an automatic door on the west side of the building for wheelchair/handicap use. The bathrooms on the main floor have been made ADA compliant several years ago.



**CU17/1 By: Doorstep, Inc.  
Aerial Map**





# CU17/1 By: Doorstep, Inc. Zoning Map





# CU17/1- Future Land Use Map (Neighborhood plans)

Doorstep, Inc





**Doorstep, Inc.**  
**Neighborhood Information Meeting**  
**September 25, 2017**

**Sign In / Attendance Sheet** ~ Annie Driver, City Planning Dept. was present.

<b>Name</b>	<b>Address</b>	<b>Email</b>
Toni Dugan	1035 SW Buchanan	Toni.wash@att.net
Ruby Carson	1031 SW Buchanan	Rubycarson883@gmail.com
Jim McCollough	Doorstep – Board President	
Cathy Butler	Doorstep – Board Member	
Jackie Buchanan	Doorstep – Board Member	
Judy Neher	Doorstep – Board Member	
Ron Miller	Staff, Doorstep	
Carrie Allen	Staff, Doorstep	
Lisa Cain	Staff, Doorstep	

**Notes / Questions from the meeting**

**Q:** How would this affect our properties?

**Annie:** City staff will look at how it affects the neighborhood and it will be in the staff report. The report will be available after October 6<sup>th</sup>. The purpose of this meeting is to express any concerns you might have about Doorstep moving the thrift shop here.

**Q:** My concern is how the donations are handled because people leave stuff outside and others rummage through it and it becomes an eye sore.

**Staff:** We don't have much control over that. We have a sign posted saying not to leave items after hours. We recently added extra lighting outside to hopefully help, and we would get a bigger dumpster to help accommodate the trash. We want our property to be clean and look nice, we always try to take care of it as soon as possible. Having Dovetail here would allow for extra volunteers and days here to stay on top of it.

**Q:** Letter said this is part of a grant...

**Staff:** No that is for Tennessee Town. Their meeting is tomorrow night.

**Q:** Who came up with this idea?

**Staff:** Doorstep Staff. We are trying to bring all of our services, volunteers and staff together under one roof to be more efficient.

Doorstep Neighborhood Meeting

**Q:** Is the building big enough to accommodate it?

**Staff:** Yes, it is about the same size as Dovetail now, but we have extra storage in the basement so we gain a little bit.

**Q:** During the week days when furniture or big items are left that we don't want, how we will handle that so there isn't a big trash pile?

**Staff:** We will get a bigger dumpster to accommodate the trash. Also, staff will be here 6 days a week and will take care of it right away.

**Q:** Can you get metal bins for donations after hours? Like the planet aid ones?

**Staff:** The people that dump after hours are likely to not use the bins. We do want to keep things clean and presentable so it is something we can look into.

**Q:** Do you think in time you will still have enough space?

**Staff:** Yes, the space at Dovetail has always been the same size. When we get full we pass things on, have a sale, or stop taking new donations for a while. It will be the same process here.

**Comment:** We think it is a great idea to move Dovetail here. You just may need to make a few tweaks as you go. Doorstep offers great and much needed services for the community. What do you think the community can offer you?

**Staff:** Let us know about problems or issues that occur after hours. We recently became aware that our dusk to dawn light was out from a neighbor and that people liked to hang out around our building after dark. We had no idea, and took action right away to add more lighting outside. We would like for our neighbors to continue to notify us, especially after hours because we aren't here and don't know what goes on.



# Tennessee Town Neighborhood Improvement Association

1195 SW Buchanan

Topeka, KS 66604

Web: [tenntownnia.weebly.com](http://tenntownnia.weebly.com)

E-Mail: [tenntown@yahoo.com](mailto:tenntown@yahoo.com)

Nextdoor.com:

[https://tennesseetown.nextdoor.com/news\\_feed/](https://tennesseetown.nextdoor.com/news_feed/)

Twitter: @tenntown

September 12, 2017

Topeka Planning Commission  
c/o City of Topeka Planning Department  
620 SE Madison  
Topeka, KS 66607

Dear Planning Commission Members:

This letter comes to you as a result of a long-standing partnership the Tennessee Town Neighborhood Improvement Association (NIA) has with Doorstep, Inc., whose programming has been helping low-income Topeka residents since 1966, some of them situated in Tennessee Town.

Doorstep, Inc.'s application for a Conditional Use Permit at its 1119 SW 10th Avenue location to enable it to relocate its current services at Dovetail, 1196 SW Washburn, to its 10th Avenue location will enable it to more efficiently deliver services as the program's staff and volunteers will work at a single location.

At the Tennessee Town NIA September 11, 2017, general membership meeting the following was moved and seconded: "The Tennessee Town NIA endorses Doorstep, Inc.'s application for a Conditional Use Permit to move its services at Dovetail to its 1119 SW 10th location." The motion was approved.

Please let us know if you have any questions moving forward.

Thank you for your time and assistance.

Michael Bell

Patrick DeLapp

Sandra Lassiter

*Michael Bell*

*Patrick DeLapp*

*Sandra Lassiter*

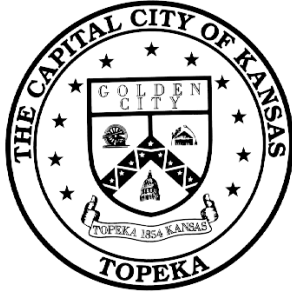
Tennessee Town NIA President

Tennessee Town NIA Vice-President

Tennessee Town NIA Secretary-Treasurer

cc: Bill Fiander, Director, Topeka Planning Department  
Annie Driver, Case Planner, Topeka Planning Department  
Patrick DeLapp, Tennessee Town NIA Vice-President  
Sandra Lassiter, Tennessee Town NIA Secretary-Treasurer

CPA17/02  
by City of Topeka



# CITY OF TOPEKA

---

PLANNING DEPARTMENT  
620 SE Madison Street, Unit 11  
Topeka, Kansas 66607-1118  
Tel.: (785) 368-3728

Bill Fiander, AICP, Director  
Email: [bfiander@topeka.org](mailto:bfiander@topeka.org)  
Fax: 785-368-2535  
[www.topeka.org](http://www.topeka.org)

---

## MEMORANDUM

**To:** Topeka Planning Commission

**From:** Bill Fiander, AICP, Planning Director

**Re:** CPA17-02 - Tennessee Town Neighborhood Plan Update

**Date:** October 16, 2017

### Background

- The Tennessee Town NIA was awarded one of two SORT (Stages of Resources Targeting) grants to begin in 2017.
- This is a two-part process with neighborhood planning occurring in 2017 and implementation occurring in 2018 – 2019. The planning stage is coming to completion and is being presented as an update on the Tennessee Town Neighborhood Plan process.
- The NIA has been working with Planning staff since March, 2017 in updating and creating their new plan.
- The Plan is based in part on the 2001 Tennessee Town Neighborhood Plan but reflects the more targeted approach associated with the SORT process. The most “in-need” areas have been identified for targeting both housing and infrastructure resources.

### Process

- Staff notified all property owners in the planning area and held a kickoff meeting on March 29<sup>th</sup> to present a “current conditions” analysis.
- Plan review committee meetings were held throughout the spring and early summer months for more in-depth evaluation and up-dating of the Plan topics.
- All property owners throughout the neighborhood were mailed notice advertising the final neighborhood meeting on September 26th.
- The draft plan was presented with discussion so as to gain feedback and input from the neighborhood. Additionally, housing and infrastructure priorities were established by those present at the meeting. Comments were also received on the draft plan before and after the meeting.
- Staff incorporated this feedback into the final Tennessee Town Neighborhood Plan document. The final plan is available online:  
<https://www.topeka.org/planning/Documents/NeighborhoodPlans/TTownNHoodPlan.pdf>

### **Current Neighborhood Conditions**

- The neighborhood has an “At Risk” health rating; the health rating for the neighborhood in 2001 was “Intensive Care”.
- The neighborhood plan boundaries are SW 10<sup>th</sup> Street, SW Washburn Ave, SW Huntoon Street, and SW Clay Street.
- Single-family structures account for 68% of all housing units, of which 45% are owner occupied.
- Infrastructure needs include mill and overlay of many of the streets. Installation of new sidewalks and the replacement of existing sidewalks in the northern portion of the neighborhood is also necessary.

### **Notable Findings**

- Tennessee Town is rich in history. The earliest residents were newly freed slaves who migrated as part of the Exoduster Movement. Tennessee Town is the only remaining Exoduster neighborhood in Topeka.
- Home of the first all-black kindergarten west of the Mississippi River (founded by Rev. Charles Sheldon) and the Topeka Council of Colored Women's Club (which is on the Register of Historic Kansas Places).
- Accomplishments since the 2001 Plan include rehabilitation of several housing units, new infill housing units, increase in youth programs, and King's Court basketball court.
- Northern portion of the neighborhood is most in need of targeted improvements.

### **Staff Recommendation:** Staff recommends the Planning Commission:

- 1) Conduct a public hearing on the Plan for action on October 16, 2017.
- 2) Recommend approval to the Governing Body as an element of the City's Comprehensive Plan.

# TENNESSEE TOWN

Topeka, Kansas



## Neighborhood Plan

An Element of the  
*Topeka Comprehensive Plan*

A Cooperative Effort By:

The Tennessee Town Neighborhood Improvement Association

&

Topeka Planning Department



ADOPTED:

Topeka Planning Commission, **DATE**

Topeka Governing Body, **DATE**





## ACKNOWLEDGEMENTS

### Tennessee Town Neighborhood Improvement Association

Michael Bell – President  
Pat DeLapp – Vice President  
Sandy Lassiter – Secretary-Treasurer  
Don Fortin – CAC Member

### City of Topeka Mayor

Larry Wolgast

### Topeka City Council

Karen Hiller	Tony Emerson	Elaine Schwartz
Sandra Clear	Michelle De La Isla	Jeff Coen
Sylvia Ortiz	Brendan Jensen	Richard Harmon

### Topeka Planning Commission

Wiley Kannarr, Chair

Brian Armstrong	Ariane Burson
Rosa Cavazos	Marc Fried
Dennis Haugh	Carole Jordan
Katrina Ringler	Matt Werner

### Topeka Planning Department

Bill Fiander, AICP, Director  
Dan Warner, AICP, Comprehensive Planning Manager  
Tim Esparza, Planner I

# CONTENTS

- INTRODUCTION AND PURPOSE ..... 1
- NEIGHBORHOOD PROFILE..... 6
  - LOCATION AND CHARACTER ..... 6
  - EXISTING CONDITIONS ..... 10
  - SOCIO-ECONOMIC TRENDS ..... 22
  - PROFILE SUMMARY ..... 23
- VISION AND GOALS ..... 25
  - VISION STATEMENT ..... 26
  - GOALS AND GUIDING PRINCIPLES..... 31
- FUTURE LAND USE PLAN ..... 33
  - LAND USE PLAN CATEGORIES..... 35
- REVITALIZATION THEMES ..... 39
  - THEMES..... 40
  - TARGET AREA STRATEGIES ..... 43
  - NEIGHBORHOOD-WIDE STRATEGIES ..... 49
    - HOUSING..... 49
    - CIRCULATION AND INFRASTRUCTURE ..... 60
    - COMMUNITY BUILDING AND INITIATIVES ..... 66
- IMPLEMENTATION ..... 75
- APPENDIX A: NEIGHBORHOOD HEALTH DATA ..... 82
- APPENDIX B: NIA HISTORY..... 83
- APPENDIX C: KICKOFF MEETING SUMMARY..... 87
- APPENDIX D: HOUSING AND INFRASTRUCTURE SURVEY ..... 89

# Maps and Tables

Map 1: Current Land Use .....	13
Map 2: Current Zoning .....	14
Map 3: Housing Conditions .....	15
Map 4: Tenure .....	17
Map 5: Infrastructure .....	18
Map 6: Reported Crimes .....	19
Map 7: Development Activity .....	20
Map 8: Future Land Use .....	34
Map 9: Target Area Evaluation .....	47
Map 10: Target Areas .....	48
Map 11: Pavement Conditions .....	61
Map 12: Sidewalk Conditions .....	63
Map 13: Bike and Bus Routes .....	65
Map 14: Recommended SORT Projects .....	79
Table 1: Existing Land Use .....	10
Table 2: Housing Density .....	11
Table 3: Property Values .....	12
Table 4: Housing .....	12
Table 5: Population Demographics .....	22
Table 6: Households .....	23
Table 7: Income and Work .....	23



CHAPTER 1  
INTRODUCTION  
AND PURPOSE

# INTRODUCTION AND PURPOSE

## BACKGROUND

---

In August, 1996, the Tennessee Town Neighborhood Improvement Association (NIA), through the Central Topeka TurnAround Team, submitted a request to the Topeka-Shawnee Metropolitan County Planning Commission for the rezoning of their neighborhood to a single-family residential classification. In September of 1997, Topeka City Council passed a resolution directing the Planning Commission and staff to prepare the necessary studies, reports, and recommendations in response to the this request. Planning staff collected field data in 1998 and facilitated goal statements in support of the NIA's planning process. However, due to staffing commitments, the plan and downzoning proposal were not finalized at that time. The NIA moved forward with adoption of a draft strategic plan to begin addressing many of their housing needs.

In 2001, the Tennessee Town Neighborhood Plan was adopted. At the time the neighborhood plan was adopted, the Topeka Planning Department rated Tennessee Town as an "intensive care" neighborhood, meaning that it was one of the city's neighborhoods "with the most seriously distressed conditions." All of the city's neighborhoods were rated, with the most distressed being rated "intensive care," those with fewer issues "at risk," those with fewer issues still "outpatient," and those with few or no issues "healthy." The Planning Department said that while Tennessee Town had been declining, it had "high revitalization potential, and therefore is considered a high priority for reinvestment." Three short years later, in 2004, the Planning Department reexamined the health of all of the city's neighborhoods, including Tennessee Town. With the addition of 61 new or rehabilitated single- and multi-family housing units created by public and private partners, increased property values and safety, and infrastructure improvements, among other upgrades, Tennessee Town went from being rated "intensive care" to "at risk." No other Topeka Neighborhood had moved up one whole rating in such a short period of time, let alone accomplishing such an achievement while starting out as one of the most distressed neighborhoods in the city.

In 2014, Tennessee Town began a new journey to improve its "at risk" rating to "outpatient" while building on the diversity that the neighborhood embodies. In 2016, Tennessee Town submitted an application and was selected as a SORT neighborhood. With this decision comes the opportunity to update the neighborhood plan and create new opportunities to guide future resource allocation and project ideas.

## ACCOMPLISHMENTS SINCE THE 2001 PLAN

- o In partnership with the City of Topeka and Topeka City Homes, the NIA was able to rehabilitate several single-family housing units throughout Tennessee Town. The creation of new housing allowed the NIA to begin the process of becoming a neighborhood with no abandoned homes or vacant lots. These changes have inspired other homeowners in the neighborhood to begin rehabilitating their own homes as well.

- The NIA’s work at creating or rehabilitating housing, while maintaining the neighborhood’s historical, social, and economic character enabled the NIA to balance the need to develop quality in-fill housing with the need to compliment the architectural fabric of the neighborhood.
- The NIA and Faith Temple Church created King’s Court, a basketball facility and playground on Southwest Lincoln and Munson Streets. By building this new community asset, they helped the neighborhood achieve its goal of becoming more “kid-friendly” and were even able to include local youth and their families in the overall decision making process. There has also been an increase in youth programs sponsored by neighborhood churches.
- The Buchanan Center created a neighborhood history area featuring photographs and other memorabilia.

## PURPOSE

---

In 2016, the Tennessee Town Neighborhood Improvement Association (NIA) applied to the City of Topeka for Stages of Resources Targeting (SORT) funding. In late 2016, the Topeka City Council approved the Tennessee Town Neighborhood to be one of two designated neighborhoods to receive planning assistance in 2017 and implementation funding in the following two years.

In the spring and summer of 2017, the NIA and Planning staff was able to collaborate on finalizing a neighborhood plan that fully addressed land use, housing, economic development, safety, infrastructure, and neighborhood character issues as well as the vision and goals from the previous neighborhood plan. The purpose of this document is to provide long-range guidance and clear direction to the City and its agencies, residents, and private/public interests for the future revitalization of the Tennessee Town neighborhood. It establishes a 10-year vision and appropriate policies for land use, housing, community character, and circulation for the Tennessee Town neighborhood. This Plan provides the policy basis from which to identify appropriate zoning, capital improvements and programs for implementation.

Recommendations for infrastructure, housing, and parks all involve major City/County expenditures that are constrained by the amount of tax revenues the City/County collects. Other neighborhood plans also compete for such allocations. Reliance on non-City funding sources will also determine the pace of implementation. Thus, another purpose of this plan is to provide guidance for *priorities* in order to determine the most prudent expenditures with limited resources.

Through the SORT program, Tennessee Town residents seek to continue efforts to reach a status of a “Healthy” neighborhood. If Tennessee Town is successful in this, it will be the first NIA to go from “Intensive Care” to “Healthy.”

## RELATION TO OTHER PLANS

The Plan is a comprehensive community-based approach to neighborhood planning that constitutes an amendment to the Comprehensive Plan and is regularly monitored, reviewed, and updated as needed. It is intended to balance neighborhood needs with city-wide objectives and be consistent with goals of existing and future elements of the Comprehensive Plan including Downtown, Transportation, Economic Development, and Trails Elements. This plan is consistent with the previous plan for Tennessee Town from 2001.

## PROCESS

---

This document has been prepared in collaboration with the Tennessee Town NIA. Beginning in January of 2017 planning staff conducted a property-by-property land use and housing survey of the neighborhood and collected pertinent demographic data. (Refer to flow chart on following page 5)

This “state-of-the-neighborhood” information was shared and presented during the kickoff meeting on March 29, 2017. The steering committee, comprised of neighborhood volunteers, met 5 times between April and September, and looked in-depth at issues such as goals and guiding principles, land use and zoning, circulation and parks, corridors, and selected SORT Target Areas.

A summary of the final plan was presented to the community at a final meeting held on September 26, 2017 at the First Church of the Nazarene located at 1001 SW Buchanan Street. A work session was held with the Planning Commission on September 16, 2017.



# TENNESSEE TOWN NEIGHBORHOOD PLAN PROCESS



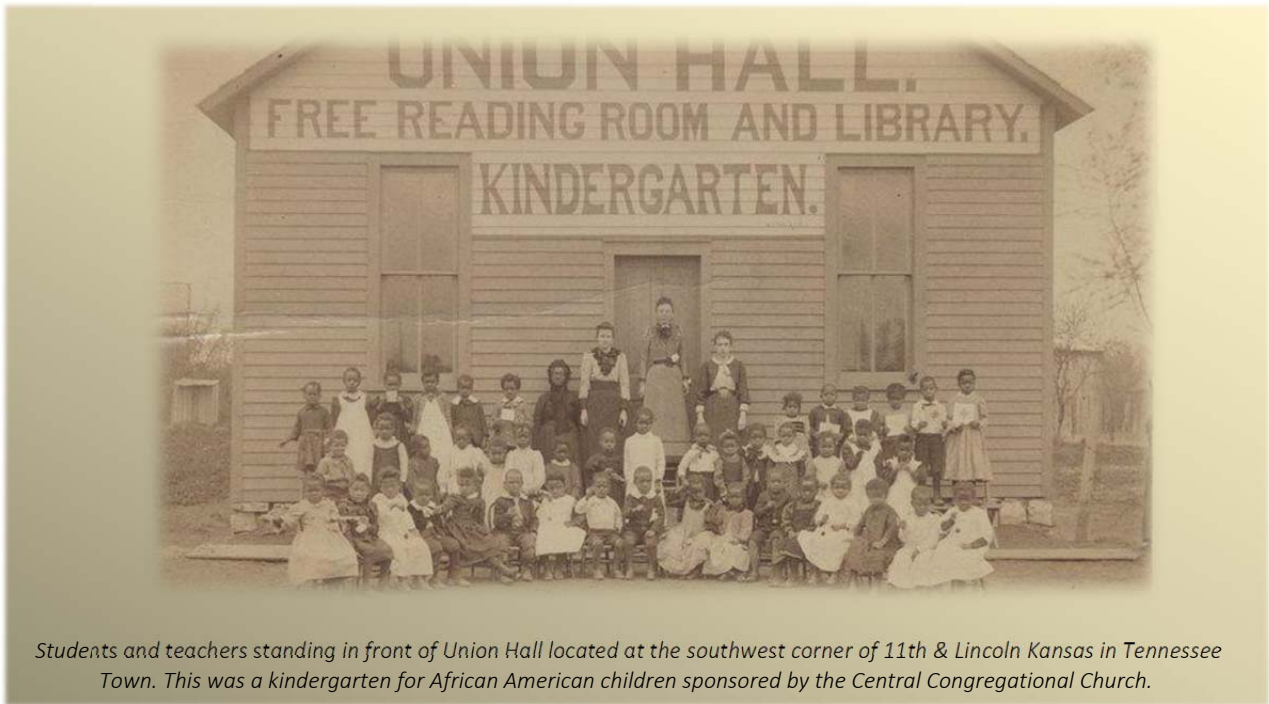
# NEIGHBORHOOD PROFILE

## LOCATION AND CHARACTER

The Tennessee Town Neighborhood is located in the city of Topeka, Kansas, approximately one mile southwest of the State Capitol Building and Downtown. The neighborhood is bounded by 10<sup>th</sup> Avenue to the north, Washburn Avenue to the west, Huntoon Street to the south, and Clay Street to the east. The neighborhood comprises approximately 89 acres with roughly 35 acres dedicated primarily to residential land use.



Heavily traveled arterial streets, Washburn Avenue, 10<sup>th</sup> Avenue and Huntoon Street bound three sides of the neighborhood. The areas to the west, east, and south are generally residential in character with the area bordering 10<sup>th</sup> Avenue and the northwest corner of the neighborhood being generally institutional and medical service uses. A major resource for the neighborhood is its proximity to major employers, institutions, and services, much of which is within walking distance. Topeka's Medical District is adjacent to the neighborhood, as well as the recently expanded Topeka Public Library. Schools within short walking distance are Lowman Hill Elementary to the west and Topeka High to the East.



*Students and teachers standing in front of Union Hall located at the southwest corner of 11th & Lincoln Kansas in Tennessee Town. This was a kindergarten for African American children sponsored by the Central Congregational Church.*

## HISTORY

The earliest residents of Tennessee Town were newly freed slaves who migrated from the South to the West as part of the Exoduster Movement. Some of them, who left plantation life behind in Tennessee, arrived in Topeka in 1879 on what was then the western edge of the city, in an area known as King's Addition. After arriving in Topeka and establishing Tennessee Town, the settlers built homes, businesses, schools and churches, making Tennessee Town one of the centers of Topeka's African-American community. The 1880 Topeka census identified 880 blacks in the city, comprising 31 percent of the city's population. Lacking financial and city support to aid their efforts to settle here, living conditions were less than those of the rest of the city. However, during the 1890's, Tennessee Town residents began to garden and trade produce for clothes and other necessities. Soon after, businesses, schools and churches began to dot the Tennessee Town landscape.

Also during the 1890's, the first white man to show any real interest in Tennessee Town, Dr. Charles Sheldon, came into the settlement from his post as pastor of Central Congregational Church, which still stands at SW Huntoon and Buchanan Street. He spent three weeks in Tennessee Town surveying the people and conditions. He found that there were about 800 people who had migrated here directly after leaving behind plantation life in the South, 100 children between the ages of three and seven who might be considered kindergarten age, and four black churches. Sheldon thought that Jordan Hall would be a good place to start a kindergarten, and by the spring of 1893, the first black kindergarten west of the Mississippi River was opened.

By the early 1900's, four churches had sank roots in Tennessee Town: Shiloh Baptist (still on the southwest corner of 12th and Buchanan Streets), Mt. Olive Episcopal (now Asbury-Mt. Olive United Methodist Church, on the northeast corner of 12th and Buchanan Streets), The Church of God (now Lane Chapel, at 12th and Lane Streets), and the Christian Church (now Dovetail, at 12th and Washburn Streets). The Colored Women's Club was also founded at about

that time. It occupied the house at 1149 SW Lincoln St. until a few years ago. The Topeka nonprofit Living the Dream, Inc.'s headquarters now occupy the clubhouse

During the 1970s Tennessee Town experienced the first rumblings of a renaissance. The Community Development Block Grant Program, through the U.S. Department of Housing and Urban Development, began in Topeka in 1974. CDBG funds began to come to Topeka as an entitlement to poor neighborhoods like Tennessee Town.

In 1976, Tennessee Town became one of the first Neighborhood Improvement Associations in the city. A group of Kansas State University architecture students came into the neighborhood in the early 1980's to conduct a semester-long inventory of housing. The results of their work were impressive, including recommendations for in-fill housing that included actual prototypes. At about that same time the neighborhood began working with Topeka Metropolitan Planning on a comprehensive look at Tennessee Town, including housing, infrastructure and safety issues. A comprehensive manual was compiled, along with an executive summary.

The 1980's began the downward spiral of Tennessee Town. Once a proud, vibrant neighborhood inhabited by low- to middle-class folks who often worked two jobs to support their families, lived in modest but well-kept homes and interacted with their neighbors on a daily basis; Tennessee Town became older, less vibrant, more lower-class socioeconomically and less interactive. As the neighborhood's most senior residents began to pass on, the neighborhood began to decay and slowly wither away. Homes that were formerly owned became rentals, and some of the landlords and renters seemed indifferent about keeping up with basic maintenance to their homes. Stable families were often replaced with short term renters, tending to only live here for only months. Older homes were demolished, creating vacant lots, but new homes were not built in their places. The commercial strip along the 1300 block of SW Huntoon St. deteriorated even faster than the housing. Many businesses in the area suffered structural damage or closed all together during this time. A number of businesses have been in and out of that strip since then.

Nevertheless, a few positive outcomes did occur during the 1980's. In the 1980's was the construction of the Tennessee Town Plaza Apartments through the Topeka Housing Authority. Tennessee Town Plaza's units were, and still are, geared towards seniors and the physically challenged. Tennessee Town Plaza, since its inception, has been one of THA's most successful complexes. The first phase of construction, completed in 1983, replaced aged housing in the second 1100 block of SW Buchanan St. and along the 1200 blocks of SW Munson Street and 12th Street. The second phase, completed in 2010, replaced aged housing and vacant lots in the second 1100 block of SW Lincoln St. Also, two infill houses were built in the 1980's, one on Lincoln and the other on Lane. Residents during this time also rallied for hands-on participation in brick sidewalk projects, tree planting and neighborhood cleanups.

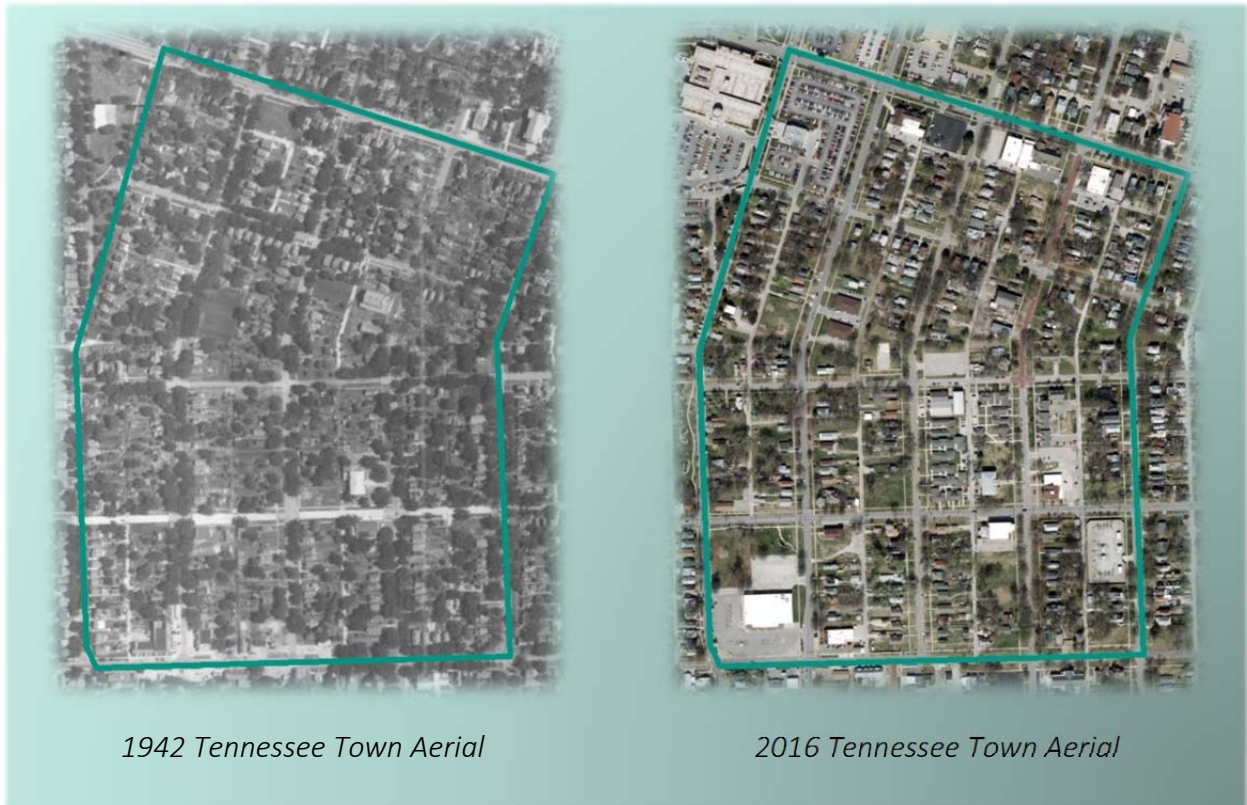
Things began to change in the late 1990's. Beginning in 1998, Tennessee Town began revitalization efforts to halt the neighborhood's slide into disrepair. By 2001, the NIA's neighborhood plan was adopted by local government, setting new standards for stability and growth. At the time the neighborhood plan was adopted, the Topeka Planning Department rated Tennessee Town as an "intensive care" neighborhood, meaning that it was one of the city's neighborhoods "with the most seriously distressed conditions." The Planning Department said that while Tennessee Town had been declining, it had "high revitalization potential, and therefore is considered a high priority for reinvestment."

In 2004, the Planning Department reexamined the health of all of the city's neighborhoods, including Tennessee Town. With the addition of 61 new or rehabilitated single- and multi-family housing units created by public and private partners, increased property values and safety, and infrastructure improvements, among other upgrades, Tennessee Town went from being rated "intensive care" to "at risk." No other Topeka Neighborhood had moved up one whole rating rung in such a short period of time, let alone doing it while starting out with the rating characterizing the most distressed neighborhoods in the city. In 2016, Tennessee Town submitted an application and was selected as a SORT neighborhood, with the decision to update the neighborhood plan prior to the funding of implementation projects or the selection of target areas.

### CHARACTER

Tennessee Town is comprised of five subdivisions: Kings Addition, Moffits, W.H. Brooks Jr. 2<sup>nd</sup> (Bona), Lafayette Place Addition, and Youngs Addition 3. The typical lot sizes in Tennessee Town are 25 feet wide and between 150 to 162 feet deep. The street widths for those running north to south are on average 100 feet wide and the streets that run east to west are 75 to 80 feet wide. The average lot size in Tennessee Town is 0.13 acres.

Single family structures dominate the architectural character of the neighborhood. Homes in this neighborhood are typically small to accommodate the small lot size common throughout the neighborhood. Other characteristics of the architecture in this Tennessee Town include front facing doors/ porches, raised foundation, and horizontal siding.



*1942 Tennessee Town Aerial*

*2016 Tennessee Town Aerial*

## EXISTING CONDITIONS

### HEALTH

The Neighborhood Element of the Comprehensive Plan establishes a neighborhood health rating system for all neighborhoods in Topeka to prioritize planning assistance and resource allocation. This uses five categories—Poverty Level, Public Safety, Residential Property Values, Single Family Homeownership, and Boarded Houses—to assign a health rating to each Census Tract Block Group. Tennessee Town encompasses 2 block groups, with group 5.3 comprising the northern section of the neighborhood and 4.1 in the southern section. In 2011, Tennessee Town, due to the continued efforts of neighborhood members and the City of Topeka, moved from a classification of “Intensive Care” to “Outpatient.” The 2014 Health Ratings showed the two block groups as “At Risk” due in part to the economic downturn. In 2013, Tennessee Town was named Topeka’s most improved neighborhood. Please see Appendix A for more detailed information.

### LAND USE

The neighborhood is predominately residential, with 72% of all parcels being devoted to residential uses. Single-family residential use accounts for 65% of all parcels and 50% of the land area within Tennessee Town (see Table #1). Vacant land accounts for 16% of all parcels and 12% of the total land area. Four parcels are committed to public open space. The remaining land area falls in the following categories: commercial – office, commercial – retail/service, institutional, parking/other, and recreation/open space.

Table #1: Existing Land Use – Tennessee Town

Land Use Category	Parcels	Percent	Acres	Percent
Residential – Single Family	180	64.75%	29.45	49.45%
Residential – Two Family	9	3.24%	1.36	2.29%
Residential – Multi Family	12	4.32%	3.83	6.43%
Commercial	7	2.52%	3.18	5.34%
Institutional	12	4.32%	5.17	8.67%
Industrial	0	0%	0	0%
Office	4	1.44%	0.58	1.64%

In the early 2000’s, multiple entities such as the City of Topeka and the Topeka Housing Authority began new construction and rehabilitation activities throughout the neighborhood including a Habitat for Humanity House on Southwest Buchanan.

Map #1 illustrates the existing land use in the neighborhood. Several areas in the interior of the neighborhood have high concentrations of two- and multi-family residential structures. These areas of medium/high density residential development are generally located where high intensity uses are encroaching upon older single-family residential neighborhoods. Commercial and office uses are generally located on the perimeter of the neighborhood along 10<sup>th</sup> Avenue, and at Huntoon Street and Lane Avenue.

## ZONING

Historically, the neighborhood was zoned for single-family uses. Gradually, the neighborhood began to experience more intensive residential zoning with Clay Street, and the northern portions of Buchanan and Lincoln converting to two-family residential around the mid-1940s. From the mid-1940's until around 1956, the zoning in the neighborhood transformed, roughly splitting the area between two-family and multi-family. One of the goals of the 2001 plan was to "down zone" to reflect the single family character of the neighborhood. In 2001, the neighborhood was rezoned based on the future land use map of the 2001 plan. Map 2 illustrates the current zoning for Tennessee Town and reflects a residential pattern.

## HOUSING DIVERSITY

The housing density of 7.7 units/acre found in Tennessee Town can be attributed to the number of single family housing units with a few multiple-family structures. In 2000 at the time of the first neighborhood plan, the housing density in Tennessee Town was 5.4 units/acre. Of the housing units, 68% in the neighborhood are single-family structures while multiple-family structures account for 32% of the housing units. Each of these numbers have increased since 2000. Present densities are low considering the amount of vacant land. Tables 2 and 3 demonstrate the housing diversity and housing values of Tennessee Town.

Table #2: Housing Density – Tennessee Town

Housing Type	Units	Percent	Acres	Units/Acre
Single Family	180	67%	29.45	6.1
Two Family	18	7%	1.36	13.2
Multiple Family	69	26%	3.83	18
<i>Net Density Residential</i>	<i>2637</i>	<i>100%</i>	<i>34.6</i>	<i>7.7</i>
<i>Net Density All</i>	<i>267</i>		<i>59.6</i>	<i>4.5</i>
<i>Gross Density (with ROW)</i>			<i>88.59</i>	<i>3</i>

Table #3: Property Values

	Median	Mean	Minimum	Maximum
Residential – Single Family	\$32,680	\$42,378	\$2,580	\$583,500
Residential – Two Family	\$38,290	\$41,137	\$4,550	\$96,100
Residential – Multi Family	\$185,645	\$206,848	\$36,860	\$527,100
Vacant	\$1,805	\$3,444	\$420	\$37,720

### HOUSING CONDITIONS

Housing conditions in Tennessee Town exhibit a below-average rating, with only slightly more than half of the residential structures having minor deficiencies, as seen in Table #4 (*housing conditions and ratings are defined in Appendix “A”*). Housing Conditions in Tennessee Town exhibit an average rating with 52% with minor deficiencies and 30% with major deficiencies.

The highest concentration of blocks with intermediate or major deterioration can be found in the northern half of the neighborhood, (see on Map #3). Blocks north of Munson contain the highest concentrations of deteriorated housing, particularly in the second 1100 block of Washburn Avenue, and the second 1100 block of Clay and Lane Streets. (*NOTE: Average block conditions are relative to the neighborhood and should not be compared to other neighborhoods. Refer to Appendix “A” for specific definitions of conditions*)

Table #4: Housing Conditions

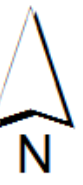
Housing Type	Minor Deficiencies		Intermediate Deficiencies		Major Deficiencies		Total
	Prop.	Percent	Prop.	Percent	Prop.	Percent	Prop.
Single Family	92	87.6%	31	29.5%	57	54.3%	180
Two Family	5	4.8%	2	1.9%	2	1.9%	9
Multi-Family	8	7.6%	2	1.9%	2	1.9%	12
Total	105	52.2%	35	17.4%	61	30.3%	201



# Map #1: Current Land Use



# Map #2: Zoning



# Map #3: Housing Conditions



## TENURE

Tennessee Town has almost double the number of renter-occupied housing units compared to the number of owner-occupied housing units (see Table 4). Single-family structures account for 68% of all housing units, of which 45% are owner occupied.

The areas with the highest concentrations of homeownership are located around 12<sup>th</sup> Street and Buchanan Street. A slightly higher concentration of blocks with high levels of owner occupancy can be found in the northern portion of the neighborhood than in the southern section of the neighborhood. The lowest owner occupancy levels can be found along Lincoln Street and Washburn Avenue. These trends are demonstrated in Map #4.

## INFRASTRUCTURE

All of the streets in Tennessee have been improved to urban standards. Infill projects have improved sidewalks on many streets and all have curb and gutter drainage systems in place. The one area with major infrastructure problems in this area is SW Munson Avenue and SW Buchanan Street. The cross section of these streets has poor pavement, curb, and sidewalk conditions. Another area in need of infrastructure rehabilitation is on SW Lincoln between 10<sup>th</sup> Street and 11<sup>th</sup> Street. If alley repair is prioritized by the neighborhood, staff will evaluate conditions at that time. Sewer, water and storm water infrastructure are evaluated for possible replacement when cost estimates for street are being developed. The infrastructure conditions are illustrated by Map #5

## PUBLIC SAFETY

Map # 6 illustrates the number of reported major crimes committed by block according to crime statistics provided by the Topeka Police Department for 2016. Criminal activity was dispersed throughout the neighborhood. Although blocks with high levels of crime can be found throughout the community, high concentrations of reported major crimes occurred on Lane and Washburn between 11<sup>th</sup> and Munson Streets, and on Lincoln Street and Buchanan Street between Munson and 12<sup>th</sup>. Major crimes are defined as Part 1 crimes – murder, rape, robbery, aggravated assault, burglary, and theft.

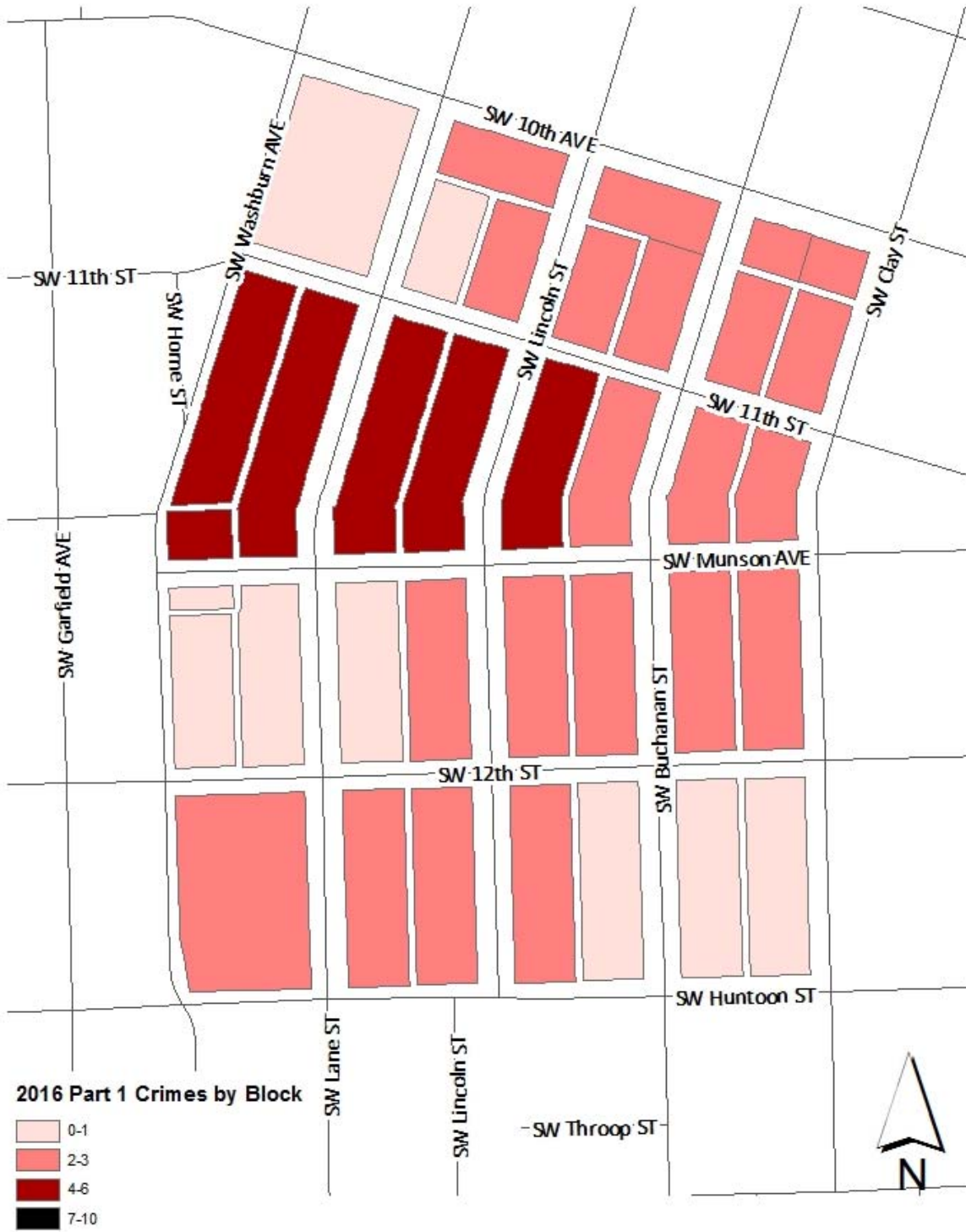
# Map #4: Housing Tenure



# Map #5: Infrastructure Conditions



# Map #6: Major Reported Crimes 2016



## BUILDING ACTIVITY

Development activity in the neighborhood between 1990 and 1997 was limited almost entirely to demolitions. No building permits were issued for new construction during that time period. The 12 building permits issued for that time period were for demolitions. Development activity in the neighborhood between 2000 and 2016 has been similar with many of the building permits being for primarily demolitions. Building permits (Map #7) tracked are for new construction or whole demolitions and do not include rehabilitation or additions.

Map #7: Building Permits 1990-2016





## CIRCULATION

As identified by the Topeka-Shawnee County Transportation Plan, the neighborhood is bound to the west by the minor arterials SW Washburn Avenue and SW Lane Street, to the north and south and by minor arterials 10<sup>th</sup> Ave and Munson Street and to the east by the collector Clay Street. The neighborhood also experiences heavy traffic as one minor arterial street, 12<sup>th</sup> Street, runs through the interior of the neighborhood.

Tennessee Town is well served by the City's bus service with bus lines running on 10<sup>th</sup>, Washburn, Lane, Huntoon, and 12<sup>th</sup>.

## PUBLIC FACILITIES

On the corner of Southwest Lane and 12th Street is Aaron Douglas Park. This park is currently owned and maintained by Shawnee County.

## HISTORIC PROPERTIES

In Tennessee Town, there is one registered historic property. 1149 Southwest Lincoln is on the Register of Historic Kansas Places and is known as the Topeka Council of Colored Women's Club Building.

## HALFWAY HOUSE ORDINANCE

The 2001 plan promoted the establishment of a halfway house ordinance. That idea was implemented when standards for halfway houses were employed in the city's zoning code. There are currently two halfway houses in the neighborhood.

## SOCIO-ECONOMIC TRENDS

\*Refer to Appendix C for Socio-Economic Tables (Table 7-Table 9)

Tennessee Town is located within parts of census tracts 4 and 5. Information from the US Census on population, age, households and income are summarized in Tables #5-7. The neighborhood population increased by 21 percent between 1990 and 2010. The largest decrease was seen in the under 5 years old cohort, accounting for 14 percent of the population in 1990 as opposed to 4 percent in 2010. The 45-54 year old cohort, accounting for 16 percent of the 2010 population as opposed to 5 percent of the 1990 population experienced the largest increase in population.

Within the decades spanning from 1990 to 2010, the number of households in Tennessee Town increased, while the average household size decreased. The number of households increased by 56 %, while the persons per household decreased by 1. The percentage of female headed households with a child under 18 years of age decreased significantly as well. Between 1990 and 2010, the number of families has increased 14.5%, moving from 131 to 150. With this increase seen in households and families also comes a 34% increase in married couples. The neighborhood's strong perception of being family oriented seems to hold strong and its attraction to these social units continuous to grow.

Incomes in the neighborhood increased in real terms during the 1990's to 2010. The household median income more than doubled, increasing from \$10,774 in 1990 to \$24,465 in 2010. Over that same decade, per capita income increased from 6,373 to 12,059.51. The number of people below the poverty level decreased significantly, representing 14.12 percent of the population in 2010 compared to 49.4 percent in 1990. The population can therefore be described as an increasing population with smaller household sizes, residing in an aging housing stock. It is an aging population with lower incomes, which are just over half of the household median income of the City of Topeka.

Table #5: Population Demographics

POPULATION	Tennessee Town 2010		Tennessee Town 1990		Topeka	
<b>Total</b>	<b>765</b>	<b>100%</b>	<b>605</b>	<b>100%</b>	<b>127,473</b>	<b>100%</b>
Female	341	45%	330	55%	66,532	52%
Male	423	55%	275	45%	60,941	48%
Black	148	19%	413	68%	17,918	14%
White	505	66%	156	26%	102,698	81%
Other	60	8%	36	6%	13,732	11%
Hispanic Origin	82	11%	0	0%	17,026	13%
Under 5 years	30	4%	85	14%	9,505	7%
5 to 9 years	53	7%	61	10%	8,948	7%
10 to 14 years	103	13%	44	7%	7,877	6%
15 to 19 years	77	10%	27	4%	8,050	6%
20 to 24 years	66	9%	50	8%	9,200	7%
25 to 34 years	60	8%	129	21%	18,601	15%
35 to 44 years	108	14%	58	10%	14,714	12%
45 to 54 years	125	16%	31	5%	17,080	13%
55 to 64 years	51	7%	41	7%	15,312	12%
65 and over	93	12%	79	13%	18,186	14%
Median Age	22		27		36	

Table #6: Households

HOUSEHOLDS	Tennessee Town 2010		Tennessee Town 1990		Topeka	
<b>Households</b>	<b>357.84</b>	<b>100%</b>	<b>229</b>	<b>100%</b>	<b>53,943</b>	<b>100%</b>
Families	150	42%	131	57%	30,707	56.92%
With Children <18	134	37%	99	76%	14,240	26.40%
Husband-Wife	86	24%	64	28%	20,430	37.87%
Female-Headed (no husband)	62	17%	48	21%	7,661	14.20%
With Children <18	80	22%	48		4,760	8.82%
Persons per Household	1.64		2.64		2.29	
Persons Per Family	3.93		3.49		2.99	

Table #7: Income and Work

INCOME	Tennessee Town 2010	Tennessee Town 1990	Topeka
Household Median	\$24,465.64	\$10,774.00	\$40,342.00
Family Median	\$25,223.35	\$11,563.00	\$52,483.00
Per Capita Income	\$12,059.51	\$6,373.00	\$21,638.00
Below Poverty Level			
Percent of Persons	14.12%	49.4	23.40%
Percent with children <18	77.42%	61.2	41.00%

## PROFILE SUMMARY:

---

The Tennessee Town neighborhood is a proud neighborhood rooted in its single-family development. Its character gave way somewhat to high-density as a result of the urban migration patterns from the 1930's to the 1950's. However, the neighborhood was downzoned in 2001 in order to reflect the single family character of the neighborhood. Following the 2001 neighborhood plan, improvements were made in the area south of Munson. The conditions in the remaining portion have now presented the neighborhood with a number unique of opportunities and constraints, as summarized by the following:

### NEEDS AND CONSTRAINTS

- Problems associated with low-income concentrations: social, transportation, health
- What the neighborhood considers "slumlords" running down rental properties
- Deteriorating housing stock
- Abandoned houses
- Most concentrated in the north half of neighborhood
- 16% of all parcels are vacant
- Loss of Dillon's grocery store has put a strain on the inventory of amenities within walking distance

### STRENGTHS/ OPPORTUNITIES

- Diversity of land uses and proximity to downtown typifies strength of traditional neighborhood living, working, shopping, recreating, and schooling within walking distance
- Family oriented neighborhood with over 82% of housing types dedicated to single family structures

- Close knit, supportive community strengthens quality of life
- Aaron Douglas Art Park/ Fair/ Mural attracts positive attention to the area and draws in local artists
- Kings Court Basketball Tournament attracts positive attention to the neighborhood
- Neighborhood is spatially close to the medical district, Lowman Hill Elementary, Robinson Middle School, Cair Paravel Latin, Mater Dei Catholic Elementary, and Topeka High School
- A concentration of churches and the Buchanan Center provide anchors and amenities, which increases the social utility of residents
- Grace Med developing a clinic on the former Dillon's lot will further strengthen the neighborhood
- Vacant lots available for infill housing gives the neighborhood the potential to increase home ownership and overall neighborhood appeal
- A history rooted in African American culture presents the opportunity to share a story of historical significance

CHAPTER 3  
VISION AND  
GOALS

# VISION AND GOALS

## VISION STATEMENT

---

### *"The History of Tennessee Town Will Live On"*

The sweet smells of home cooking waft through the screen door like ambrosia. Soft voices of sweet souls inside blend in with the food smells to create a symphony of delights auditory and olfactory.

A voice calls out to children seated on the porch outside: only a few more minutes of cool breezes before bed-time. Elders chat and laugh in cool, relaxing voices as they play dominos. Smaller children play games of "hide and seek" and "red light, green light" on the front lawn; one of them yawns a child's yawn of exhaustion after a long summer's day of play. Soon the children's bedrooms will be cool enough for sleep.

Neighbors call out from their porch across the street. Yes, it was hot today. Yes, we will see you at church tomorrow. We'll call Mrs. Johnson in the morning to see if she needs a ride to church. You sleep well, too.

As the children tire of their yard games, they gather on the porch to listen to adult conversations about which they know little but know that those conversations carry a serious tone. The children know instinctively that the stories told that night will define them as adults.

The eldest of the elders, 85 years young and full of vim and vigor, tells the story of how her neighborhood -- their neighborhood -- came to be.

"In the 1870s, after the Civil War had divided this country north and south, black and white, newly freed slaves began to leave the South to start new lives in the West," she said.

"That migration became known as the Exoduster Movement," she said. "They went west under the big, broad sky of hope. They crossed the Mississippi, mindful of its breadth and of the oppression its mighty waters would lead to as it meandered south.

"They arrived in this part of Kansas in the late 1870s. Some of them, who had left Tennessee behind, arrived in Topeka in 1879 and founded Tennessee Town on the southwestern edge of our city in what was known then as King's Addition. The Tennessee Town settlement was a result of the Compromise of 1877, which ended Reconstruction and led to the Exoduster Movement. That initial settlement included about 3,000 settlers who were able to buy land outright and put down stakes in their new home.

"Unfortunately, but not unexpectedly, some Topekans weren't thrilled with their new neighbors of southern and African ancestry. In fact, Topeka's Mayor at the time, Michael C. Case, said that, instead of providing assistance to the immigrants to facilitate their efforts to settle, the city should provide assistance through distributing road maps with the routes back to Tennessee highlighted! (He didn't quite put it that way, but that was his message.)

"Relatively undaunted, the settlers built two- and three-room houses to deal with the cold Kansas winters. Help came later in 1879 when a conference of the Methodist Episcopal Church decided to address the settlers' situation. The First Congregational Church also assisted,

including underwriting the construction of the Tennessee Town Congregational Church with the understanding that it would be a relief center as well as a church.

"After the settlers built homes, other edifices that housed businesses, schools and churches began to dot the Tennessee Town landscape. In the 1880 Topeka census 880 blacks were found to comprise 31 percent of the city's population.

"Of course, lacking finances and city support for their efforts to settle here, living conditions were less than those of the rest of the city. The local press, mistakenly but not surprisingly, attributed the 'substandard' living conditions to the incompetence of the settlers. That bigotry remains a problem to this day.

"During the 1890s our predecessors began to garden and trade produce they produced for clothes and other necessities, thereby refuting the contention and the bigotry of the press.

"Wherever there is new development there will be old problems. In the 1890s Jordan Hall was the center of gam-bling and other activities of an unsavory nature. Andrew Jordan founded the building, which also doubled as a dance hall. It was located just down the street from us, at Lincoln and Munson Streets. Munson Street was then called King Street.

"Also during the 1890s the first white man to show any real interest in Tennessee Town, Dr. Charles Sheldon, came into the settlement from his post as pastor of Central Congregational Church. He spent three weeks in Tennessee Town surveying the people and conditions. He found that there were about 800 people who had migrated here directly after leaving behind plantation life in the South, 100 children between the ages of three and seven who might be considered kindergarten age, and four black churches.

"Sheldon thought that Jordan Hall would be a good place to start a kindergarten, and by the spring of 1893 the first black kindergarten west of the Mississippi River was opened. There were three teachers, a principal (Carrie Roberts), and two assistants (Jeanette Miller and Margaret Adams). Mrs. Jane Chapman was instrumental in helping in several projects, including organizing a PTA for the children's mothers.

"Two years later new quarters were found for the kindergarten; it had been such a success that it had outgrown its confines at Jordan Hall! The new kindergarten was housed at the Tennessee Town Congregational Church. The kindergarten, at its new location, taught our children until 1910 when the city -- better late than never -- decided to support it and relocated it at the Buchanan School, now known as the Buchanan Center, at 12th and Buchanan Streets.

"The most prominent graduate of the Tennessee Town kindergarten was the attorney Elisha Scott. Scott's two sons, John and Charles, both became attorneys also and argued the Kansas portion of the landmark Brown v. Topeka Board of Education case that outlawed segregation in public schools. One of the other graduates of the kindergarten was a long-time neighbor of ours, Minus Gentry. He lived at 1191 Lincoln until his death in 1991 at the age of 95.

"After the success of the kindergarten a library was established in Tennessee Town; Rev. B.C. Duke was its first librarian.

"By the first decade of the 1900s four churches had sank roots in Tennessee Town: Shiloh Baptist (still on the southwest corner of 12th and Buchanan Streets), Mt. Olive Episcopal (now Asbury-Mt. Olive United Methodist Church, on the northeast corner of 12th and Buchanan Streets), The Church of God (now Lane Chapel, at 12th and Lane Streets), and the Christian Church (now Dovetail, at 12th and Washburn Streets).

"The Colored Women's Club was also founded at about that time. It occupied a house in the first 1100 block of Lincoln Street until the turn of this century. The city's icehouse was built around this time in the first 1100 block of Lincoln. The buildings still stand there.

"Tribute was paid to Charles Sheldon for his 13 years of work in Tennessee Town. Sheldon put his memories of his service in Tennessee Town into book form: 'In His Steps,' which at one time was the most widely read book in the world next to the Bible, was the result. Looking back on Sheldon's time in Tennessee Town, I must say it was a mixed blessing. Undoubtedly conditions improved because he was able to bridge the gap between the needs of the new settlers and a reticent city. However, the condescending tone he took towards the 'heathens' in Tennessee Town who needed to be 'Christianized' in 'In His Steps' was unforgivable. The only unassailable thing we had then was our dignity, and his words attempted to take that away from us.

"Many community leaders emerged in the early 1900s. Mother Emma Gaines, along with Mr. and Mrs. Thomas Gaines and Robert Baker, founded Gaines Funeral Home. Other community leaders included Betty Patterson, Sally Oglesvie, Annie Gentry, Henry Williams, Andrew Jordan, Rilda Preer, Mrs. Louis Knott, Mrs. Ed Link, Andrew Ferguson, Rev. and Mrs. B.C. Duke, H.I. Monroe and George Graham.

"Throughout the next several decades businesses sprang up along Huntoon Street, including the Caravan Club, which was the favored watering hole for our state legislators for years. Silver's Furs occupied a storefront along Huntoon for years, too. The Brown v. Board case ended school segregation, but it also ended the existence of Topeka's historically black schools, including Buchanan School. Bobo's Drive In, at Huntoon and Lincoln Streets, was a neighborhood restaurant for years, but our neighborhood residents sometimes were served in brown-paper bags until the 1960s. Dibble's Grocery Store was located in a lovely Tudor-style building at Huntoon and Lane Streets until the middle 1970s; Dillon's built a new store there and was a neighborhood presence for 40 years until it abandoned the neighborhood and Central Topeka. GraceMed Health Care soon will move into the former Dillon's building. The gas across the street has been at its current location for decades. First Impressions Printing, across Lane Street from Dillons, became WCW Property Management. The Topeka and Shawnee County Public Library, as it's now called, has been at our northwestern border since its inception, as has Stormont-Vail Hospital.

During the 1970s Tennessee Town experienced the first rumblings of a renaissance. The Community Development Block Grant Program, through the U.S. Department of Housing and Urban Development, began in Topeka in 1974. CDBG funds began to come to Topeka as an entitlement to poor neighborhoods like ours. In 1976, Tennessee Town became the first Neighborhood Improvement Association in the city. Mrs. Lillian Bennett was our first president. She served in that capacity for 10 years.

"A group of Kansas State University architecture students came into our neighborhood in about 1980 to conduct a semester-long inventory of housing. The results of their work were impressive, including recommendations for in-fill housing that included actual prototypes! At about that same time the neighborhood began working with Metropolitan Planning on a comprehensive look at Tennessee Town, including housing, infrastructure and safety issues. A big manual was compiled, along with an executive summary. Those two efforts to ready our neighborhood for revitalization inspired hope.



"The 1980s began the downward spiral of Tennessee Town. Once a proud, vibrant neighborhood inhabited by low- to middle-income folks who often worked two jobs to support their families, lived in modest but well-kept homes and interacted with their neighbors on a daily basis, Tennessee Town became older, less vibrant, more lower-income and less interactive. However, the one constant throughout this period was the pride that the elder residents still felt for their neighborhood.

"As our senior neighbors began to die, the neighborhood did, too. Homes that were formerly owned became rentals. Stable families were often replaced with people who tended to only live here for several months. Older homes were razed, creating vacant lots, but new homes were rarely built in their places.

"The commercial strip along Huntoon deteriorated even faster than the housing here did. Silver's Furs suffered a fire in the 1970s and closed. Bobo's closed in the 1980s, as did the Caravan Club. A number of businesses have been in and out of that strip.

"Our people began to lose faith in the proposition that, if we remained vigilant, the city would eventually get to us. Except for sidewalks, through CDBG funds, the city didn't seem to care.

"But, and this is important, *our people never lost faith in each other.*

"And, of course, your family has lived in Tennessee Town for the past 90 years. Your mothers and fathers for six generations have loved this neighborhood for what it was and will be: a stable, working-class, low- to moderate-income, family-oriented residential area where people know one another, visit with one another on our porches, pray together at our five churches, meet as a unit to plot a future that is carefully considered and completely inclusive, and preserve the lore and history of the neighborhood so that it may be treasured and passed on to successors yet unknown. You and your successors must fight to preserve this neighborhood, because I only plan on being here another 30 years or so!"

A laugh from her daughter ended the conversation. The children, with eyelids heavy from impending slumber, went to their cooled bedrooms with the story of their ancestors still fresh in their minds.

Back on the porch the woman who had just woven the incredible story of her neighborhood -- indeed, her life -- rocked back and forth in her chair.

A twinkle could be detected in her eyes. She knew that the next caretakers of her neighborhood were now ready to do right by it.

She smiled.

\*\*\*\*\*

Fifteen years later the eldest of the elders and her family gathered for her 100th birthday. The neighborhood's Black History Museum conference room was filled with five generations of the elder's family. Neighborhood friends attended, also. The five churches also were represented by their respective pastors. The Mayor and three city council members also took time to pay tribute to Tennessee Town's Miss Jane Pittman.

The elder's daughter, the one who laughed at her mother's prediction of life-long service to her neighborhood, had assumed her mother's position as leader. The daughter gathered everyone around the day's honoree and said:

"On this day, the 100th birthday of my mother, let us rejoice. Let us rejoice that we are all here to give thanks and praise to her and her many accomplishments and sacrifices for this

neighborhood. Let us rejoice that her many years of service have resulted in many improvements here, including new and rehabilitated housing and an absence of vacant lots.

"Let us rejoice that we have a thriving senior and physically challenged apartment complex that respects our neighbors who are aged and handicapped.

"Let us rejoice that we have a youth outreach program that has placed many of our young at Washburn University and in other positions from which they could succeed.

"Let us rejoice that we have a community center and commons area for our neighbors to gather for special, or everyday, occasions.

"Let us rejoice that we have lush, tranquil greenspaces scattered about our neighborhood, where our children can play and their parents can relax.

"Let us rejoice that we have lighting and infrastructure improvements to streets and alleys that have made travel, both by car and by foot, safer.

"Let us rejoice that we have this Black history museum, which pays tribute on a daily basis to the struggles and successes of predecessors and shines light on what successors must never forget -- that is, if they hope to succeed in the future.

"And let us certainly rejoice that what was once a neighborhood on the brink 15 years earlier has rebounded and become, once again, a haven for diversity, respect, spirituality, culture and education and that Tennessee Town's come-back has been driven by its residents.

"And now, a few words from our guest of honor. Mama..."

The elder, still walking on her own and with most of her vim and vigor still intact, looked around the room at all of the warm, familiar faces -- and at the warm but unfamiliar faces, too -- and smiled. She drew in a breath and said:

"The baton has been passed. You have done magnificently, but the race is not over. It will never be. The history and lore of this neighborhood and, by extension, yourselves, must be watered and weeded. You must remain vigilant, because no one else will care about us unless we care about us. I am very grateful that I have been allowed to see the changes here. They are wonderful! I am satisfied, and you should be, too."

Later that fall the eldest of the elder's went home to God. It was as if she had hung in there long enough to see her work, as well as the work of others, rewarded. Her neighborhood was poorer because of her absence there.

But Heaven was much richer because of her presence there.

Her picture hangs in the entry way of the museum as a constant reminder that dreams can come true.





## GOALS AND GUIDING PRINCIPLES

---

### LAND USE

*Preserve the viable-single family character of the neighborhood, while accommodating commercial, office and higher density residential within established higher intensity areas.*

- Single family residential should remain the predominate land use
- Restrict commercial activity to its current locations and preclude large institutional encroachment into the neighborhood
- Strengthen current park system by providing additional equipment and increase the amount of useable greenspace accessible to residents.
- Define a neighborhood center that can serve as a mixed-use commons for community-based activities and events

### HOUSING

*Increase the quality of the housing stock to promote the desirability to live in Tennessee Town through investment and targeted marketing*

- Improve existing housing stock through public and private investment
- Strive to achieve a neighborhood of no abandoned homes or vacant lots
- Support new infill development and ensure it is complimentary to the traditional character of the neighborhood through design guidelines and standards
- Encourage landlords and homeowners to improve the appearance and living conditions of their properties through rehabilitation activities such as voluntary compliance, increased code enforcement, or any other mechanism deemed appropriate/feasible
- Promote Tennessee town as a niche market for elderly accessible housing, environmental friendly housing, or affordable housing due to its unique lot sizes and configurations.

### PUBLIC FACILITIES AND INFRASTRUCTURE

*Provide infrastructure improvements to the Tennessee Town neighborhood that demonstrate commitment to continued improvements in the quality of life of the residents*

- Continue street, sidewalk and alley infrastructure improvements so they may provide the level of service required for their current use and support future planned development
- Create pedestrian friendly streetscapes (streets and sidewalks) that connect to neighborhood amenities and assets while increasing pedestrian safety.
- Make neighborhood parks more “kid friendly”, appealing, and accessible.

## SAFETY

*Create a safe, clean, and livable environment for all those in Tennessee Town to live, learn, work and play*

- Promote a strong relationship with police and promote community wide educational programs and efforts related to crime prevention and detection techniques
- Increase effectiveness of public and private lighting in order to reduce incidents of crime and increase public safety
- Ensure playgrounds and parks are open and visible from the streets.
- Support improvements that will increase safety of pedestrians and school children at crossings and bus stops
- Organize volunteer resources to take on a more organized and proactive role in safety

## NEIGHBORHOOD CHARACTER

*Create a positive image for Tennessee Town while preserving its deeply rooted historic character and rich social heritage.*

- Identify, preserve, and promote the heritage of Tennessee Town by ensuring that it remains welcoming and supportive to a diversity of people
- Historic infrastructure elements, such as brick streets, sidewalks, and stone curbs should be preserved where appropriate
- Identify, preserve and restore historic structures
- Create a cultural heritage center that documents the neighborhood's linkages to Black History in Topeka
- Enable youth to enhance their academic and life skills by increasing participation and investment of local churches in neighborhood revitalization activities
- Identify neighborhood gateways and work to enhance and beautify their image

CHAPTER 4  
FUTURE LAND  
USE PLAN

# Map #8: Future Land Use



### Future Land Use

- |   |   |
|---|---|
|  Res. Low Density (Urban P.D.) |  Medical Services                  |
|  Res. Low Density (Urban)      |  Professional Services/ Res        |
|  Nbhd. Mixed Use Commons       |  Utility                           |
|  Institutional                 |  Parks, Open Space, and Recreation |
|  Commercial                    |  * See text for details            |



# FUTURE LAND USE PLAN

The Tennessee Town Neighborhood planning area currently contains a diverse mix of land uses, including residential, commercial, office, institutional, retail, and open space. The Tennessee Town Land Use Plan (Map 8) graphically illustrates a conceptual guide for land-use development of the neighborhood that embodies the vision and goals presented in Section III. The map depicts preferred land-use categories and is intended to be more conceptual than explicit in terms of land use boundaries. This section describes the land use categories in greater detail.

## LAND USE PLAN CATEGORIES

---

### RESIDENTIAL - LOW DENSITY:

This category comprises the areas of Tennessee Town that front on “local” low volume streets: Lincoln, Buchanan, and Clay. These areas are where the highest concentrations of single-family uses exist without a significant mixing of originally built two/multiple-family uses or major frontage along arterial streets. These are areas whose original development was single-family and where a realistic potential exists to sustain this as the predominate character. New development in this area should be compatible with the existing single-family character, which could include such new uses as church-related uses and small-scale daycare.

- Primary Uses: Single- -Family Dwellings
- Zoning Districts: R-2
- Density: 5-7 dwelling units/acre (net)

### RESIDENTIAL - LOW DENSITY (URBAN/PD):

This category comprises the single-family areas of Tennessee Town that front on higher-volume arterial streets: Washburn, Lane, and Huntoon. This category differs from the *residential – low-density* (urban) category by providing more flexibility on appropriate housing types in a planned development (PD) setting that fits the scale and character of the neighborhood. This category applies in the event of future development of vacant lots in order to give the area flexibility to redevelop more creatively with attached/detached residential units in a unified development. Existing residential uses are appropriate for two-family dwellings given their lot size and frontage along arterial streets.

- Primary Uses: Single-Family and Two-Family
- Zoning Districts: M-1 and M-2
- Density: 7-10 dwelling units/acre (net)

### NEIGHBORHOOD MIXED-USE COMMONS:

This land-use category comprises the area of Tennessee Town that lies in the second 1100 block of Buchanan Street, in the center of the neighborhood, with the potential for expansion into the southern portion of Clay Street. The Buchanan Center and adjoining grounds are the focal point of this land-use category. Inter-generational community space and uses include: public

greenspace, elderly housing, single-family housing, social service agencies, faith-based institutions, children’s uses, heritage collections, etc. Another characteristic of this category is that all uses would be within a 10-minute walk of neighborhood residents.

Primary Uses: Multi-family dwellings (5+ units)

Zoning Districts: M-2, OI-1, OI-2, and PUD

Density: 15-29 dwelling units/acre (net)

### PROFESSIONAL SERVICES/RESIDENTIAL:

This land-use designation comprises the area of Tennessee Town that fronts a primary image corridor (10<sup>th</sup> Avenue). This also serves as a frontage buffer between Grace-Med and the low-density residential neighborhood on Lane Street. Mixed uses, which could include neighborhood commercial, professional office/services, institutional, and residential, should maintain a respectful character at a neighborhood scale. Adaptive reuse of existing residential buildings is highly encouraged so as not to promote strip commercial development.

Primary Uses: Neighborhood Residential, Professional Offices/Services, and Institutional

Zoning Districts: OI-1, OI-2, C-1, M-1, M-3 and PUD

Density/Intensity: Medium

### COMMERCIAL:

This designation comprises the southern half of the “Grace-Med block” and is surrounded by four minor or principal arterials: Washburn, Lane, Huntoon, and 12<sup>th</sup>. This is a highly visible and prominent location in which high- quality design standards should be taken into consideration for new development.

Primary Uses: Grocery Store, Retail Anchor and Health Clinic

Zoning Districts: C-2, C-4 and PUD

Density/Intensity: High

### MEDICAL SERVICES:

This designation comprises the block surrounded by three minor or principal arterials: Washburn, Lane, and 10<sup>th</sup>. The potential exists that this block could serve future expansion of medical service facilities in the area. The types of uses that characterize this category include: health care facility, health service facility, hospital, health care office/clinic, public health agency, and professional office/services. Given this block’s location along Washburn/Lane and 10<sup>th</sup> Avenue, new development should follow high-quality design guidelines for these corridors. In addition, rather than being developed in a piecemeal fashion, this block should be a unified planned development.

Primary Uses: Medical Facilities and Supporting Ancillary Services

Zoning Districts: MS-1, OI-1, and OI-2

Density/Intensity: High

### INSTITUTIONAL:

This designation recognizes existing churches and utilities. Major expansion of existing institutional sites are not anticipated at this time, but will be assessed accordingly.



Primary Uses: Churches and utilities.  
Zoning Districts: Primarily R-2 (Single-Family)  
Density/Intensity: Medium (limited occurrences)

PARKS, OPEN SPACE, AND RECREATION:

The parks, open space and recreation designation applies to the active and passive open spaces location within the neighborhood. There are passive spaces located at the southwest and northeast corners of 12<sup>th</sup> and Lane. This open space in this area should act as a neighborhood gateway with passive open space, landscaping, and monument signage. The designation also includes the active recreation space at the northwest corner of Munson and Lincoln.

Future open space development could occur within the northern half of the “Grace-Med block”. This open space should also be passive, visual, and functional for community-wide gatherings. Additional alternatives include retail expansion and the establishment of social service organizations is also appropriate in this location to provide viable neighborhood services. Again, this is a highly visible and prominent location in which high quality design standards should be taken into consideration for new development.

Primary Uses: Parks, Retail/Social Service District  
Zoning Districts: Open Space, PUD  
Density/Intensity: Low/Medium

\* Potential Future School Site



The current zoning at the northwest corner of SW 12<sup>th</sup> and SW Lincoln Streets supports single family uses in addition to schools. This neighborhood plan supports a school as an appropriate future land use for the property. Faith Temple Church currently owns the property and there are plans to build a school and a gym on the site. If those plans change, the current zoning supports single-family homes as another option for the property.



CHAPTER 5  
REVITALIZATION  
THEMES

# REVITALIZATION THEMES

“To get what you never had, we must do what we have never done.”

Anonymous

## THEMES

---

### “COMMUNITY & NEIGHBORHOOD BUILDING”

A strong neighborhood is built of strong ties between neighbors. Tennessee Town needs to cultivate these ties so that residents can help support one another as they work to improve their neighborhood. Many organizations are targeting their efforts to help empower residents by going door to door and helping them acquire the tools they need. As they do throughout many neighborhoods in Topeka, NETReach, Habitat for Humanity, the City of Topeka, and a variety of non-profit agencies are all working to help improve the quality of life of Tennessee Town’s residents. *Community Building* must be the lead hitter in the revitalization line-up.



*Cornerstone Ribbon Cutting on Clay Street*

### “TENNESSEE TOWN NORTH FOCUS”

The area north of Munson Avenue is the most critical area of need. This portion of the neighborhood decayed as the southern portion of the neighborhood received targeted funds for revitalization due to the worse conditions in that area at the time of the adoption of the 2001 neighborhood plan. The deterioration of the northern part of the neighborhood is a function of limited funding that would enable the implementation of larger-scale rehabilitation projects. More specifically, the area situated between Munson and 11th Street is the most critical area of need within Tennessee Town. It is where the most serious negative conditions persist. Housing conditions on the 1100 block of Lane St., Washburn Ave., and Clay St. exhibit the worst signs of

deterioration. Improving the conditions in these blocks will have a positive impact throughout the entire neighborhood.

### “FILL IN THE GAPS”

A surplus of vacant lots throughout the neighborhood presents a great opportunity –spot infill development. Though having a surplus of vacant lots is not the most desirable feature for a neighborhood to have, vacant lots present the chance to attract new community members, add quality housing stock, and increase homeowner occupancy levels.



### “SUPPLY & DEMAND FOR A DYNAMIC POPULATION”

The concerns with housing stock in Tennessee Town have been expressly stated. What has not been discussed enough is how these same “constraints”—small lots and housing footprints—can also be marketed to populations who look for housing with such characteristics. The Baby Boomer generation is reaching retirement age, but these individuals are not looking to move into care facilities by any means. This generation is looking for ways to age in place, stay in their own home, and still be able to access what a city has to offer through public transportation. Or, conversely, younger professionals have grown up with an environmental consciousness and are looking for ways to reduce their impact on the planet. By blending either of these population segments into the existing family-friendly, age-friendly community in Tennessee Town, the housing market can stabilize and improve.

### “LET HISTORY BE YOUR FUTURE”

Tennessee Town has a history rich in African American heritage. It stands as a proud, diverse neighborhood lending to its unique ambience and strong social fabric. The neighborhood displays this cultural merit throughout the neighborhood by maintaining its historical roots embodied in a multiplicity of artistic and architectural features. In order to preserve Tennessee

Town's historic fabric, new development should apply traditional neighborhood design standards that respect the neighborhood's scale and character. If new development does not respect the historic character of the neighborhood, the neighborhood's unique cultural identity will simply fade away over time.

### "FORTIFY THE CENTER"

Protect and strengthen the historic core of the community; churches, Tennessee Town Plaza, and Buchanan Center anchor revitalization efforts. These establishments have served as a foundation of the neighborhood, and their continued role as a central node in the area—connecting people and providing support to residents—is key for the neighborhood to achieve success in the future. Any plans for the neighborhood must take these assets into consideration.

# TARGET AREA STRATEGIES

---

## TARGET CONCEPTS AND PRINCIPLES

Neighborhoods make up the fabric of a city, but blocks make up the fabric of a neighborhood. When the fabric is strong, the city or the neighborhood is strong. If the fabric becomes frayed, wears down and tears, the city or neighborhood becomes weak and susceptible to accelerated decay. The most successful strategies in neighborhood revitalization involve the repairing and re-weaving of this fabric. To do this, a neighborhood revitalization strategy must protect key assets or anchors, isolate weaknesses, and re-position them as strengths. The Target Area Concept Map depicts these current features in Tennessee Town as defined below:

## ANCHOR

These are rigid points of support that give a neighborhood its identity. They are long-term community investments that draw people to them as destinations thereby lending stability to the area and making them desirous for residential investment (e.g., schools, churches, parks, community centers, etc.).

## STRENGTH/POTENTIAL

These areas are the relatively strongest blocks of a neighborhood that exhibit staying power and/or recent investment. These are also underachieving areas that have the potential to become strengths or anchors given an appropriate stimulus.

## WEAKNESS

In general, weaknesses are areas that have the highest concentrations of negative conditions such as low homeownership, vacant/boarded houses, poverty, substandard infrastructure, and high crime. The more concentrated these are, the greater social problems occur and the more entrenched they become. Diluting their concentration gives surrounding areas a greater chance to revitalize on their own.

Spatial relationships play a dynamic role in the overall concept. Spread too thin, anchors or areas of strength will fail to influence beyond their natural reach, leaving poorly performing areas little hope of turning around on their own. Conversely, much like a shopping mall where the stores between two anchors will benefit from greater pedestrian traffic, weaker blocks isolated between two closely placed areas of strength will be prone to more investment because they are “attaching” themselves to something more stable and desirable. In a similar fashion, a neighborhood can only be re-woven back together if the new threads (i.e. investment) are attached to something worth attaching themselves to for the long-term. If you try to attach new threads to a frayed piece of fabric, you will ultimately and more quickly fail in its purpose to mend.

If the new investment is “public dollars”, the most effective and fair use of such an investment in a neighborhood is to **maximize the impact and transformation of the *neighborhood***. Spreading out dollars throughout a neighborhood dilutes its effectiveness and impact. Combining the same amount of dollars for infrastructure and housing investments into a targeted 3-5 block area will give that area a much better chance to transform itself and become strength upon which to build. The more areas of strength or fewer areas of weakness for a neighborhood, the better it will be.

The SORT Program targets a few select blocks, the most “in need” blocks, with the theory that intensive investment in this geographically small area will act as a catalyst and create a blooming effect on the area around it. Blocks between major anchors are built up using this investment, and ideally the selected area is near high-traffic areas so that passersby see the investment being made in this area. The following four strategies are consistent with how this has been implemented in the past and explain the intent behind them. The targeted area will have an even greater chance to succeed if it can:

- attach itself to an anchor and/or area of strength (protect assets)
- address a significant need or weakness (transform)
- provide a benefit to the greatest number of people possible (can include image)
- leverage private investment to the greatest extent possible (sustainable)

The idea behind targeting is to focus a critical mass of improvements in a concentrated number of blocks so that it stimulates additional investment by adjacent property owners, increases property values, and leaves behind a visible transformation of the area. If the improvements are not visible enough, then the stabilization of that area is marginalized and investments to the area will not be leveraged. Each Target Area may require a different set of strategies for improvement. Ultimately, public funding is limited for improvement and some of the strategies outlined for these areas will not be made in a sufficiently timed manner for the improvements necessary.

### TARGET AREA SELECTION

From minor infrastructure upgrades to major housing rehabilitation projects, it was determined that the needs of the Tennessee Town neighborhood could be met with SORT funds. However, as there is a finite amount of funding allocated to each neighborhood, it was necessary to step back and look objectively at the entire neighborhood to see which blocks were most in need and had the most potential. Five rating factors were used to evaluate each block to see which area was most in need:

- Housing Conditions
- Home Ownership (Tenure)
- Code Violations
- Major Part 1 Crimes
- Infrastructure Conditions



These rating factors were each mapped at the beginning of the planning process with the results averaged per block, and the maps were overlaid to see which blocks consistently scored low (Map 9). This allowed a pattern to emerge for areas that were in need and, based on their proximity to Anchor Areas and Strength/Potential Areas, had the highest potential for responding to public investment (Map 10).

When looking at Tennessee Town and comparing the 4 health maps—housing conditions, owner occupancy, crime, and infrastructure—only a few blocks in west Tennessee Town really stood out. And, those blocks really didn't have much "need" for major infrastructure projects.

The overall goal is to ensure a quality, impactful finished project within the target areas (see Implementation Section for potential projects). These areas are located in the northern portion of Tennessee Town and will address the 4 criteria normally used to compare target areas to each other:

- Attach to strengths and protect assets
- Address a significant need or weakness
- Benefit a large number of people
- Leverage funding and be sustainable

Using the Target Area Map, a presentation was given at the June 5, 2017 SORT plan review meeting, and committee members were asked to select which target area would produce the best ripple effect through the neighborhood. They felt that the highest priority area should be the northeast area, with SORT funds expanding to the west area and outward from there as funding is available. Building conditions in the Northeast area range from "minor deterioration" to "major deterioration. The west area experiences high pedestrian and vehicular traffic, and is highly visible from Washburn Ave. Blocks within both of these areas could easily respond to housing programs and infrastructure repairs associated with SORT in order to create a new Anchor Area for this entire neighborhood.

Infill housing and housing rehabilitation will occur in the primary and secondary target areas. Property owners in these areas will be the first to be notified of available funding assistance. If housing rehab funding remains after these property owners have had the opportunity to apply, additional property owners in surrounding blocks will be notified until either all housing funding is spent or all property owners have had the opportunity to apply.

#### PRIMARY TARGET AREA: NORTHEAST

The area consisting of the first 1100 block of SW Lincoln, Buchanan, and Clay has been identified by the neighborhood as the primary target area or area with the most need. The northeast target area encompasses the highest percentage of major deterioration of exterior housing conditions, along with low homeownership, and several blocks exhibiting high levels of intermediate infrastructures conditions. The Northeast area is anchored by two churches including the First Church of Nazarene and Faith Temple Church of God in Christ, as well as the

King's Court basketball/ playground complex. There are also several vacant, buildable lots within the area. These blocks would greatly benefit from the homeowner rehabilitation program and infill development. Likewise, repairs to sidewalk and pavement completed through CIP funding would greatly improve the areas overall infrastructure rating.

*Infrastructure Projects*

- SW 11<sup>th</sup> from Lane to Clay
- SW Munson from Clay to the alley between Lincoln and Lane
- SW Lincoln from Munson to 10<sup>th</sup>
- Repair Lincoln westward ½ block alley between 10<sup>th</sup> and 11<sup>th</sup>
- Repair 11<sup>th</sup> northward 2 lots of alley between Lincoln and 10<sup>th</sup>
- Sidewalk infill and replacement
- Munson to 11<sup>th</sup> between Lane and Lincoln
- Water line on 11<sup>th</sup> Street from Clay to Washburn

*Housing*

Housing improvements strategies should include a combination of the following:

- Interior and exterior rehabilitation of existing owner-occupied homes
- Exterior rehab of some renter-occupied homes

SECONDARY TARGET AREA: WEST

The area consisting of the first and second 1100 blocks of Washburn and the first 1000 block, along with the first and second 1100 blocks of Lane and the first 1200 block have been identified by the neighborhood as a secondary target area. Due to a lack of funds, these blocks were untouched by the 2000 neighborhood plan and a high percentage of the structures' exteriors have since fallen into disrepair. The homes situated between 11<sup>th</sup> and 12<sup>th</sup> Street yields some of the lowest percentages of homeownership along with high percentages of major deterioration of exterior housing conditions. Several strengths and anchors lie adjacent to this area, giving it the potential to have a ripple effect if proper investments are made. This area would greatly benefit from the homeowner rehabilitation program and infill development. Additionally, several streets within the area are in need of pavement repair.

*Infrastructure Projects*

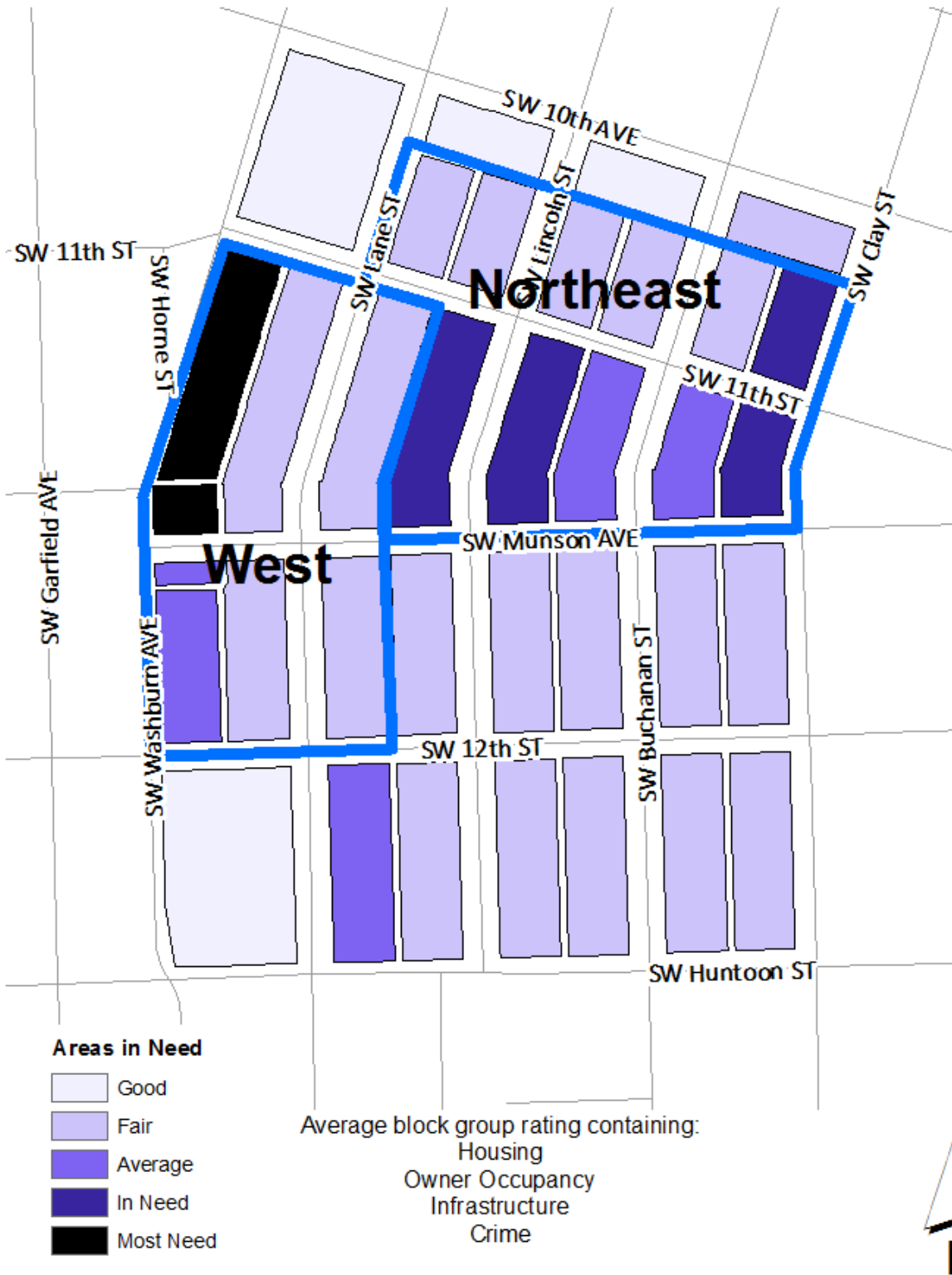
- Sidewalk infill and replacement

*Housing*

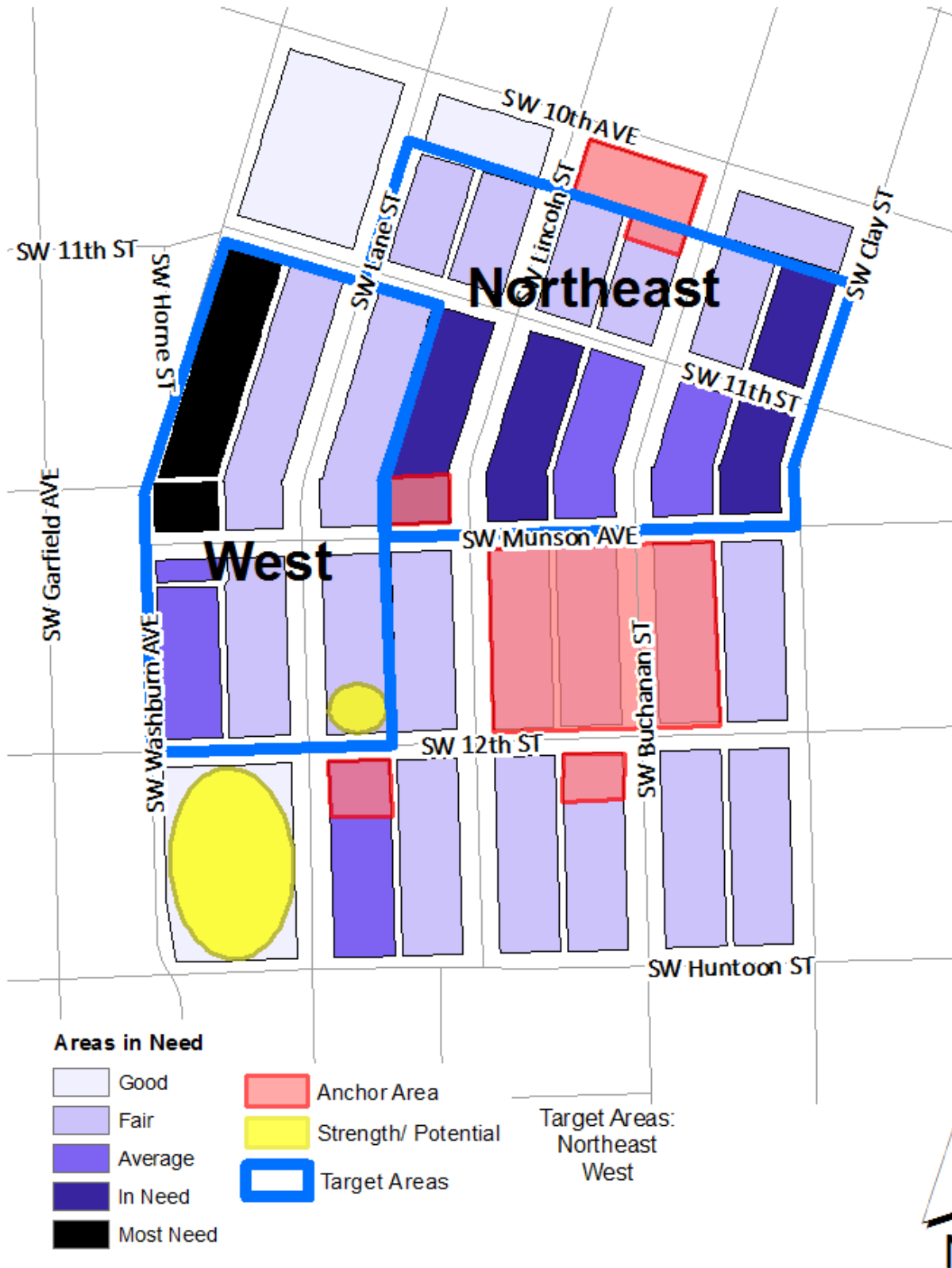
Housing improvements strategies should include a combination of the following:

- Infill housing
- Interior and exterior rehabilitation of existing owner-occupied homes
- Exterior rehab of some renter-occupied homes

# Map #9: Target Area Evaluation



# Map #10: Target Area Concept Map



## NEIGHBORHOOD-WIDE STRATEGIES

---

“Make no little plans. They have no magic to stir men’s blood.”

Daniel Burnham, Chicago City Planner

Several livability strategies can be utilized that add significant value to the “demand-side” of the neighborhood. The quality of housing stock is but one facet of Tennessee Town’s reinvestment strategy. Non-housing strategies related to neighborhood character & image, infrastructure, parks and open space, historic preservation and safety are critical in creating an overall environment of livability emphasizing a traditional neighborhood quality of life. Additional livability strategies can be found in the following sections.

### HOUSING

---

#### *Housing Rehabilitation*

When City funds are used, priority investments into housing rehabilitation should be focused in the areas outlined in the Target Area Strategies section recommended in the Plan. Upgrading houses in a randomly dispersed pattern only dilutes the impact upon the neighborhood and will not lead to any spin-off effect in nearby blocks. Where feasible, the following programs and recommendations can be used throughout the neighborhood.

- *Major Rehabilitation*  
This program is primarily intended for owner-occupied properties in need of interior and exterior repairs within selected target areas. However, up to thirty percent may be set aside for the rehabilitation of rental properties subject to selection by an RFP process. Funds may also be provided to assist with lead-paint controls and weatherproofing. Eligible families are those at or below 80% of the identified median income.
- *Exterior Rehabilitation*  
This is primarily intended for low/moderate-income (LMI) owner and rental-occupied housing units in designated areas who need significant exterior repairs of the existing structure. The assistance, however, may be available to properties that have documented historic significance and are in need of exterior repairs. Funds may be provided to assist with lead-paint controls as well.

#### *Infill Housing*

16% percent of the parcels in Tennessee Town are vacant. A priority of this plan is to support and encourage new housing to be built in Tennessee Town. The existing housing stock in Tennessee Town represents a variety of architectural styles from the early 20<sup>th</sup> Century. New housing should fit the architectural character of the neighborhood (see Character and Image for design guidelines).

### *Non-Profits*

Cornerstone of Topeka, Inc. operates a lease purchase program for households who demonstrate an interest and ability in becoming future homeowners. Low/moderate-income families are placed in rehabilitated single-family units and gain necessary credit-worthiness in a couple of years to eventually become homeowners. Cornerstone funds the rehabilitation of the property and manages it until they are ready.

### *City Sponsored Programs*

TOTO-II – the City of Topeka in cooperation with Housing and Credit Counselling, Inc. (HCCI) and participating lenders offer the program to new homeowners. Assistance is provided as a 2nd mortgage, deferred loan subsidizing the purchase and rehab costs of a home for families at or below 80% of median income. While the program is available Citywide, it is structured to encourage home purchases in at-risk and intensive care areas. Other rehab incentives offered to income eligible homeowners by the City's Department of Neighborhood Relations include forgivable loans for major rehab, emergency repair and accessibility modifications. Lending institutions participate by managing the maintenance escrow.

### *Emergency Repairs*

Emergency home repair assistance (primarily repairs that are of an immediate health or safety nature) can be provided for owner-occupants throughout the neighborhood, whose incomes are at or below 60% of the median. This assistance is intended for higher cost, major emergency repairs. Minor maintenance and repairs remain the primary responsibility of the homeowner.

### *Accessibility Modifications*

This assistance is available to persons with disabilities throughout the City whose incomes are at or below 80% of the median, whether they are owner-occupants or tenants. This assistance is intended to provide access into and out of the home. The priority is to build exterior ramps, widen doorways, and provide thresh-holds.

### *Other Potential Housing Programs*

There are housing programs in other communities that may be worth a look for Topeka. About Dollar Homes is a HUD initiative that supports housing opportunities for low-income individuals the opportunity to purchase qualified HUD-owned homes. There is also a \$1 home program in Kansas City, Missouri. Finally, the Good Neighbor Next Door is a HUD program that offers home purchase discounts to qualified law enforcement, teachers, firefighters and emergency medical technicians.

### *Voluntary Demolition*

Assistance may be provided for the demolition of substantially deteriorated, vacant structures primarily located within at-risk and intensive care areas. The intent is to remove blighted structures that are beyond feasible repair. For those structures that are privately owned, the City may institute a method of repayment for the demolition services provided, yet would not gain ownership of the property in question.

### *Lot Expansions*

Opportunities to acquire and demolish unoccupied and substandard homes by the City and offer the vacant land to adjoining property owners who participate in the major rehabilitation program should be considered within the target areas. Lot expansions could also be useful, however, within other infill opportunity areas. This would help to remove vacant and blighted homes that reside on small lots and have very little potential of being successfully inhabited for the long-term.

### *Neighborhood Revitalization Program*

The City offers tax rebates for home improvements that increase the value of residential property by 10% and commercial by 20%. Improvements must be consistent with the adopted design guidelines for the neighborhood. The City's Planning Department administers the program.

### *Conversions to Single-Family Use*

Where possible, a Rental Conversion Program should be used to acquire, rehabilitate and convert vacant rental properties into renovated homes, which will then be offered to homeowner occupants. In cases where large single-family structures have been divided into apartment units, the costs to re-convert and rehabilitate those structures may be higher than average. It is recommended that the City voluntarily acquire such properties as part of a major rehab program, convert them to single-family units and then offer the home for purchase by a homeowner much like an infill development.

### *Institutional Partners*

The neighborhood has the benefit of having a number of large institutions located throughout, as well as many partners across the community who want to help the Hi-Crest residents improve their lives. Strategies to partner with these institutions for the benefit of improving the housing stock in the neighborhood include:

- Churches in the neighborhood discuss the importance of home maintenance at weekly church services. This type of peer pressure could prove effective at convincing people to keep up their properties.
- Schools, churches, and organizations across the city require their students or members to complete a set number of community service hours. The neighborhood could reach out to these organizations to help elderly or disabled residents repair their homes.

### *Neighbor to Neighbor*

The "broken windows" theory explains that little things such as a broken window or an unkempt porch at one property can leech out to other properties as people begin to feel that no one cares about what's going on. The problem will continue to grow block-by-block, street-by-street, until it "tips" and the whole neighborhood is suffering from an epidemic of decline. This "tipping point" can be avoided if attention is paid to the details.

### *Volunteer*

“neighbor to neighbor” programs can address smaller housing maintenance issues – painting, porches, gutters, etc. – that prolong life of existing housing stock and prevent the “broken window” cycle. These simpler yet critical home improvement needs can be easily met by a dedicated group of volunteers. It is recommended that the NIA seek sponsorship to help organize volunteer rehab “parties” each year that will assist 2-3 elderly homeowners. Outside organizations such as the City’s developing volunteer network, Christmas in April, and Habitat for Humanity could also partner in this effort.

### *Tree Trimming*

Overgrowth of trees and lawn vegetation lends to an unkempt appearance that detracts from the value of the housing and blocks lighting at night. If nothing else, trimming back trees and vegetation would make considerable difference in appeal and safety. This should be a neighborhood-driven effort and not be led by a partner agency. This will lead to more ownership of the Hi-Crest neighborhood by the residents and increase their self-sufficiency.

### *Neighborhood Coordination*

The NIA members have a good opportunity to take an active role in assisting homeowners and other members of the community maintain their houses. This would require a dedicated commitment of people to organize volunteers and people in need of help but it would be a great grass-roots approach to revitalizing the housing in Tennessee Town.

### *Lot Expansion*

Expansion of existing small lots may accomplish remodeling objectives. Opportunities to demolish blighted vacant homes by the City and offer the vacant land to adjoining property owners should be considered.

### *Landlords*

There is a constant divide between owners and renters. This disconnect is seen on every scale from local to national, with the assumption that more homeowners equals better maintained property values. However, stepping back from that argument, both homeowners and landlords have equal stake in the property and the maintenance thereof. Homeowners have made the investment into owning their property and reaping the benefits of proper maintenance, while landlords have bought property with the expectation of reaping both the rents accrued from the property as well as the inherent value of the property itself. Then there is the added challenge of well-meaning low- to moderate-income landlords, some of them seniors, who raise money through rents to augment lower/fixed incomes who are sometimes unable to answer property maintenance citations. Common ground must be reached between all of these players and government to ensure that sound, quality housing is available regardless of who owns it.

### *Licensing and Inspection*

A rental property licensing and inspection program could help address the concerns about maintenance and the condition of the rental units and can be modeled after other successful



programs in neighboring cities. Key to all of this is having a designated rental manager who lives in the city or county, rather than a landlord living far away who doesn't have an active role in the care of his or her property.

Lawrence, KS first initiated a rental monitoring program for rental units located in single-family neighborhoods. For Topeka, that would encompass all "R" zoned districts. Starting to monitor rental units in this type of neighborhood is perfectly understandable—it's where most of the owner/renter conflicts occur. Their adopted city ordinance was then expanded to include all rental units after an initial testing period. The ordinance itself then explained how often rental units need to be registered and how many years can go between the actual inspections themselves. This level of detailing would need additional study before it could be implemented in Topeka. However, having a program such as this – or utilizing a different model if one fits our city better – ensures that Topeka citizens who either chose to rent or have to rent will be in safe units and can incentivize landlords to make sure that their renters are responsible in regards to the property.

## CHARACTER & IMAGE

---

### HOUSING INFILL

New housing can create a positive impact within its given block. With this notion in mind, infill housing is a focus of this plan. For the most part, Tennessee Town is a traditional neighborhood in the sense that houses are lined up uniformly along the blocks and are constructed with front porches and have a consistent massing. Care should be taken to ensure new housing is built in a manner that is consistent with the traditional character of the neighborhood.

**BEFORE**



**AFTER**



## DESIGN GUIDELINES

The purpose of the following design guidelines are to ensure that new infill housing development blends with the existing character of Tennessee Town. Design guidelines are important to ensure that new houses in a given neighborhood are complimentary to existing houses in size, form, scale, and design. The goal is to make these new homes blend seamlessly into their environs. The natural historic features of surrounding houses should guide the design of new development. New houses should not clash or overwhelm the neighborhood, which can take away from an area's unique identity. Incompatible in-fill housing will undermine the effectiveness of the revitalization strategy making it more important to integrate the new buildings to the neighborhood.

The following pictures are examples of design elements or “the soul of the place” in the Tennessee Town neighborhood:



## MASSING AND FORM

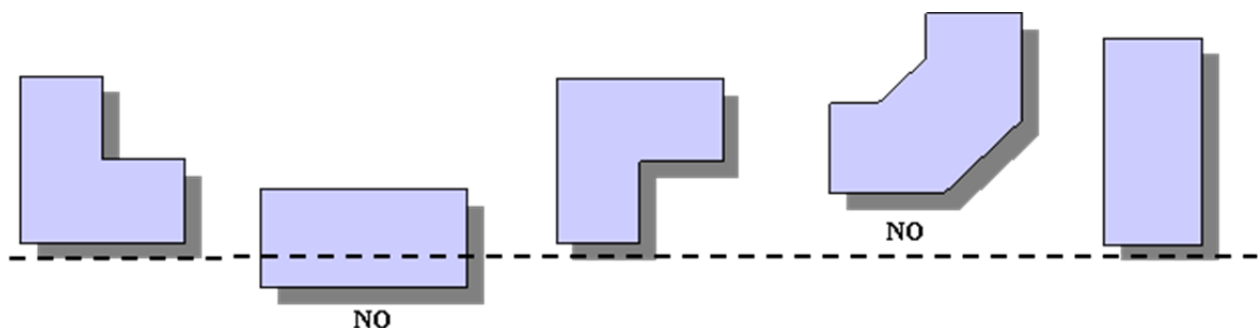
Massing generally refers to how a given amount of space is reflected in a building's design. For example, the space could be a rectangular box with no front porch and a flat roof, or two smaller boxes of uneven heights and a full length covered front porch and a front gable roof. The form determines how the building is positioned on a lot. This is typically dictated by lot design and setbacks from property lines.

It is recommended that all new in-fill housing be designed in a manner that reflects the architectural character of the neighborhood and traditional neighborhood design elements. In order to retain the area's character, several guidelines should be followed in Tennessee Town related to massing and form:

- 1) Multiple pitched roof lines (7/12),
- 2) Narrower width than depth and building orientation that is consistent with lot configuration,
- 3) A front-facing, proportional, and functional front porch. The finish should match the trim package of house (i.e. if trim on house is painted white, the porch should be painted white)
- 4) A front-facing door
- 5) Wide-based columns supporting front porches
- 6) Proportional window openings/ wall space, this includes width and height of window and door openings. Size and proportion of window space to façade should be kept consistent with neighborhood
- 7) Raised foundations (i.e. elevation of first floor above grade),
- 8) Horizontal siding (e.g. wood or hardi-plank with 4¼-inch exposure).

## SITE DESIGN

- 1) Building orientations close to the sidewalk (the street is the focus),
- 2) Infill house should match the average setback on its block to create a unified street frontage and mimic the consistency currently found in Tennessee Town
- 3) New driveways on lots with alley access are discouraged



The following examples are types of new housing that fit the design guidelines of Tennessee Town. These examples are to be used as a guide and do not necessarily reflect specific types of homes that should be built in the neighborhood.



### MARKET THE NEIGHBORHOOD – “WELCOME TO TENNESSEE TOWN”

The keys to successfully marketing a neighborhood’s assets lie with getting the word out about these assets or potential assets so the neighborhood may show them off. Tennessee Town should focus on increasing homeownership to help improve the stability of the neighborhood. The following strategies can help accomplish this.

#### *Homeowner Recognition & Appreciation*

There should be an outreach committee formed by the NIA to welcome new residents and get them involved and part of the community from the beginning. Not only will this help engage them in the various community activities but it will also make them feel a sense of pride and ownership about their new community.

#### *Block Captains*

The NIA should organize “Block Captains” to serve as a point of contact for NIA information and community activities. Each Captain could be in charge of a few blocks and help involve and engage the residents in community activities. Neighbors could come by to talk about problems, volunteer to help other neighbors, or learn about what the NIA is working on. This would be more informal than the NIA meetings but would provide another option for people to be involved in the Tennessee Town community. The Block Captains would be active, community oriented citizens who want to reach out to other neighbors and help revitalize the Tennessee Town community.

### *Welcome New Neighbors!*

A good way to welcome new residents to Tennessee Town is to develop a welcoming committee. This could consist of the Block Captains or a group of volunteers. Either way, by talking with new people in the neighborhood, it will serve multiple functions: getting to know your new neighbors and their families encourages a sense of community, helps them learn more about Tennessee Town, and promotes getting involved in neighborhood activities. One of the best benefits to this kind of welcome is that it's casual and informal—you can talk to people outside in the nice weather while the kids play in the yard and make them feel a part of the neighborhood.

### BEAUTIFICATION/IMAGE

Tennessee Town really has a prime location as far as drive-by traffic and should use that to its advantage. Its proximity to high-volume roads such as SW Washburn, SW 10<sup>th</sup> St, and SW Huntoon provide many opportunities and gateways for the neighborhood. Additionally, SW 12<sup>th</sup> St draws in a heavy amount of through traffic as it, too, acts as a minor arterial. Every effort should be made to improve conditions and appearances along these gateway streets.

#### *Gateways*

Employ a gateway approach to capitalize on the many entrances to Tennessee Town. As there are several minor arterials that lead through the neighborhood, a few key locations would need to be identified as primary gateways. Then, signage and landscaping could be placed there to draw attention and show that the residents have pride in their neighborhood. Some greenery and annual flowers could add that little extra flair that makes such a difference. New signage should match these existing signs, unless the neighborhood chooses to redo all the signs. Even something so simple as having all the entrance signs match shows that the neighborhood cares about its perception.

#### *Neighborhood Banners and Flags*

In addition to the gateway signs, banners and flags should be placed along the street poles and on the residences' front porches. The benefits of banners and flags are two-fold; it shows that the residents are proud of Tennessee Town and happy to call it home and it shows that a community spirit exists within the neighborhood. The NIA should come up with a unifying logo for Tennessee Town that can be placed on banners and flags. Like with the neighborhood signage, there are a number of different methods of coming up with the look of the banners and flags. These banners and flags can be placed on light poles on the major streets. Residents of Tennessee Town could also display these banners and flags from their homes.

### HISTORIC PRESERVATION

Tennessee Town has history in its roots. This should be highlighted and shared, as some families have lived in this neighborhood for generations and know an invaluable amount about the area and its past. To have those kinds of familial ties to an area, showing the "living" legacy of the past, is a part of the Tennessee Town story that should be preserved and told to future generations. A few of the better-known stories about Tennessee Town include the following:

- Buchanan Center, and



- Topeka Council of Colored Women’s Club (restored by Living the Dream, Inc., and now owned by Faith Temple)



Another tool for calling attention to the history of Tennessee Town is historic preservation.

Topeka’s **Local Landmark Registry** is one tool available for historic preservation. This program was started by the Topeka Landmarks Commission, and it recognizes and protects individual properties as well as districts that have historic architectural or cultural significance. Local Landmark designation is completely voluntary, and is similar in its purpose to the National Register of Historic Places. Local Landmarks Designation, however, incorporates its protections for historic properties through a zoning overlay that offers codified standards for alterations to the property. All structural alterations to historic landmarks require review and approval by the Topeka Landmarks Commission. Historic Landmark designation represents a demonstrated commitment to historic preservation, and the continuation of the property’s place within the greater Tennessee Town neighborhood.

In addition to local landmark registry, the **Register of Historic Kansas Places**, and the **National Register of Historic Places**, are programs that offer financial incentives for many properties that retain historic integrity. Across the country, and elsewhere in the City of Topeka, historic districts

have demonstrated their ability to retain, and modestly increase property values through maintaining the architectural integrity of a significant grouping of historic structures. Economic incentives for individually listed properties and contributing properties within historic districts include federal and state income tax credits for qualified restoration expenditures. The State of Kansas offers a state income tax credit on 25% of the qualified costs toward a restoration project, while the federal income tax credit is 20% of those same qualified costs. The Federal tax credit, however, is offered only to income producing (rental and commercial) properties. Districts require a historic resources survey to establish the volume and character of all property assets within a neighborhood, and approval by a strong majority of the property owners within its boundaries.

A full historical resources survey should be conducted in Tennessee Town to determine the neighborhood's eligibility for historical designation. Some potential historic properties include:

- The Ice House (*shown to the right*)
- Remaining original shotgun style homes
- Penwell-Gabel Midtown Chapel
- Faith Temple COGIC,
- Shiloh Baptist,
- Lane Chapel



The Ice House in Tennessee Town, located in the first 1100 block of SW Buchanan, is one of the neighborhoods most historic structures. Although the structure is currently in disrepair, it holds great potential for adaptive reuse.

Original shotgun style homes are also present throughout the neighborhood, including the "orange house" on Washburn Avenue. The neighborhood was platted around this style of housing, as indicated by its small, narrow lot configurations. Shotgun style designs are representative of Tennessee Town's early history, and are a principle reason to conduct the historical inventory survey to determine their contributions to a possible historic designation.

Many of the churches within the neighborhood have stood the test of time since Tennessee Town's early settlement. Not only do these buildings add character and help create a sense of community within Tennessee Town, but they help strengthen the bond between residents, and give many a strong sense of hope and pride. These historical churches connect Tennessee Town residents to the past. By the same token, they hold the key to preserving its heritage well into future.

## AFRICAN-AMERICAN HERITAGE IMPROVEMENTS

Every recognition of Greater Topeka's African-American heritage should include a major emphasis within Tennessee Town. Drawing from investments in the Monroe School's Brown vs. Board of Education National Historic Site by the National Park Service, the restoration of the John Ritchie pro-abolitionist house near Downtown, the restoration of the Free State Capitol Building, and the renovation of the US Post Office that served as the US Courthouse for the Brown v Board of Education legal case, Topeka has several major attractions to tell the larger national civil rights story as played out on a local scale. Tennessee Town NIA has shown interest in becoming a link in that "story" by potentially using the Buchanan Center as part of African-American heritage museum collections and exhibits. Potential relocation and period restoration of a shotgun-style house to the Buchanan Center grounds (ala Ward-Meade Park) could be part of this heritage museum attraction.

To enhance this appeal, restoration of brick streets on Buchanan, a landscaped commons space, period lighting, and signage should be examined. From the former Colored Women's Club on Lincoln Street to the many churches of African-American heritage, Tennessee Town has the potential to benefit economically and socially from its prominent role in African-American and Topeka history.



## CIRCULATION AND INFRASTRUCTURE

---

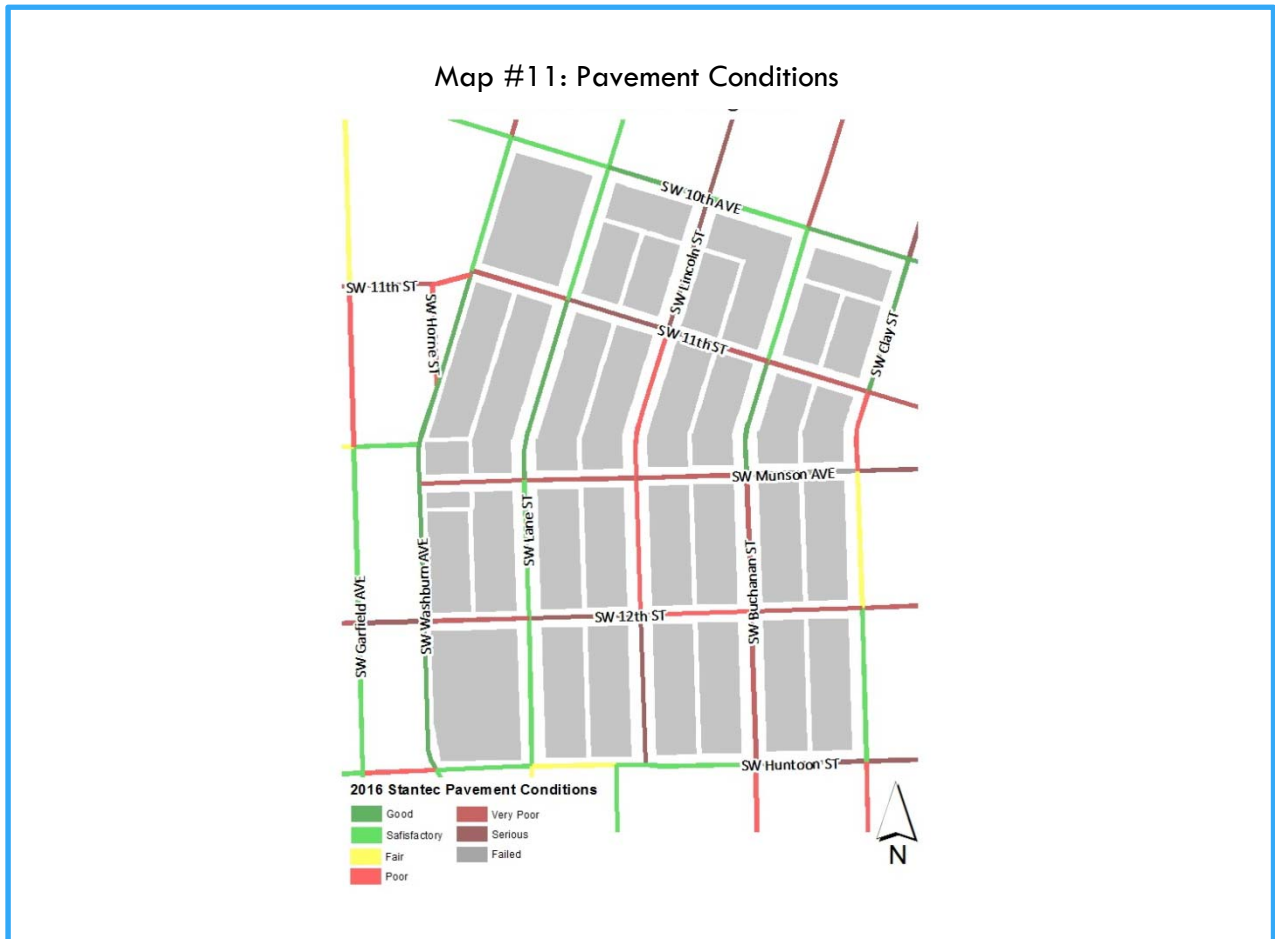
### STREETS

Mill and overlay of streets that are in poor condition will be necessary for the local streets within the neighborhood. Streets and alleys that run through the primary and secondary target area should receive priority. Recognizing that not enough funding to repair all of the roads here, road work in this area will need to be done strategically with the goal of maximizing benefits to the neighborhood. Arterial streets are generally in better condition with SW 12<sup>th</sup> and SW Huntoon Streets slated for reconstruction as part of the ½ cent county-wide sales tax projects.

Several major streets within Tennessee Town are set for a complete reconstruction through the city's ½ cent sales tax street projects as part of the Capital Improvements Program (CIP) funding. These streets are ineligible to receive additional SORT funds.



- *Huntoon Street – This minor arterial runs east to west, acting as a southern border for the neighborhood. This street carries higher levels of traffic from Clay to Washburn. Huntoon Street is set to receive ½ county-wide sales tax funding for construction from 2019 to 2022.*
- *12<sup>th</sup> Street - This minor arterial runs east to west, parallel to Huntoon St., cutting through the southern interior portion of the neighborhood. 12th Street will be redone with county-wide ½ cent sales tax funding for construction between 2019 to 2022.*



### *Curbing*

Where replacement curbing is required because of deterioration or height, concrete should be used and built in order to retain a consistent curb height, which is more suitable for modern uses. Replacement should begin in the target area and expand outward to the secondary with the sidewalks as funding allows.

### *Alleys*

Paving and repairing alleys is a priority for the neighborhood. A few of the alleys in the neighborhood have never been paved. Several of those that have been paved are now in very

poor condition, having drainage issues or needing repair. Alleys should be re-done in and around all affected target areas. This will improve circulation and image.

### *Historic Infrastructure*

The City's Brick Street, Alley and Sidewalk Policy should be followed when work is proposed on historic infrastructure. That policy promotes the preservation of historic infrastructure under certain circumstances.

- **Brick streets**  
The existing brick street in the neighborhood is the two blocks of SW Buchanan Street from SW Munson to SW 10<sup>th</sup>. This brick street should be maintained as brick and not covered or removed. Consideration should be given to uncovering the bricks under Buchanan south of SW Munson to SW Huntoon Street as part of a future street project.
- **Brick sidewalks**  
Generally speaking, if a brick sidewalk is in a level and maintained condition, it should be preserved. It may be appropriate to replace a brick sidewalk with concrete if it is not level or is not being maintained by the property owner. Most of the brick sidewalks prioritized for improvement in the target area do not meet those conditions and should be replaced with concrete.
- **Stone Curbs**  
There is one section of stone curbs in the neighborhood along the west side of SW Clay Street, north of 11<sup>th</sup> Street. The City's Brick Street, Alley and Sidewalk Policy also addresses the preservation of stone curbs. That policy should also be followed if work is proposed on that section of Clay Street.

## URBAN INFRASTRUCTURE

### *Planning for People Not Cars*

Looking at Tennessee Town from a public health standpoint as well as from an economic standpoint, it is important to ensure that planning for pedestrian improvements occurs alongside planning for roadway infrastructure. Not everyone in Tennessee Town has access to a vehicle. To get to where they need to go, people walk, ride a bike, or take a bus. The following section includes recommendations for improvements in the neighborhood to create a walkable, bikeable neighborhood that supports the goals of the Topeka Bikeways Master Plan and the Topeka Pedestrian Plan

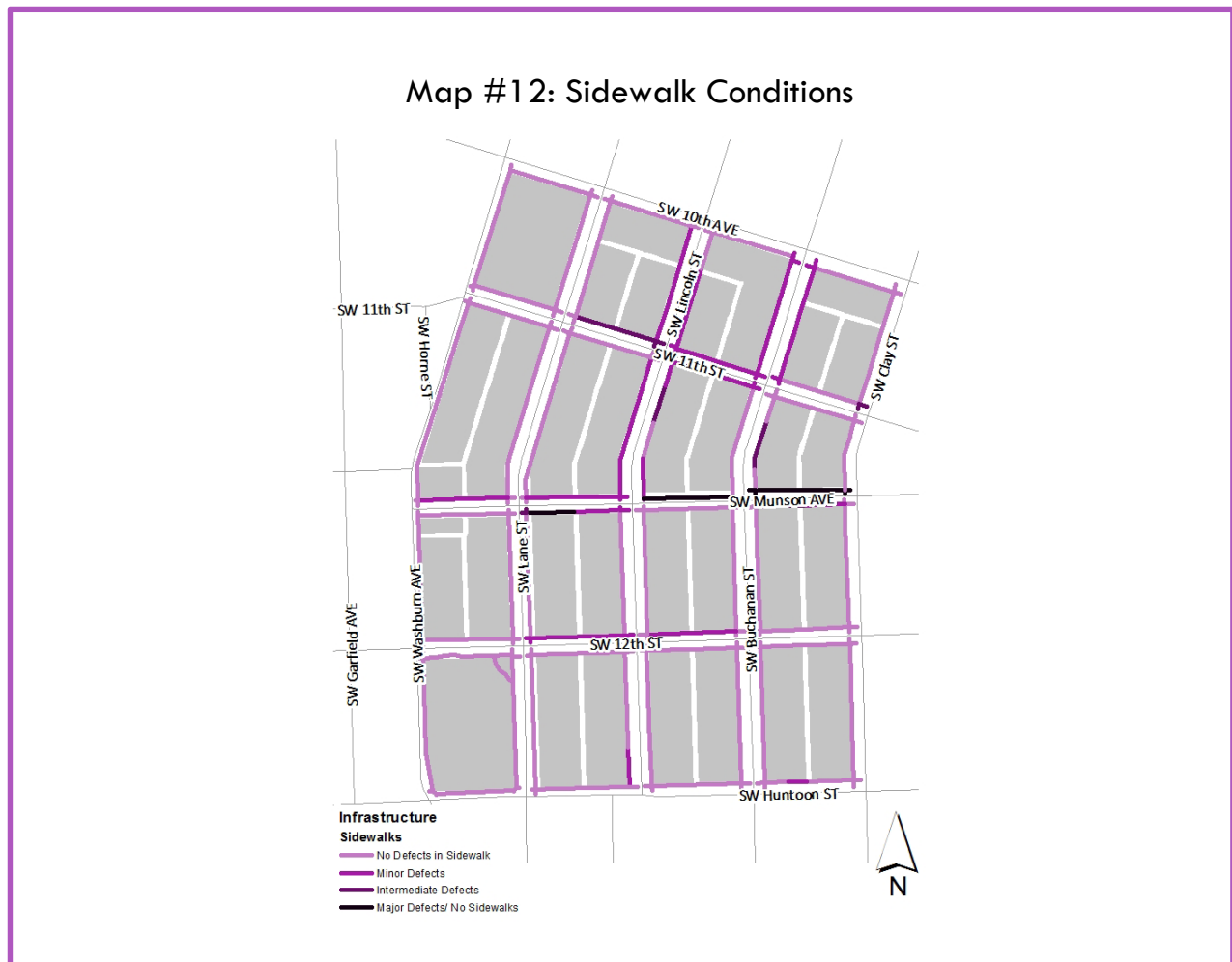
### *Sidewalks*

Improving sidewalks is important for the neighborhood. This basic infrastructure which most people take for granted is essential for neighborhood connectivity, ownership, and a necessity for areas where people may not have their own cars. Old and unsafe concrete sidewalks should be replaced as well. Sidewalks should be redone starting in the primary target area and move

outward to the secondary. All sidewalk infill and replacement should match existing sidewalk width.

Additionally, the Topeka Pedestrian Master Plan identified Tennessee Town as a high area of pedestrian demand with priority years 2022-2023. While the plan identified major street sidewalks such as 12<sup>th</sup> Street, which will be covered by the county-wide ½ sales tax, other sidewalks such as those off of Munson Ave and 11<sup>th</sup> Street were identified as well. The Pedestrian plan suggests that Tennessee Town needs 400 linear feet of new sidewalk (where no sidewalk exists), 1,300 linear feet of sidewalk needing moderate repair, and 2,500 linear feet of sidewalk in severe disrepair. Funding for projects identified by the Pedestrian plan include CIP, city wide ½ cent sales tax, SORT/Grants.

The map (Map #12) below shows where sidewalks are either in place or proposed. Using infill sidewalk funds for this area would not only increase the pedestrian connectivity, but would also potentially help stabilize this declining area, as shown in the current conditions maps.



### *Bike and Bus Routes*

The City completed its Bikeways Master Plan in 2012 and was selected to be part of KDOT's Transportation Alternatives (TA) Program for Phases I and II of the implementation. City-wide, Phase I was granted \$1,400,000 and Phase II was granted \$223,075. Three of these bike routes traverse through the Tennessee Town neighborhood. These routes are numbers 9, 13, and 22.

In 2015, the Topeka Metro redesigned their routes based on a consultant's study. Many of the changes seem to have taken routes out of the interior of neighborhoods to avoid narrow roads, sharp corners, and other points of conflict inherent to residential areas. The routes are now located along major roads alongside neighborhoods. For Tennessee Town, this means that there are two routes, 7 and 12, running through the neighborhood.

- *Bike Route 9: Washburn Bikeway*  
This is an L-shaped route with one-way bike lanes on Washburn and Lane, with cycle track distributor on periphery of Washburn Campus. This route continues on-street on 19<sup>th</sup> Street to terminus with Route 7.
- *Bike Route 13: Huntoon Bikeway*  
This is an east-west commuter route, with road modifications to provide one-way bike lanes on 12<sup>th</sup> Street and Huntoon. This route has a continuation west to Wanamaker that requires one-way cycle tracks or bike lanes.
- *Bike Route 22: 11<sup>th</sup> Street Bikeway*  
This is an east-west connecting route that connects major community features. This route is almost completely on-street but requires some street modifications, including bicycle boulevard configuration on 11<sup>th</sup> Street.
- *Topeka Metro Route #7: Washburn*  
This route connects Tennessee Town to the Quincy Street Station and the Walmart located in the southern part of Topeka via 8th, Washburn Avenue, and Topeka Avenue. This will be the only bus route entering the neighborhood on local streets, with bus stops located at Huntoon Street and 10<sup>th</sup> Street.
- *Topeka Metro Route #12: Huntoon*  
This route connects the Quincy Street Station to Walmart located on Wanamaker, with the route going down 12<sup>th</sup> street through Tennessee Town.

Map #13: Bike and Bus Routes



*Priorities and Recommendations*

- Promote Tennessee Town as a bike-friendly neighborhood through coordination with the Bikeways Master Plan implementation, signage, and pavement markings.
- Advocate for continued public transportation, as elderly and low-income residents are less likely to have personal vehicles, and make access convenient, safe, and with bus shelters at more in-demand locations.

# COMMUNITY BUILDING AND INITIATIVES

---

“Every accomplishment starts with the decision to try”

Anonymous

Community building is a key part of a neighborhood revitalization strategy because of its focus is on making the neighborhood a stronger advocate for itself. Empowering the residents and institutions of a neighborhood with the notion they can foster change that impacts the neighborhood in a positive manner is one of the goals of community building.

Some of the principles of community building are:

- ◆ Build on community strengths
- ◆ Support families and children
- ◆ Foster broad community participation
- ◆ Forge partnerships through collaboration
- ◆ Value cultural strengths

The Division of Community Engagement in the Department of Neighborhood Relations is just one of the many City resources that could be of great assistance in these efforts. DNR is devoted to empowering residents through education and neighborhood leadership development. They act as a liaison to connect the City and to its residents, hoping to increase the dialog between city employees and community members. In addition, they help coordinate educational programs, activities, and volunteer opportunities throughout the City.

## BOTH RENTERS AND OWNERS AS STAKEHOLDERS

Abraham Lincoln said “A house divided against itself cannot stand.” Historically, owners and renters are divided, and with the high rental rate in Tennessee Town, the renters need to be as active in shaping the community as the homeowners are. While some renters are only in the neighborhood for a little while, some have lived in the same home for years. The community in Tennessee Town needs all of its residents committed to making a positive difference together, in small ways as well as big.

## CAPACITY

Successful organizations have the wherewithal to succeed. A neighborhood’s ability to complete a competitive grant application, run successful meetings that are open to all citizens of the neighborhood, and complete projects in a timely manner demonstrates to decision makers and funding organizations that the neighborhood is serious about getting things done. Ideally, the neighborhood should function like a business. Below are strategies to increase organizational capacity.

- **NON-PROFIT STATUS:** The Tennessee Town NIA has yet to secure non-profit status; however, they currently have a State of KS nonprofit designation. When they have

needed the federal status in the past, they have partnered with groups that have it. Organizing as a 501 (c) (3), however, may open many more doors to additional funding sources. 501 (c) (3) groups are also eligible to receive public and private grants, and, individual doors to the Tennessee Town NIA can claim a federal income tax reduction of up to 50%.

## ORGANIZING



The most important resources of any neighborhood are the people who live there. Organizing is the renewable resource that can power a neighborhood's revitalization. An organized neighborhood can be a strong advocate for itself. A neighborhood that can show it is willing to stand up for itself is a neighborhood that can be a force for change. Bringing more people into the NIA is a key step toward successful revitalization. Listed below are a number of strategies for building organization within the neighborhood.

- **STRENGTH IN NUMBERS:** When opportunities present themselves for the neighborhood to appear before decision makers, the neighborhood must be able to demonstrate a unified voice with a large number of people. The impact of this demonstration is very difficult for decision makers to ignore.
- **SOCIAL ACTIVITIES:** Fun activities that bring neighbors together are an important element of a strong neighborhood. Tennessee Town has already initiated numerous block events including:

1. National Night Out Against Crime (1st Saturday in August), fundraising efforts for NNO (in the spring and summer)

2. Annual Aaron Douglas Art Fair



3. Tennessee Town Basketball Tournament (1st Saturday in August)

4. Annual Holiday Party (December)

Additional events could be hosted or coordinated by a neighborhood Block Captain as a way for the residents to get to know each other and become active in their block and community. Tennessee Town should also continue to support the activities sponsored by NET Reach, as they are helping to strengthen the social ties of the community. Tennessee Town should continue to foster an environment that encourages social engagement, a place for community member to get to know one another and build ties and strengthen bonds.

- COLLABORATE TO FORM PARTNERSHIPS: Building community requires work by all sectors—local residents, community-based organizations, businesses, government, schools, religious institutions, and health and social service agencies—in an atmosphere of trust, cooperation and respect. It will take time and committed work to make this collaboration more than just rhetoric. Tennessee Town has been great about reaching out to local organizations in order to make things happen. The following is a list of organizations that the Tennessee Town NIA has partnered with in the past:

1. City of Topeka
2. Shawnee County
3. GraceMed Health Clinic, Inc.
4. Community First, Inc.
5. Topeka Housing Authority
6. Topeka Habitat for Humanity
7. Cornerstone of Topeka, Inc.
8. Housing and Credit Counseling, Inc.
9. Living the Dream, Inc.
10. Doorstep, Inc.
11. Big Brothers/Big Sisters
12. Asbury-Mt. Olive United Methodist Church
13. Faith Temple Church of God in Christ
14. First Church of the Nazarene
15. Lane Chapel Christian Methodist Episcopal Church
16. Shiloh Baptist Church
17. Stormont-Vail HealthCare
18. Penwell-Gabel Midtown Chapel
19. Topeka and Shawnee County Public Library
20. WCW Property Management
21. Arts Connect Topeka: Topeka Mural Project
22. Safe Streets Topeka/Shawnee County
23. Topeka/Shawnee County Keep America Beautiful
24. Working Men of Christ Ministries



- IDENTIFYING ALTERNATIVES TO ADDRESS THE CENTRAL TOPEKA FOOD DESERT THAT INCLUDES TENNESSEE TOWN

Dillon's leaving the neighborhood has created a food desert in Central Topeka, including Tennessee Town. The NIA is interested in pursuing efforts to bring back to the area a fresh food source within walking distance of its residents that could also meet the NIA's goals regarding small-business development and neighborhood employment. Those efforts might include developing partnerships with public and private entities who could work together to bring this goal to fruition. Ideas include a new grocery store in the Central Topeka area, perhaps smaller but similar in its food choices, and/or partnerships with various entities of food providers like Harvesters.

Other ideas that might help the neighborhood address this issue include developing community gardens or hosting a farmer's market. Community gardens could be established on one or more of the vacant lots in the neighborhood. The gardens would be run by local residents and could also involve children from nearby schools as an education opportunity. Community gardens are a permitted primary use in the City's Zoning Code.

Additionally, perhaps a partnership could be formed with Grace Med or one of the churches to host a farmer's market in their parking lot. This could allow neighborhood residents and those from surrounding neighborhoods a weekly opportunity to purchase fresh vegetables and other products from local farmers during the growing season.

## PUBLIC SAFETY

A major goal of this Plan is to: *create a safe, clean, and livable environment for all those in Tennessee Town to live, learn, work, and play.* A crime problem is a multifaceted problem. There is no magic solution that is going to erase a crime problem. However, there are things that people can do to reverse the negative cycle and begin to reclaim their neighborhood.

- **COMMUNITY STORM SHELTER:** This is not necessarily the first thing that comes to mind when one is considering safety, but it is something that is necessary for this neighborhood. The neighborhood's five churches have areas to go in case of severe weather. Additionally, an integral part of the new gym/ school planned for SW 12<sup>th</sup> and Lincoln Streets by Community First, Inc., is a storm shelter.
- **CLEAN-UPS:** The NIA should continue its neighborhood/ alley clean-up program and start an annual "trim-up" campaign. These clean-ups by the NIA are vital to avoiding environmental code problems as well as deterring crime by showing that residents care about the appearance of their neighborhood. Another program could be a "most

improved” yard clean up or neighborhood landscape contests. The neighborhood should also encourage youth to help with neighborhood clean-ups, particularly of the nature areas. These activities are vital to connecting youth with their neighborhood and assisting with environmental education.

- **YOUTH:** Youth are critical for the ongoing revitalization of the neighborhood. As these children grow up and are forced with choices about where to live, they are going to be more inclined to stay in the neighborhood if they had good experiences growing up in a place that provided a positive environment. If Tennessee Town is “kid friendly”, it will have the two-fold benefit of attracting /retaining families in the short-term and becoming assets to the community in the long-term.
- **EDUCATION:** By increasing the awareness of various community programs and groups, more people would be aware of different ways they can be involved in their community. Picnics block parties, community events, church events, children’s sport events, and neighborhood festivals all provide opportunities for people to get out, socialize, and feel connected with their fellow neighbors. Additionally, there are many young adult groups that ask their members to perform community service. Honor societies, KEY Club, boy and girl scouts, and 4-H all stress to their members the importance of being involved in their community. These groups could be contacted to help elderly residents or to work on specific community projects.
- **COMBAT THE IMAGE OF CRIME AND DRUGS:** Tennessee Town has been and is still confronted with the perception of criminals and crime. A high concentration of poverty and high rental rates account for some of this, but regardless of the reason, the negative reports overshadow accomplishments that have been achieved in Tennessee Town. Marketing Tennessee Town as a good place to live involves countering these negative perceptions once again.
- **NEIGHBORHOOD PATROLS:** While the neighborhood hasn’t created a formal neighborhood watch program, neighbors are vigilant about crime and potential crime. That vigilance provided a basis for addressing crime a few years ago and it made a significant difference in reducing the number of Part 1 crimes. This could be continued through a neighborhood patrol program such as a Stroll Patrol. Stroll Patrols put people out walking the neighborhood. Neighborhood activity by residents discourages criminal activity.
- **COMMUNITY POLICING:** This vital program must be continued by the Topeka Police Department to maintain the gains made in recent years on ridding the neighborhood of serious drug activities. The individual contacts made by police officers and relationships made with the community are essential to the cooperation needed to ensure residents’ safety. This program can be extended by actively reaching out and engaging members of the community in promoting safe habits—for example, people should walk on the sidewalks and bicyclists should ride on the streets.

- **CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED):** Safe Streets and the Police Department can help the neighborhood determine which property layouts in the neighborhood encourage crime. There are ways to design property and neighborhood layouts to help prevent criminal activity. For instance, the “5 & 2 rule” states that trees should be trimmed to at least 5 feet high and bushes should be trimmed to be no higher than 2 feet. Support adoption of Unified Development Code requiring CPTED principles be enforced for new development.
- **USE CPTED TO REINFORCE OWNERSHIP AND INCREASE SAFETY**  
Safe Streets and the Police Department can help the neighborhood determine which property configurations discourage criminal activity. These methods follow four basic principles: access control, surveillance, territorial reinforcement, and maintenance.

*NATURAL SURVEILLANCE:*

The design and placement of physical features in such a way as to maximize visibility

*ACCESS CONTROL:*

This involves designing streets, sidewalks, building entrances, and neighborhood gateways to clearly indicate transitions from the public environment to semi-private and private areas.

*SURVEILLANCE:*

A design principle that maximizes the visibility of people, parking areas, vehicles, and site activities. Strategies involve the strategic placement of windows, doors, walkways, parking lots, and vehicular routes.

*TERRITORIAL REINFORCEMENT:*

Sidewalks, landscaping, and porches help distinguish between public and private areas. It uses physical attributes to express pride and ownership and limits or large spaces that have no specific purpose.

*MAINTENANCE:*

This addresses management and maintenance of space. Proper upkeep (mowing grass, trimming trees and landscaping, picking up trash, repairing broken windows and light fixtures, and painting over graffiti). It helps signal that a location or facility is well cared for and therefore would be inhospitable to a criminal and also signals that an owner, manager, or neighbor is watching out for the property and could spot illegal behavior.

## PARKS AND OPEN SPACE

---

“A good place to live, work, and play.” That has become a common theme for people who are looking to find a good neighborhood as it reflects the desired quality of life that today’s society wants. This is directly influenced by the neighborhood’s environment, its scenic beauty, and the variety of recreational opportunities available to area residents. Collectively, these resources not only contribute to the physical, mental, and emotional well-being of the neighborhood, but also greatly influence the perception of this neighborhood throughout the entire city. It should be noted, however, that ongoing maintenance costs can be more expensive than the acquisition of parkland itself. Maintenance funding becomes a limiting factor when expanding park facilities in an area and should be kept in mind when planning new facilities or the expansion of existing parks.

### ADOPT-A-PARK

Adopt-a-park programs are good ways neighborhoods, school groups, churches, businesses, etc. can assist local governments with the ongoing maintenance of park facilities. The local government gets the benefit of volunteer labor and the sponsoring group gets the benefit of “ownership” of a community resource. The neighborhood should work with the Parks and Recreation Department and other neighborhood groups to form adopt-a-park programs.

### COMMUNITY GARDENS

Community Gardens are now permitted as a primary use on vacant land throughout the city. Tennessee Town should look into collaboration with property owners of vacant land throughout the neighborhood to be put to use as a community garden. Gardens improve the sense of ownership of the neighborhood, provide access to fresh fruits and vegetables, and create an atmosphere of more awareness of what is going on—the “eyes on the street” concept. These gardens can build community spirit—something that is needed in Tennessee Town—as well as provide an outdoor activity for residents.

### EXISTING PARKS AND OPEN SPACE

#### *AARON DOUGLAS PARK*

Located at the corner of 12th and Lane, the public Aaron Douglas Park is located at the heart of Tennessee Town. This neighborhood greenspace, which is owned and maintained by Shawnee County, serves as the venue of the annual Aaron Douglas Art Fair in September. Additionally, the park showcases the Aaron Douglas Mural, a work of art that celebrates the vision of the Topeka-born muralist, illustrator and scholar—as well as the contributions of African American artists with ties to Kansas.

#### *LANE GARDEN*

Located at 1196 SW Lane Street, Lane Gardens is a small open space currently owned by the City of Topeka that the neighborhood is hoping will one day offer more amenities and become a place for local children to play. With its location directly across the street from Aaron Douglas

Park, Lane is a pocket park for Tennessee Town residents. The lot, though small, could potentially hold play equipment and seating adequate to serve the neighborhood. There is also potential to expand the park onto the vacant lot to the north, which is owned by the NIA.

In order to move forward with these ideas, however, ownership must transfer away from the city and the NIA to Shawnee County. If Shawnee County acquires the property for park purposes, Shawnee County should improve it based on a “mini” plan for the park including a long-term plan for maintenance. In addition, any plans or funding to improve the park should be approved by Shawnee County first. SORT funding for parks should be contingent on County participation.

### *KING’S COURT*

King’s Court is a basketball and playground complex located at the Corner of Lincoln and Munson. The site is owned and maintained as a public park by Community First, Inc. and Faith Temple Church of God in Christ, which is located across the street. This community asset is one of major success stories that stemmed from the first Tennessee Town Neighborhood Plan. Since its introduction in 2006, this pocket park has been a huge hit for local youth and has annually hosted the Tennessee Town Basketball Tournament, which celebrated its 11th staging in 2017.



### *FUTURE OPEN SPACE*

The neighborhood has expressed thoughts about having additional park space in the neighborhood beyond what is currently in use. One potential idea would be to use the open space north of the Buchanan Center as open space for the neighborhood. That space is centrally located and accessible to the neighborhood.



CHAPTER 6  
IMPLEMENTATION

# Implementation

*"Today's progress was yesterday's plan."*

-Anonymous

After completing the planning process, action and implementation are essential. After identifying goals and target areas, the next logical step is taking action to achieve those goals. The implementation section of a plan identifies specific steps to be taken and by whom, and places a timeline on completing these steps. This allows for progress of the community's vision to be tracked and evaluated. This section should be used by all stakeholders to guide their decision-making in implementing the priorities of the Plan.

## KEY ACTION PRIORITIES

---

The meeting with the Neighborhood Improvement Association and Steering Committee brought up ideas for implementing specific strategies and actions in this plan. The community took vote during the final meeting to come to an overall consensus on priority projects.

### Potential Infrastructure Projects

*Mill and overlay:*

SW 11<sup>th</sup>

SW Munson

SW Lincoln

Reconstruct 12<sup>th</sup> and Huntoon

Pave and repair alleys throughout neighborhood

Sidewalk infill and repair

New waterline under 11<sup>th</sup> street

Park improvements

### Housing

*Infill Housing Project*

Infill housing has been identified as a priority for the neighborhood. In an effort to create new infill housing in the neighborhood, the City reached out to Stormont Vail about property they own on SW Lane Street. There was interest on their part in putting together a deal that would allow Cornerstone and Habitat for Humanity to build new housing on those properties. \$75,000 of the SORT housing money has been earmarked to leverage funds from Cornerstone to build a duplex and Habitat to build two homes.



## Tables

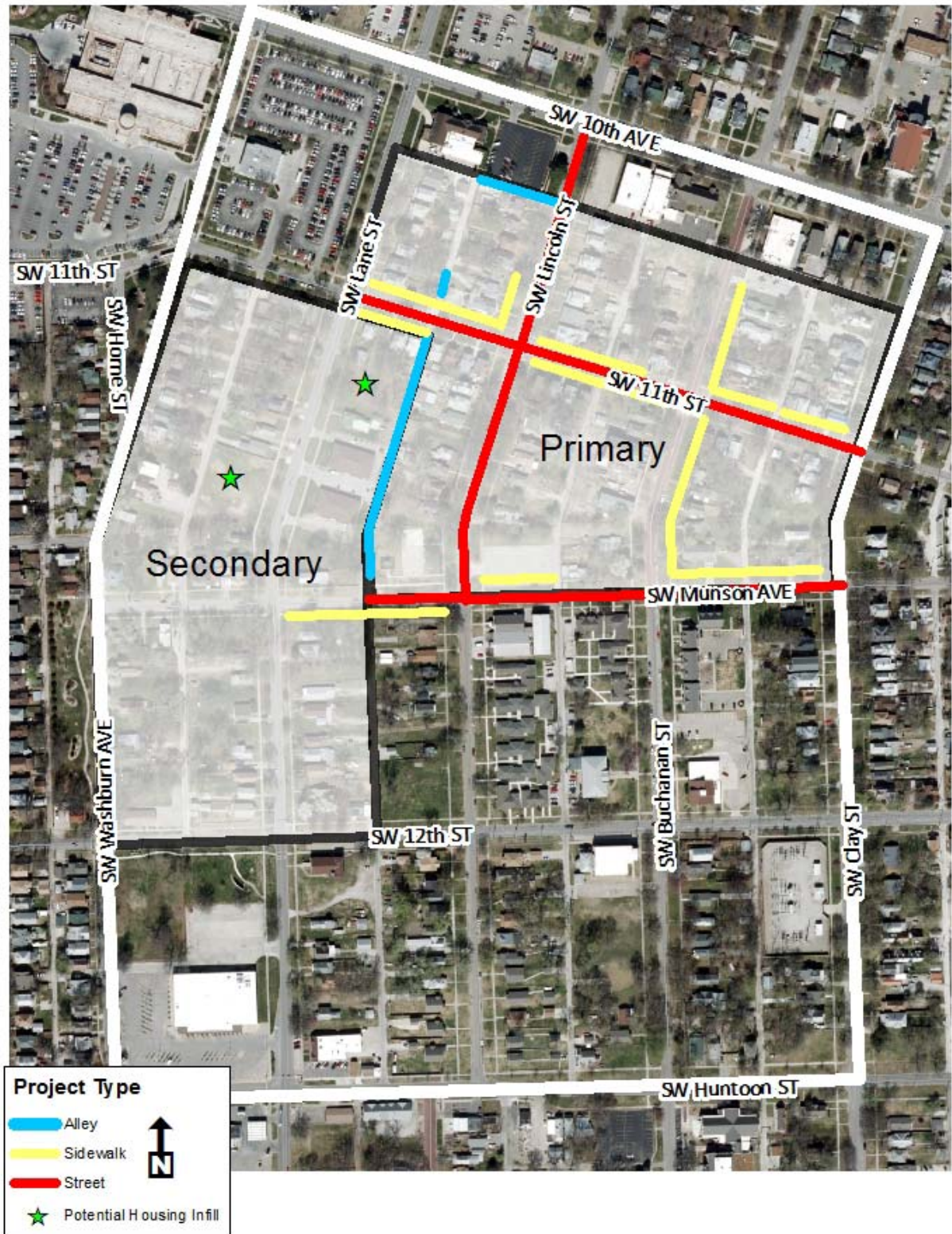
The tables below show the cost and timing of infrastructure improvements for the proposed target areas and other infrastructure recommendations of the plan. By combining several major actions within a concentrated area of a neighborhood, a greater cumulative impact can be realized than if they were dispersed throughout the larger planning area. In this manner, it is intended that multiple target areas can be worked on in various stages of completion. Once the first area is “finished”, the majority of the public investment can then be shifted to the second area, etc.

**Important Note:** The priorities and costs estimates for infrastructure and housing rehabilitation projects in the neighborhood are provided for informational purposes only and should not be relied upon for future costs or as actual bids for future projects. Increases in material costs, overhead and labor can change greatly in a short period of time. Funding is subject to availability as provided by federal grants and the governing body, and allocations change annually. The housing costs in the following tables represent subsidies from City Consolidated Plan funding (CDBG/HOME) and are intended to leverage private dollars. Costs for infrastructure reflect City of Topeka capital costs from sources typically found within the City’s Capital Improvement Program (CIP), unless otherwise indicated.

Target Area (Primary)				
Streets (mill & overlay, curbs, base patch) + design, construction services and contingency	Source	1-3 Years	3-5 years	5+ years
SW 11th (Lane to Clay)*	GO Bonds	\$191,100		
SW Munson (Clay to alley between Lincoln & Lane)*	GO Bonds	\$311,350		
SW Lincoln (Munson to 10th)	GO Bonds	\$176,800		
<b>(Streets Total)</b>		\$679,250		
<i>*Includes storm water improvements by the Utilities Department</i>				
Alleys + design and contingency				
Lincoln Westward 1/2 block (between 10th & 11th)	GO Bonds	\$65,000		
11th northward 2 lots (between Lincoln & 10th)	GO Bonds	\$32,500		
Munson to 11th (between Lane & Lincoln) --sewer line recently replaced--	GO Bonds	\$210,600		
<b>(Alleys Total)</b>		\$308,100		
Sidewalks + design and contingency				
Sidewalk Infill and replacement	GO Bonds	\$134,940		
<b>(Sidewalks Total)</b>		\$134,940		
Other Projects				
Park Improvements (County owned and maintained)	GO Bonds/ County	\$10,000		
11th Street Water Line (Clay to Washburn)	GO Bonds	\$212,500		
Miscellaneous (Traffic Control, Sod, ADA ramps)	GO Bonds	\$25,000		
<b>(Other Total)</b>		\$247,500		
<b>All Infrastructure Projects</b>		<b>\$1,369,790</b>		
Housing				
Rehab	CDBG, Home	\$255,000		
Infill	CDBG, Home	\$75,000		
<b>(Housing Total)</b>		\$330,000		
<b>All Infrastructure and Housing Projects Total</b>		<b>\$1,699,790</b>		

Neighborhood Wide Projects				
Streets (mill & overlay, curbs, base patch)	Source	1-3 Years	3-5 Years	Unfunded
SW Lincoln (Huntoon to Munson)				\$184,600
SW Buchanan (Huntoon to Munson) + water line				\$328,350
11th (Lane to Washburn)			\$61,100	
Munson (Lane to Washburn) + water line			\$165,300	
Street (reconstruction)				
12th Street (Gage to Kansas)	1/2 cent sales tax		\$13,180,000	
Huntoon (Gage to Kansas)	1/2 cent sales tax		\$13,180,000	
Alleys				
Lincoln Eastward 1/2 block (between 10th and 11th)				\$65,000
Huntoon to 12th (between Buchanan & Clay) + sewer				\$362,805
12th northward 1/2 block (between Buchanan & Clay) + sewer				\$270,020
<b>Projects Total</b>			<b>\$26,360,000</b>	<b>\$1,210,775</b>

# Map #14: Recommended SORT Projects





# APPENDIX

# APPENDIX A: NEIGHBORHOOD HEALTH DATA

## TENNESSEE TOWN

Vital Signs	Block Group (Pop. 2010)	2000	2003	2007	2011	2014
1) % Persons Below Poverty	4:1 (824)	21%	33%	33%	22%	18%
	5:3 (949)	37%	28%	28%	23%	20%
2) Public Safety (Part 1 Crimes per 100 People)	4:1	(Intensive Care)	46	42	47	28
	5:3	(Intensive Care)	21	26	18	15
3) Average Residential Property Values	4:1	\$30,730	\$29,160	\$44,070	\$54,590	\$50,688
	5:3	\$20,540	\$37,065	\$52,010	\$65,780	\$59,121
4) Single Family Home Ownership	4:1	39%	43%	36%	47%	34%
	5:3	39%	43%	39%	52%	43%
5) Boarded Houses/Unsafe Structures	4:1	4	3	1	1	1
	5:3	3	4	2	0	1
6) Neighborhood Health Composite (Rating)	4:1	1.8	1.4	1.8	2.0	2.4
	5:3	1.4	1.8	2.0	2.8	2.6

- 1) Block Groups identified in Table 1 above represent 2000 & 2010 Census boundaries. Multiple Census Block Group data from the 2000 Neighborhood Health Map (1990 Block Groups) are averaged in the Table to maintain simplicity. Refer to the Appendix of the Neighborhood Element for a complete breakdown of Block Groups by NIA.
- 2) Vital Signs are recorded by Census Block Group and do not necessarily conform to recognized neighborhood boundaries.

# APPENDIX B: NIA HISTORY

---

## **Tennessee Town: Where We've Been, Where We're At, and Where We're Headed Where We've Been**

Tennessee Town was founded in 1879 by freed slaves who migrated from Tennessee to Topeka, KS. From those strong roots it grew into a stable home for the descendants of those settlers. Homes were built, small businesses were created and churches were born, many of which still stand to this day. Throughout the first half of the 20th century Tennessee Town provided a safe haven for African-Americans living in a segregated city and society.

As residential population patterns changed after World War II, Tennessee Town, like many other Central, Old North and East Topeka neighborhoods, saw Topeka's focus shift from its foundational neighborhoods to those newly created on or near its periphery. The city's changed focus meant that the challenges facing neighborhoods near the city's core were born and allowed to grow. Those challenges included aging housing and infra-structure, the proliferation of vacant houses and lots, increased crime and safety concerns, decreases in small business activity, a decreased commitment for public education (as the population left so did many of the tax dollars that would have been gained), and a growing feeling that the low- to moderate-income people who stayed were being left behind by the city. Those challenges happened at the same time that the LMI population of Topeka was increasing.

By the 1970s those challenges were brought to critical mass for a number of the nation's cities. Topeka was no exception. Tennessee Town drifted from its former status as a thriving working-class neighborhood to an area on the brink. As the challenges facing it multiplied, an opportunity presented itself through a newly created federal program. The Community Development Block Grant, administered through the US Department of Housing and Urban Development (HUD), was born in 1974 and started providing assistance to LMI populations and neighborhoods. The City of Topeka, partly in response to the CDBG and partly as a way to formally recognize the most challenged areas of the city, created Neighborhood Improvement Associations (NIAs).

Tennessee Town was the first NIA created in Topeka, in December 1976. It was formed when neighborhood residents came together to save and make better a historic neighborhood. NIA's are based on census tracts de-fined by the federal government that indicate that at least 51 percent of their residents are at or below 80 per-cent of Area Family Income (as defined by the federal government). Tennessee Town's traditional borders were used to define it as an NIA: SW 10th on the north, SW Washburn on the west, SW Huntoon on the south, and SW Clay on the east.

Some of the NIA's early efforts included K-State architecture students coming to do a housing inventory in 1980 complete with designs. The NIA also was instrumental in accessing federal funds to enable the

renovation of the historic Buchanan School, which became the Buchanan Center and has housed nonprofits throughout its existence. It now houses Housing and Credit Counseling, Inc. and Cornerstone of Topeka, Inc. The NIA also worked with the City to access funds to enable the creation of the Lane Garden, the NIA's only recognized greenspace, located at the intersection of SW 12th and Lane Streets. In 1983 the NIA was a supporting partner when the Topeka Housing Authority acquired land and constructed the Tennessee Town Plaza Apartments which occupy the block bounded by SW Munson on the north, SW Lincoln on the west, SW 12th on the south, and SW Buchanan on the east. Those apartments, as part of the 2009 American Recovery and Reinvestment Act, were expanded along SW Lincoln. The Tennessee Town Plaza Apartments have been for some time one of THA's most successful complexes.

In 1998 the Tennessee Town NIA began in earnest its efforts to face its challenges head on. Those efforts began with aging housing stock. Housing has always been a NIA priority throughout its 40 years, and many projects dot the neighborhood landscape. The NIA answered several RFPs for new housing in the early part of this millennium which led to the complete turnaround of what the City Planning Department in the NIA's 2001 Neighborhood Plan called the NIA's most challenged block: the first 1200 block of SW Lincoln. New alleys sometimes have accompanied the new housing. One of the NIA's housing projects during this time involved working with the City to acquire 3 houses slated for demolition by Holy Name Church and moving them onto foundations built in Tennessee Town. It was the first and only time that moving houses has been a part of any NIA's in-fill housing program. Those 3 houses still stand in the first 1200 block of SW Lincoln.

The NIA was a supporting partner when Asbury-Mt. Olive United Methodist Church created its 11-unit apartment complex just north of the church, in the second 1100 block of SW Buchanan.

The NIA, in partnership with the City and the Topeka TurnAround Team, accessed funds to install the decorative lighting that illuminates SW Washburn and Lane Streets. in the neighborhood.

The NIA helped to access funds to construct and improve the Kings' Court basketball and playground complex, located at the northwest corner of SW Lincoln and Munson Streets. A recent Neighborhood Empowerment Grant award written by the NIA enabled it to replace the playground equipment matting to provide a safer environment for the children playing there. Each August the Tennessee Town Basketball Tournament, with the NIA as a supporting partner, is successfully hosted by Community First, Inc. at Kings' Court. Asbury-Mt. Olive United Methodist Church, with the NIA as a supporting partner, annually and successfully stages in August the NIA's National Night Out Against Crime event.

And throughout this period the NIA has maintained a strong relationship with the Topeka Police Department through its community policing program. That relationship has led to Tennessee Town consistently being one of the safest NIAs in the City.



## Where We're At

Providing quality affordable housing continues to be the biggest challenge and greatest opportunity for Tennessee Town. That has meant the NIA continues to pursue new construction, rehabilitation (both consistent with the architectural character of the neighborhood) and targeted demolitions for those houses beyond repair.

As the neighborhood has started to address the challenges it faces, the NIA's five churches (Asbury- Mt. Olive United Methodist Church, Faith Temple Church of God In Christ, Shiloh Baptist Church, First Church of the Nazarene, and Lane Chapel Christian Methodist Episcopal Church) have partnered with the NIA on a number of projects including the basketball tournament, National Night Out, Shiloh's recent donation of vacant lots south of its parking lot in a deal brokered by the church, the City, the NIA and Topeka Habitat, to enable the construction of a Habitat home, Faith Temple's establishment of the International Academy for children (of which the NIA has been a supporting partner), and Faith Temple and the First Church of The Nazarene's community involvement through hosting community forums after the closure of the Dillon's Store #58, at 1400 SW Huntoon.

Nonprofit partners and Tennessee Town stakeholders like Cornerstone of Topeka, Inc. and Housing and Credit Counseling, Inc., both housed in the historic Buchanan Center, have proven and continue to be invaluable resources for the construction of new housing and the rehabilitation of existing housing. A few years ago Cornerstone of Topeka completed a new house on SW Clay for a family transitioning from homelessness. HCCI, through its Topeka Opportunity to Own (TOTO) program, has rehabilitated housing for LMI individuals and families. And Topeka Habitat for Humanity continues to be an important ally as well as it identifies LMI individuals and families to live in newly constructed homes in Tennessee Town, most recently at a new home on SW Buchanan.

Other nonprofit partners, like Doorstep, Inc.; and GraceMed Health Clinic, have continued or established new relationships with Topeka's LMI population. Doorstep has been a vital resource for Topeka's LMI individuals and families for decades, while GraceMed recently acquired the former Huntoon Dillon's to establish it as the nonprofit's base of operations in Topeka.

Earlier in 2017 Topeka's governing body designated the NIA as a 2017-2019 SORT neighborhood. The SORT (Stages of Resources Targeting) program directs HUD and city funds to two NIAs every two years. Those funds can be directed to new and rehabilitated housing, infrastructure, parks, and the issues related to those opportunities.

The NIA continues to pursue the expansion of and improvements to Lane Garden, the neighborhood's first and oldest greenspace, located at SW 12th and Lane Streets. It is working with the City and Shawnee County to establish ownership of Lane Garden and has already

acquired the lot directly north of Lane Garden to expand it. The SORT grant then gives the NIA an opportunity to install new amenities at the expanded Lane Garden.

Tennessee Town also has committed to the display of public art in the neighborhood, first through the Aaron Douglas Mural at SW 12th and Lane Streets and most recently through the historical mural by Jamie Colon on the south side of WCW Property Management, at SW Huntoon and Lane Streets.

### **Where We're Headed**

The future includes the NIA continuing to be a leader for the neighborhood on myriad issues. The neighborhood established years ago and continues to support keeping its working-class nature as it understands and embraces the proposition that LMI individuals and families make great neighbors.

And the neighborhood established long ago its commitment to remaining a residential neighborhood with quality, sound housing and infrastructure. The NIA will be able to pursue that goal most notably through its designation as a SORT neighborhood, which brings to the table its programming and funds and potentially more public and private funds through leveraging, and maintaining and creating partnerships to bring its plans to fruition.

Those funds and partnerships will prove to be crucial as the NIA continues to meet the challenges it faces.

Tennessee Town has gone from being on the brink in the 1990s, when it was designated as an "intensive care" neighborhood -- a neighborhood with the most challenges -- per the Topeka Planning Department's health rankings to being on the verge of becoming the city's first "healthy" NIA. It has taken much hard work, including establishing and maintaining partnerships with many of the city's players active in LMI issues, to bring about that change. The NIA remains committed to keep working hard to become healthy, both according to the planning department's definition and the neighborhood's definition, which is a safe, thriving residential neighborhood for LMI individuals and families.

# APPENDIX C: KICKOFF MEETING SUMMARY

---

At the NIA's SORT kickoff meeting in April 2017 these items were mentioned as things attendees liked about

Tennessee Town:

- Keep commercial businesses separate from housing
- Amenities for Lane Garden and Annex
- Library and churches are good aspect of neighborhood
- Historic site near green space
- Housing rehab
- Ice House Rehab
- Historic Rehab
- Historic Preservation
- Walkable neighborhood
- Low crime rate
- Trees
- Walkability
- Crime lowered since Dillon's left
- Maintain family atmosphere
- Close location to schools, medical facilities, and library
- Central location
- Promote central location
- Preserve family atmosphere
- Historically significant housing area
- Historic value is unique
- One of the oldest neighborhoods in the area
- Shotgun House Museum (1400 block of Munson)
- Buchanan School
- Turn a historic house into "museum" to tell history of neighborhood
- Gathering center for past and present residents
- Socio-economic nature of neighborhood
- Working class residents

At the NIA's SORT kickoff meeting in April 2017 these items were mentioned as things attendees would like to change regarding Tennessee Town:

- More green space
- "Green up" Grace Med parking lot – TT Gateway
- Green space on eastern side of neighborhood
- Brick streets
- Lighting

- Dirt alleys
- Sidewalks/ other infrastructure
- Landscaping
- Bike share program (bike racks)
- Involve the art community
- More murals
- Neighborhood Lighting
- Dirt Alleys
- New Sidewalks/ Fill in the gaps
- Dark mid-blocks - better lighting
- More trees
- Bike parking
- More events within the neighborhood
- More art that tells Tennessee Town Story
- Neighborhood Signage/Banners on light poles
- Do more at Buchanan Center or Living the Dream
- At the same meeting, these items were mentioned regarding where Tennessee Town should be in 15 years:
- Community green space
- Convert vacant lots
- Community gathering space
- Political building/center
- Lane Garden – Community Garden
- Deal with vacant lots creatively
- Low growing grass – clover or buffalo grass
- Utilize green space
- Increased homeownership
- Be attractive to homeowners
- More attractive neighborhood with increased homeownership and more families
- Cycle track along 12th and Huntoon
- Preserve walkability
- Safe green space where people can mingle
- More young families
- Community garden with school and neighborhood benefits
- Mural
- Microbusinesses in peripheral
- Have more employees from med district live/walk to work
- More small businesses
- Live and work in neighborhood
- Polling place

# APPENDIX D: HOUSING AND INFRASTRUCTURE SURVEYS

---

## CRITERIA USED TO EVALUATE HOUSING STRUCTURAL DEFECTS

MINOR DEFECTS – deficiencies corrected during the course of regular maintenance.

- Missing shrubbery or bare spots on lawn, trash and garbage accumulation
- Deteriorated or lacking window screens.
- Weathered paint, minor painting needed.
- Wear on or light damage to steps, window and door sills, frames and porches.
- Weathering of mortar and small amounts of loose, missing material between bricks.
- Cracked window panes, loose putty.
- Handrails deteriorated or missing.
- Missing splash blocks at foot of down spouts.
- Lacking porch lights.

INTERMEDIATE DEFECTS – deficiencies serious enough to require more extensive repair than required by regular maintenance.

- Gutters or drain spouts rotten or parts missing.
- Sagging, cracked, rotted or missing roofing, overhang or lattice work.
- Foundation or bearing walls cracked or sagging or with loose, missing material.
- Erosion of landscape due to improper drainage, abandoned vehicle, cracked or uneven sidewalks.
- Deteriorated fencing with loose or missing material.
- Rotted, cracked or sagging porches, columns, door frames and stairways.
- Cracked or missing material from chimney.
- Broken or missing window panes and/or rotted window sills.
- Peeling or cracked paint, complete paint job needed.
- Damaged or missing air vents in foundation.

MAJOR DEFECTS\_– condition of structural components which can be corrected only by major repairs.

- Holes, open cracks, rotted or missing material in foundations, walls, roofing, porches, columns, etc.
- Sagging or leaning of any portion of house indicating insufficient load bearing capacity: foundation, walls, porches, chimneys.
- Defective conditions caused by storms, fires, floods or land settlements.
- Inadequate or poor quality material used in permanent construction.
- Inadequate conversion for use involved.
- Major deteriorated or dilapidated out building or garage.
- Evidence of a lack of, or inadequate indoor plumbing such as no roof vents.

CATEGORY

DEFINITION

BUILDINGS/PROPERTIES

	Minor Defects	Intermediate Defects	Major Defects
Sound (3 points)	>5	1	0
Fair (2 points)	0	2	0
	1	2	0
	2	2	0
Deteriorating (1 point)	Any	Any	>5
	3	2	0
	Any	3	0
	Any	>2	0
Dilapidated (0 points)	Any	Any	5+

BLOCKS

*SOUND*

Average 3.0 – 2.3 points per block

*MINOR DETERIORATION*

Average 2.29 – 2.0 points per block

*INTERMEDIATE DETERIORATION*

Average 1.99 – 1.7 points per block

*SIGNIFICANT DETERIORATION*

Average less than 1.7 points per block

## INFRASTRUCTURE RATING SYSTEM

### CRITERIA USED FOR EVALUATION:

#### *SIDEWALKS:*

3= No defects in sidewalk

2= Minor defects- partially overgrown with weeds and grass or broken, cracked (< 25% disrepair/substandard)

1= Intermediate defects- Completely missing segments within that block area, broken and cracked segments, completely overgrown with weeds and grass (> 25% disrepair)

0= Major defects- No sidewalks

#### *CURBS AND GUTTERS*

3= No defects in curbs and gutters

2= Minor defects- Covered up by weeds (< 25 % disrepair/substandard); not draining (standing debris)

1= Intermediate defects- Broken, cracked, missing segments of curbing (> 25 % disrepair)

0= Major defects- None existent; drainage ditches

#### *STREETS:*

3= No defects- concrete or asphalt, even, draining

2= Minor defects- uneven concrete/asphalt and/or significant pot holes, cracks, broken pavement (<25% disrepair/substandard)

1= Intermediate defects- uneven concrete/asphalt and/or significant pot holes, cracks, broken pavement (> 25% disrepair/substandard)

0= Major- gravel or dirt; road incomplete or dead-ends; street one-lane and does not allow cars to pass; or any combination of these.

#### *BLOCK AVERAGES*

No defects- 2.25 - 3

Minor repairs/maintenance issues- 1.5 – 2.25

Intermediate repairs- 0.75 – 1.5

Major repairs/total construction or replacement- < 0.75